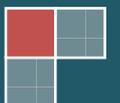


Integrated Food Security Phase Classification (IPC)
END OF PROJECT EVALUATION

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FINAL

April 1, 2011



Acknowledgements

The evaluation team would like to express its gratitude to the entire IPC Global Support Unit and Steering Committee for the assistance they provided throughout the evaluation process. Their perspective on the successes and challenges encountered in implementing the IPC was indispensable as was their support in gathering necessary documentation and feedback from stakeholders at all levels. The evaluation team would like to thank Nick Maunder (ECHO), Devrig Velly (ECHO) for their participation and input. Each provided valuable insight not only into the performance of the initiative to date, but also key opportunities for improving the IPC in future phases. The evaluators also offer their sincere thanks to representatives of each of the IPC's institutional partners for the time and effort they've invested to ensure that this evaluation is accurate, informative and comprehensive. Finally, the evaluators express their thanks to Monica Mueller and Tom Spangler From TANGO for their assistance in drafting and editing the report.

The evaluators appreciate the significant investment participants have made to establish the IPC as an innovative and influential tool for decision makers. It is our hope that, with the insight gained from this report, the partnership can continue to build on its successes and improve the availability of quality, consensus-based food security information.

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April 2011

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List of Acronyms

ACF	Action Contre la Faim
ASEAN	Association of Southeast Asian Nations
AUSAID	Australian government aid program
CFS	Committee on World Food Security
CIDA	Canadian International Development Agency
CILSS	<i>Comité Inter-Etate pour la Lutte contre la Sécheresse au Sahel</i> (Permanent Inter-State Committee for Drought Control in the Sahel)
COMESA	Common Market for Eastern and Southern Africa
DevCo	EuropeAid Development and Co-operation
DFID	Department for International Development
DRC	Democratic Republic of Congo
ECA	Eastern and Central Africa
ECHO	European Commission Humanitarian Aid and Civil Protection
EOP	End of Project
ESA	FAO Agricultural Development Economics Division
FAO	Food and Agriculture Organization
FEWS NET	Famine Early Warning Systems Network
FNSAU	Food and Nutrition Security Analysis Unit
FSIN	Food Security Information Note
FSIS	Food Security Information System
GSU	Global Support Unit
HEA	Household Economy Analysis
IEE	Independent External Evaluation
IGAD	Intergovernmental Authority for Development
IPC	Integrated Food Security Phase Classification
ISFNS	Information Systems for Food and Nutrition Security
JMM	Joint Monitoring Mission
JRC	Joint Research Centre (European Commission)
KFSSG	Kenya Food Security Steering Group
LAF	Livelihoods Analysis Forum (southern Sudan)
LOA	Letter of Agreement
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
RFP	Request for Proposals
RPCA	Food Crisis Prevention Network
RVAC	Regional Vulnerability Assessment Committee
SADC	Southern African Development Community
SC	Steering Committee
TCE	FAO Emergency Operations and Rehabilitation Division
TOR	Terms of Reference
TWG	Technical Working Group

Executive Summary

1. The Integrated Food Security Phase Classification (IPC) was initiated in Somalia in 2004 as a means of providing meta-analysis of available food security data for informing policy response and the allocation of resources to address widespread food insecurity. It has since developed into a standardized scale that integrates food security, nutrition and livelihood information to create information products for use in decision making at the global, regional and national levels. The IPC process draws on the technical experience and strategic strengths of eight institutional partners to build consensus on appropriate protocols for food security analysis.
2. In the years since its inception, the Global IPC Partnership has developed a coherent governance structure for managing technical development of tools, inter-agency communication, quality control and capacity development of institutional partners. During the second phase of the IPC (September 2009 – December 2010), partner agencies have made significant progress in institutionalizing IPC products and processes within their own organizations and have greatly contributed to increasing awareness of the utility of the IPC for monitoring food security in developing regions.
3. This report represents the findings of the independent final evaluation, conducted in January and February 2011, of the first two phases of the IPC global project. It provides insight into progress made toward the project's objectives and provides insight into key factors that will influence the effectiveness, impact and sustainability of the IPC in subsequent phases. In addition to considering the wide range of technical issues that surround a food security information initiative of this scope, the evaluation carefully considers the organizational structure and processes adopted by the Global IPC partnership.
4. Based on the findings of this final evaluation, the following conclusions and recommendations are put forth by the evaluation team.

Main Conclusions

5. Phase II of the IPC process is characterized by significant advances in obtaining buy-in from key stakeholders to the IPC approach. While there are still questions regarding the potential of the IPC for use in chronic situations, the IPC has achieved "proof of concept" in emergency and disaster management contexts. Organizations that had been "on the fence" about IPC in its earlier stages are now fully on board: there is important buy-in at top management levels in FAO, WFP, FEWS NET, the JRC, Oxfam and other partners, as well as in donor agencies such as the EC. Capacity development and other IPC activities have been institutionalized in most NGO partners, most notably CARE, which has invested its own human resources in the effort, and other partners such as the JRC have become strong, active advocates for global IPC funding. The IPC is up and running in several governments that have adopted the approach in their own national institutions such as Kenya, northern and southern Sudan, and Burundi, though some issues remain around implementing only selected IPC protocols. Nevertheless key UN agencies, NGOs, donors, and governments alike have embraced the main value-

added areas of the IPC approach, namely the application of normative standards and the process of consensus building around vulnerability classification, and are actively employing and utilizing the IPC. The current levels of acceptance and advocacy bode well for expanding the IPC to all regions and for its adoption over the long term – as long as the present momentum can be maintained.

Coherence and Relevance

6. The evolution of the IPC is good; the product is more complete than several years ago. The technical manual and IPC products are well regarded for their quality. While concerns about quality control of country inputs exist, these are being addressed in the upcoming revision of the manual. However programme management has been overly focused on revising the technical manual at the expense of other key functions necessary to ensure the continuity and sustainability of capacity development, institutionalization, and financial support. Throughout this period of continued development and refinement of technical aspects of the tools and protocols, the 27 countries involved in the IPC to date have been forging ahead with Version 1.1. The project could have done more to provide technical support to ongoing IPC activities.
7. Perhaps the biggest achievement in terms of improving the IPC is the development of a draft IPC analytical framework, which provides a solid base for future collaborative work to improve the quality of food security analysis. The framework describes the conceptual underpinning of IPC food security meta-analysis and clearly distinguishes between causal factors, impact on food security dimensions, and outcomes. The analytical framework and reference tables are much clearer on the focus and preferred unit of analysis (household level). The selection of key reference indicators and their proxies can be projected on the chart. Moreover, in the absence of certain indicators, hypotheses can be drawn up about likely outcomes and inferences. The collaboration and technical consensus around the development of the framework is an excellent example of what global partnerships can do in setting standards for the entire sector. It is quite possible that this framework, in its final form, may become a standard widely used by the sector, a highly influential achievement.
8. Other salient improvements of the new version of IPC are that the role of nutrition is clarified, distinguishing between food security and non-food-security-related causes. The forecasting element has been fully separated from the situation analysis. This prevents confusion, as the outcome indicators of the situation analysis have limited predictive value. A separate chronic scale has been developed, and the IPC strategic response framework has been improved. In addition, more guidance is provided for internal peer review mechanisms.

Efficiency and Effectiveness

9. The management structure itself is set up well, and follows recommendations laid out in the 2009 evaluation of the roll-out phase. However areas for improvement early on in Phase II were not acted upon. Hiring key personnel should have been an immediate priority for GSU managerial positions, regional focal points, and technical field personnel. The programme manager was not hired with a long term contract until June 2010, with six months left in the project. This left an early gap in leadership that

– compounded by other hiring delays – amplified the challenges to be undertaken once the programme manager was fully on board. Hence due to such delays in recruiting, onerous administrative processes, and weak early oversight of key management functions, and despite the availability of funds, even at the end of Phase II the programme is understaffed in critical areas. Moreover, not all of the hiring decisions have worked out well, partly due to lack of clarity over Terms of Reference and the assignment of roles and responsibilities.

10. Going forward, the division of roles and responsibilities *in practice* within the Global Support Unit needs to be closely re-examined. Current staff are highly capable individuals with important and needed skill sets. The collective management approach should allow the optimization of these skills, which may require some reassignment and reprioritization of functions for each position. It definitely requires that positions be bestowed with requisite levels of authority to effectively manage the functions for which they are responsible.
11. Main aspects of governance and management that have impaired the efficiency and effectiveness of implementation are weak definition and support of linkages within and between global, regional and national levels. The lack of early strategic engagement between the ESA and TCE divisions of FAO is a notable example, and has influenced the initiative significantly. Stronger linkages across all levels are needed to achieve better coordination and to avoid duplication of efforts in country support, capacity development, communication, normative, and fundraising functions. This could be accomplished through improved oversight of the Steering Committee and closer collaboration between the Steering Committee and the Global Support Unit. Evaluators also expect that linkages between all levels of the IPC will be improved through ongoing development of a five-year funding framework. The framework is currently being developed by the Global Support Unit and its implementation will be overseen by the Steering Committee.

Impact

12. The best evidence of the impact of the IPC is in its active and continuing use as a meta-analysis tool for decision making, which has been clearly demonstrated in several countries. Adoption of the tools and protocols by agencies and government institutions, and use of the IPC at high levels for decision making about resource allocations, is indeed occurring, though to different degrees depending on the regional and country context.
13. In each of the countries visited during the regional evaluation, there is evidence that the IPC phase classifications and maps have been used regularly for decision making by UN agencies, NGOs, donors, and in some cases, national governments. Prime examples include decisions taken by the governments of Uganda and Kenya to provide direct assistance to drought-affected agro-pastoralist communities based on IPC analysis (in 2008 and 2009, respectively). Likewise, in Burundi and DRC, OCHA regularly uses IPC maps to develop yearly humanitarian action plans. Also in Burundi, UNICEF has used IPC in the

development of the “National Plan of Action for Nutrition and Food Security for Burundi 2010-2014,” as well as in their Community-Based Nutrition Programme (PNAC).¹

14. Among partner agencies, FAO regularly considers IPC findings to improve planning and management of emergency programming in all areas where IPC is operational. Likewise, WFP Programme Review Committees regularly consult IPC products for oversight of country programmes, and CARE increasingly uses IPC information to guide its interventions in IPC operational areas.
15. The regional evaluation also demonstrated that in data-scarce environments (e.g., DRC), introduction of the IPC has effectively raised awareness of the need for more consistent collection and analysis of quality food security data.²
16. Given the goals of the IPC to promote technical consensus and strengthen partnerships for food security analysis, institutionalization is a clear indicator of programme impact. As noted earlier, partner institutions have made considerable progress toward institutionalization of IPC products and processes, particularly during Phase II.
17. Impact of the project can also be seen in the growing roster of international technical specialists and trainers qualified to support the IPC process in operational areas. In addition, institutional relationships – existing ones and those newly formed with the inception of the IPC – have been continually strengthened through the guidance and support provided by the Steering Committee, Global Support Unit, regional and national TWGs. The impact of collaboration on implementation of the IPC will extend beyond the programme for the broader benefit of ISFNS and food security programming as a whole.

Sustainability

18. As far as the immediate future of the IPC initiative, fundraising efforts began too late in the budget cycle to ensure that the project would have adequate bridge funding while longer-term funding sources are sought. While DevCo funding for IPC may be forthcoming later in the year, the final decision has yet to be taken. A more robust and continuous focus on awareness raising, donor advocacy, and fundraising is necessary to engage resources that will maintain momentum and grow the IPC. Regional and country teams must also be explicitly tasked with seeking resources for their own activities, and supported in these efforts by the Global Support Unit.
19. The IPC project is sitting on the cusp of a strong refinement and expansion phase. Given the global goals of the initiative, the number of actors involved, and the multiplicity of capacities, interests and resources across geographic, agency and sectoral categories, the project has come quite far in a fairly short timeframe of three years.

¹ Verduijn, Rene and Herma Majoor, 2011

² Verduijn, Rene and Herma Majoor, 2011.

20. Based on the evaluation findings regarding buy-in at high management levels in key stakeholder entities, progress in institutionalization, and growing recognition of the value of the IPC approach as a meta-analysis tool, the evaluation team finds the IPC to be a worthwhile initiative meriting further investment.

Recommendations: Governance

21. The evaluators fully support the proposed structural reforms for the IPC Steering Committee. These reforms establish clear criteria for representation on the Steering Committee and establish two distinct tiers to provide more efficient and effective strategic and technical guidance to the IPC Global Partnership. The *senior management level* would include individuals who have sufficient authority to make strategic decisions on behalf of their organization and have regular contact with other actors in the global food security architecture. The senior management level will also include representation from international donor agencies and governments actively involved in IPC activities in participating countries. The *senior technical level* will include representation from participating agencies with comparative strengths in food security analysis at the field level, and expertise in the design and implementation of food security information systems.
22.

FAO must take concrete steps to promote more consistent and effective collaboration between the ESA and TCE in technical oversight and operational management of the IPC at the global and regional levels. Steps have already been taken to improve coordination between these two divisions, and efforts will be supported by FAO's corporate strategy for Information Systems for Food and Nutrition Security. The evaluators feel that given its ongoing regional initiatives, the TCE should be involved in managing IPC operations at the regional level.
23. Given the varying capacity to conduct high-quality food security analysis and experience in food security programming at the national and sub-national levels, the evaluators believe that in the long term, individual NGOs would be best represented within the IPC management structure at the regional levels. NGO involvement at this level would help improve IPC responsiveness to their specific needs and open the door to participation of NGOs not currently represented on the IPC Steering Committee. In the near term, the current NGOs participating on the Steering Committee should continue to be represented.

Recommendations: Country Support

24. Based on findings from the current and previous evaluations, it is strongly recommended that the main country support functions of the IPC be delegated to regional Technical Working Groups. East Africa shows the way here, but stronger global communications are needed to aggregate regional information. Continued progress in this direction would help to clarify the particular technical and operational support needs of actors involved in participating regions and enable more efficient exchange of lessons learned in IPC implementation.
25. In supporting IPC activities at the regional and country level, Technical Working Groups should actively involve regional representatives of global IPC partners. Doing so would not only enhance

institutionalization of the IPC within these organizations, it would foster greater awareness of and participation in IPC processes through partners' established networks. Participation in regional IPC activities should be clarified in the institutionalization plans of individual partners and be supported through consistent internal communication shared by the Global Support Unit.

26. The IPC project must continue its efforts to clarify and support the role of the Global Support Unit. The evaluators agree with many respondents that the Global Support Unit should be limited to providing normative guidance, collecting lessons learned, quality control, capacity development oversight, and coordinating inter-partner communication regarding IPC implementation. While the Global Support Unit should continue to seek means of decreasing its involvement in operations at the regional and country level, the evaluators feel that it should recruit and retain a Country Support Manager and adequate technical staff to provide effective normative guidance to regions and countries where capacity is lacking. Country support could also be improved through greater emphasis on institutional and technical support for IPC Focal Points.

Recommendations: Capacity Development

27. Strengthening partner capacity to conduct food security meta-analysis and manage the IPC process is critical. The current and previous evaluations have determined that technical capacity, particularly at the country level, is insufficient for realizing the full potential of the IPC for informing food security policy, programme design and resource allocation. Greater effort must be made to increase the availability of qualified technical support to oversee the IPC process and information product development. Capacity development should be led from the regional level with Global Support Unit support and oversight.
28. A comprehensive capacity development strategy should be developed to address technical and functional capacities³ of practitioners, decision makers and media through institutional support, e-learning, face-to-face learning, and coaching. It would be beneficial if such support – not only technical – were embedded in a larger multi-stakeholder long-term country engagement with food security institutions. To ensure the coherence and efficiency of capacity development initiatives, the capacity development strategy should be explicitly linked with and complementary to a comprehensive IPC communication and advocacy strategy.

Recommendations: Technical Development

29. The participatory approach to technical development has been successful in drawing in key partners such as WFP and FEWSNET and needs to be further expanded. Good progress has been made with consensus building on terms and definitions. The IPC analytical framework is a good example of a result reflecting improved engagement between partners in meta-data analysis.

³ As defined by FAO's own CD Framework (2010) Functional capacities include: 1) policy and normative capacity; 2) knowledge capacity; 3) partnering capacity; and 4) implementation capacity.

30. The IPC has achieved “proof of concept” in an emergency and/ or disaster management context. The new IPC acute scale should be fast-tracked as a meta-data analysis and classification tool for use in relevant countries under the umbrella of the Global Humanitarian Cluster for Food Security.
31. Further work is needed to link situation analysis, causal analysis and response analysis so that information can be used by decision makers more effectively. Evaluators recommend that the global IPC work continue to link with the response analysis work being carried out by FAO, WFP and other partners.
32. IPC must make a concerted effort to ensure that the quality of information used for meta-analysis is of sufficient quality to enable production of reliable maps and other IPC products. The evaluators commend the updated version of the IPC Technical Manual in for its recommendation not to map areas for which there is poor information.
33. The evaluation team supports the addition of the chronic scale and other protocol improvements that have been made in Version 2.0 of the Technical Manual. It is recommended that prior to its widespread dissemination, the chronic scale be piloted in countries experiencing protracted crisis with adequate food security information to enable meta-analysis. Piloting exercises for the new scale are scheduled to begin in South Africa in April 2011.

Recommendations: Communication

34. The IPC must institute an overall communication strategy to guide internal and external communication. Managed by the Global Support Unit, this strategy should prioritize the use of the IPC Web site to disseminate the latest tools, case studies, and lessons learned. The communication strategy and project Web site could also be used to promote a community of practice whereby agencies and individuals actively involved in IPC implementation can share experiences and contribute to further technical refinement of the IPC.
35. Introductory missions and technical training sessions should include specific guidance on communication so that new practitioners can effectively access technical guidance, maintain efficient communication with institutional partners, and provide regular updates on IPC progress at the national and sub-national levels.

Recommendations: Funding

36. The IPC Global Support Unit must develop a more effective strategy for coordination of IPC funding. The funding strategy should help secure complementary IPC funding for activities at the global, regional and national levels, and be explicitly endorsed by the Steering Committee. It should provide a coordinating mechanism to manage multiple funding streams, some of which prioritize specific activities and/or regions. Development of a funding strategy should enable the Steering Committee to assume more direct responsibility for funding and for raising awareness of IPC processes and products among actors in the global food security architecture. The Global Support Unit has previously encouraged decentralized fundraising for the IPC through development of fundraising guidelines and dissemination of materials for

awareness raising among donors; in this line, the fundraising strategy should support the efforts of IPC regional and national partners to directly access funding.

1. Introduction

1.1 Overview: Global IPC Project Phases I and II

37. The Integrated Food Security Phase Classification (IPC) is a multi-agency approach and classification tool for improving food security analysis and decision-making. It is a standardized scale that integrates food security, nutrition and livelihood information into a clear statement about the nature and severity of a crisis and implications for response. IPC uses a meta-analysis approach, drawing on evidence-based analysis that includes a broad range of stakeholders.
38. The IPC was originally developed in Somalia in 2004 under the FAO Food Security and Nutrition Analysis Unit, and then developed and adapted as a standardized approach for food security classification. In 2007, seven food security-oriented agencies formed an initial global partnership for the further development and roll-out of the IPC, including: FAO, WFP, USAID-funded FEWS NET, Oxfam GB, CARE, Save the Children UK/US and the European Union Joint Research Centre (JRC).⁴
39. The first phase of the IPC global project took place from September 2008 to June 2009 with funding from the European Commission's Humanitarian Aid and Civil Protection department (ECHO). It aimed at supporting for the first time a global, multi-agency strategy and coordination in support of IPC, involving the seven member agencies of the IPC Steering Committee. The second phase had a 13-month timeframe, from 1 November 2009 to 30 December 2010. It has a budget of EUR 1,276,269 via a grant by FAO ESA at headquarters level, on behalf of the seven IPC partner agencies. The coordination of IPC activities is ensured by the Global Support Unit (GSU headed by the IPC global programme manager. The GSU is responsible for normative development and global coordination and support of IPC activities. The Steering Committee (SC), composed of one senior representative for each of the partner agencies, is responsible for strategic management of the IPC global initiative. The main lines of work for the global project are normative development, support to country application, and governance and institutionalization.
40. Subsequent to a two-year period of IPC development and a pilot in Somalia, Phase I focused on IPC roll-out and field implementation in multiple countries. In 2010, the IPC initiative reformed its main coordination structure, the Global Support Unit, headed by a programme manager.
41. Under the programme manager's coordination, the SC endorsed a new vision for IPC around the notion of protocols. According to this vision, IPC protocols serve as international standards for the professionalization of food security analysis and enable greater comparability, transparency, relevance, legitimacy and accountability of food security analyses. The new vision for the IPC will be launched with the release of the final IPC Technical Manual Version 2.0. The new version integrates three years of lessons learned from field implementation and methodological development by food security experts and practitioners within and outside the IPC partnership.

⁴ JRC, and its MARS –FoodSec activities, are partly cofounded by EuropeAID (DevCo).

1.2 Objectives and scope of the evaluation

42. This End of Project (EOP) evaluation is intended to inform a broad and diverse range of stakeholders. Findings provide insight to current and prospective donors on progress to date by the IPC initiative and assess the prospects for achieving sustainable long-term impact. The evaluation will also inform institutional partners about their own contribution to the IPC and ways in which collaboration might be improved. Importantly, the evaluation can also serve as a valuable “snapshot” for internal project management in that it assesses the strengths and weakness of governance reform, technical development and country support, while providing concrete recommendations for future phases. Finally, the evaluation offers an informative analysis of IPC successes and challenges that may prove useful for prospective partners or other actors interested in food security information systems.
43. This evaluation covers IPC implementation activities at the global level from project inception through March 2011, in view of the results and outcomes of the first phase of the global project and the findings of the regional Eastern and Central Africa (ECA) project evaluation. The purposes of the evaluation are to:
- i. Assess the overall results and impact of the programme from inception to date and provide an understanding of the strengths and weaknesses of the IPC approach.
 - ii. Determine the extent to which the programme has delivered activities and inputs in a timely manner, as well as provided adequate and appropriate technical and institutional support, including capacity building where needed.
 - iii. Provide specific recommendations in order to strengthen the IPC global multi-agency approach for the further global roll-out. In this way, the evaluation should not be viewed exclusively as a terminal evaluation, but a formative and forward-looking document that seeks to enhance the relevance, efficiency, effectiveness, impact and sustainability of future IPC activities in other contexts.
44. The evaluation applies the standard evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Its objectives are to:
1. Assess project efficiency and the process adopted during the project implementation.
 2. Assess project effectiveness and the degree to which planned outputs and outcomes have been achieved at the time of the review.
 3. Identify any impacts or likely impacts (positive or negative) of the project.
 4. Identify lessons learned and formulate recommendations for the transition to a multi-year, multi-donor continuation of the program.
 5. Develop recommendations with respect to the further global roll-out of the IPC approach.
 6. Identify lessons learned and formulate recommendations for any follow-up phase.
45. Taking into account the fact that the programme has not yet finalized all activities, the review concentrates mainly on relevance, efficiency and to a certain extent effectiveness criteria. Prospects for

sustainability are appraised mainly in a preliminary manner. Core evaluation questions are detailed in the terms of reference (TOR), attached as Annex A.

1.3 Methodology

46. The evaluation consisted of a desk review of key programme documents; these are listed in Annex I. The evaluation team placed particular emphasis on analyzing to what extent recommendations from the Phase I evaluation were taken on board and how identified issues have been addressed. The team looked in particular at relevance, impact and sustainability issues in light of the progress that had been made by the end of Phase I. The team also gave strong consideration to recent lessons learned documents produced by the project, and to the findings and recommendations of the evaluation of the ECA regional IPC project, as this was the first region of implementation of IPC in terms of longevity and geographic extent. The team produced an inception report, which refined the plan for the evaluation and included an evaluation matrix (see Annex B).
47. The two-member evaluation team conducted interviews in Rome and by teleconference with stakeholders from the IPC governance structures (GSU and SC), members of IPC partner organizations, key representatives of donor organizations, members of IPC regional or national working groups, and external partners. In addition, one evaluation team member attended the technical consultation in Nairobi (February 2010) and subsequently interviewed stakeholder participants at that meeting such as technical staff and the ECHO representative. This team member also interviewed stakeholders in the southern Africa region. The list of persons interviewed is attached as Annex D.

1.4 Organization of the report

48. The evaluation report is organized into topical chapters that correspond to central components of the IPC initiative. Chapter 2 discusses the relevance of the IPC project design and the value it adds over comparable food security information initiatives at the global, regional and national levels. Chapter 3 provides a detailed analysis of the internal environment and governance structure adopted by programme management. Chapter 4 describes progress to date in providing country support for roll-out of the IPC, as well as some of the constraints and opportunities to be addressed at the country level. Chapters 5 and 6 examine the current extent of technical capacity to implement IPC and ways this will be influenced by completion and dissemination of Version 2.0 of the IPC Technical Manual. Chapter 7 gives a full accounting of progress made by partner organizations in institutionalizing IPC products and processes. The final chapter, Chapter 8, offers key conclusions drawn from evaluation findings and provides numerous recommendations for improved implementation of the IPC in subsequent phases.
49. Each of the individual chapters and sub-sections of this report is organized to correspond directly to one or more of the three central evaluation questions posed in the TOR. Each chapter begins with a summary of progress and describes the current status of the IPC implementation process. Each chapter also gives a detailed description of operational constraints and opportunities encountered in working on this technically complex project involving multiple donors and implementing agencies across diverse geographic areas. Finally, each chapter provides insight into the key issues to be resolved in order to

ensure that the IPC achieves positive and sustainable impact among stakeholders and the communities they serve.

2. Coherency and Relevancy of the Global IPC Project Design

2.1 Relevance of the IPC design and tools

50. The final evaluation of Phase I of the Global IPC Partnership determined that it was an “innovative multi-agency approach and classification tool for improving food security analysis and decision making.”⁵ The IPC has since continued to refine and improve processes and products, most notably through ongoing governance reform efforts, the adoption of IPC protocols, and the development of revised training instruments, including Version 2.0 of the IPC Technical Manual.
51. Evidence of the relevance of the IPC design is seen in the increasing institutionalization of the IPC among partners during Phase II, most notably the World Food Programme (WFP) and the Famine Early Warning Systems Network (FEWS NET). These and other partner agencies have increasingly taken ownership of the IPC. Partner institutions see genuine value in ongoing efforts to develop normative guidance and build consensus on the use of IPC to inform decisions on resource prioritization, programme design, and advocacy to mitigate acute and chronic food insecurity.^{6,7} Institutional members of the global IPC partnership also agree that creation of a platform for collaboration and sharing of best practices for food security analysis is worthy of further investment of financial, technical and human resources.
52. Looking forward, evaluators agree that adding a chronic scale to the current IPC classification protocols will enhance the relevance of the IPC to a wider audience and promote the active participation of a wider range of institutional actors in the process of food security analysis at the national, regional and global scales. Input from stakeholders reflects considerable demand for addition of the chronic scale, particularly among countries (such as those in southern Africa) that have not experienced recent food emergencies but continue to report significant rates of chronic malnutrition.
53. While the evaluators feel that IPC tools and the structure of IPC governance and project management have been appropriately designed, the efficiency, effectiveness and impact of the IPC global partnership have been hampered because certain decisions regarding staffing, funding, and delegation of responsibilities have not been consistently followed.

2.2 Value added over other information / analysis systems

54. The current evaluation supports the findings of the ECHO Joint Monitoring Mission as to the value-added areas of the IPC: quality enhancement and consensus-building at the national level on situational analysis, comparability across time and space, and improved geographic coverage for the production of

⁵ Frankenberger and Verduijn. 2009. Pg. 3.

⁶ FAO/WFP. 2010. The State of Food Insecurity in the World 2010: Addressing Food Insecurity in Protracted Crises. Rome 2010.

⁷ For the purposes of this report, chronic food insecurity is defined as the persistence of food insecurity even in the absence of food security emergencies/shocks.

food security analysis. The IPC approach provides a platform for multiple organizations to build consensus and ownership around determinations of vulnerability to food insecurity. It utilizes normative indicators accepted by practitioners, which feed into products that can be viewed as neutral and objective classifications of the severity of food insecurity. The recent evaluation of the ECA regional project has also been clear on the added value of IPC (version 1.1), in particular showing the buy-in of national governments in the region in the area of disaster management. Evidence was shown of IPC reports and maps submitted to cabinet meetings, suggesting the utility of the IPC vis a vis other approaches. The ability afforded by IPC to make country-internal and cross-country comparisons is viewed as a key strength and a big step in the professionalization of the Information Systems for Food and Nutrition Security (ISFNS) sector. Another distinguishing characteristic of the IPC approach is that it enables analysis to be carried out even though data is collected using different quantitative and qualitative methods.

55. It must be noted that IPC is properly viewed as a complement to established ISFNS structures at the global, regional and national levels. For instance, IPC activities inform, rather than replace, the Food Security Information Network (FSIN). As such, when developing and disseminating information products (especially maps), the IPC should continue to monitor the ISFNS efforts of other global and regional food security actors in order to ensure synergy and complementarity. Examples of other ongoing initiatives include poverty mapping carried out by the World Bank, hunger indices created by the International Food Policy Research Institute (IFPRI), as well as the mapping of regional food security programmes and resource investments currently being supported by the Committee on World Food Security (CFS).
56. An important value-added element of the IPC is that quality assurance is embedded into the IPC process. While poor data quality has been criticized as a constraint of the IPC, in fact Version 1.1 contains mechanisms to control for the varying quality of data inputs. It is more likely the case that the existing quality control measures have not been properly applied. Version 2.0 will further refine the quality control measures; capacity development efforts should emphasize the quality control requirements of the approach. Another key component of Version 2.0 is the IPC Analytical Chart that not only describes the conceptual underpinning of IPC meta-analysis, but provides a clear distinction between food security outcomes (symptoms) and underlying causal factors.
57. Version 2.0 is yet untested so it would be difficult to make any inferences as to its value-added characteristics, in particular regarding the usability of the chronic food insecurity classification. It should be noted however, that addition of a chronic scale will likely have strategic and technical implications for future phases. For instance, project management should make every effort to ensure that IPC monitoring of chronic food insecurity does not duplicate or conflict with efforts to analyze longer-term trends in poverty and food insecurity (e.g., those of the World Bank and IFPRI). Undoubtedly, greater involvement in analysis of chronic food insecurity will not only increase the number of potential IPC users; it will demand consideration of a broader range of stakeholders with regard to data collection and analysis. Accordingly, it is critical that roll-out of the chronic scale is implemented cautiously, with adequate technical oversight to ensure that it is applied appropriately. Pilot testing of the chronic scale

in a limited number of purposefully selected countries should provide insight into these and other operational issues. (See also Chapter 6.3.)

3. Efficiency and Effectiveness of Program Management

3.1 Governance reform

58. Governance of a project as complex and ambitious as the IPC is inherently difficult. The task is more challenging due to the diversity of stakeholders involved, the geographic scope of the project, the technical issues involved in analytical processes and products involving multiple sectors, and the funding requirements for complementary activities at the global, regional and national levels. This section describes the effectiveness of IPC governance structures and highlights some of the priorities for improved governance of the IPC in future phases.
59. The evaluation of Phase I determined that the governance structure was “top heavy” and applied a directive approach emanating from the global level, rather than a demand-driven approach aimed at enhancing technical capacity and use of food security information analysis at the regional and national levels.⁸
60. In response to these findings, the SC and Coordination Unit underwent comprehensive governance reform in the second phase. This involved the transition of the Coordination Unit to a Global Support Unit (GSU) charged with providing country support, overseeing technical development, and promoting agency institutionalization.⁹ The reform has largely followed recommendations from the SC meeting in Oxford in July 2009, and from the Joint Monitoring Mission (JMM) in June 2010. Both recommended that the GSU be headed by a programme manager directly responsible for overseeing a technical development manager and a country support manager, among others.
61. Governance reform efforts also sought to enhance the effectiveness of agency support by distinguishing focal points charged with internal institutionalization of the IPC, from field support staff providing more consistent technical and institutional support at the regional and national levels. While this reform was warranted, it was not followed in the NGO partner agencies, with the exception of CARE. Evaluation findings suggest that there continues to be some confusion among partner institutions regarding the distinct roles of these positions.

3.2 Global Support Unit

62. While the SC deserves ample credit for recruiting a qualified and highly committed programme manager, it has not ensured the efficacy of proposed reforms by putting in place an effective technical development manager or a country support manager. Delays in recruiting for and filling these key positions are partly the result of challenges with multiple IPC funding streams. For instance, the country support manager position was intended to be covered by DFID funds that ultimately were not secured. This had cascading effects, since the SC felt it was important to have the programme manager in place

⁸ Frankenberger and Verduijn. 2009. Pg. v.

⁹ Leather, Chris. 2011. Proposals for the reform of the IPC Global Steering Committee.

prior to hiring technical development and country support managers. As implementation progressed, the decision was made to forego what would have been an extended recruiting process and appoint an interim country support manager. Many of the duties associated with technical oversight (e.g., development of the technical manual) were assumed by the programme manager.

63. As a result, the programme manager has devoted an inordinate amount of time to complete Version 2.0 of the Technical Manual while critical needs in capacity development and country support have gone unmet. The GSU assistant programme manager, communication officer, and other programme officers have attempted to fill the shortfall in these areas, but in many cases lacked the capacity necessary to meet programme objectives. In addition, the GSU fundraising and programme development advisor was only recently hired, leaving insufficient time to secure additional long-term resources beyond the end of ECHO funding in March 2011.
64. Some respondents use the delays in filling key GSU positions and continuing challenges in establishing Letters of Agreement (LOA) as reasons to question the institutional location of the GSU in FAO. These bureaucratic inefficiencies were also identified in the Independent External Evaluation (IEE) of FAO.¹⁰ They are legitimate concerns that should be addressed, and the evaluation team would press FAO to follow the recommendations of the IEE in this regard.¹¹ Meanwhile the evaluators maintain that the current institutional location of the GSU is appropriate given FAO's demonstrated commitment to funding and oversight of the initiative and its comparative strength in normative guidance on food security analysis.

3.3 Steering Committee

65. Throughout the first phase of the Global IPC project, the SC was instrumental in providing strategic guidance for the initiative and in supporting institutionalization of the IPC process among consortium partners. The SC was also active in allocating funding for initial project roll-out in participating countries and provided a direct link to the IPC's evolving relationship with international donors and policy makers. However, given the limited capacity of the GSU, particularly in light of the late recruitment of critical managers (and non-recruitment of a country support manager), the SC has also become closely involved in oversight of technical issues and implementation of the IPC work plan.¹² Some respondents in the final evaluation feel the SC has become overly focused on resolving operational issues and has missed strategic opportunities to raise the profile of the IPC and position it as an important asset for informing response to emerging global trends, such as the dramatic increases in food prices and their impact on agricultural markets and food security. In fact, only one presentation on IPC has been given to CFS in the last couple of years.
66. There is widespread agreement among stakeholders that entering the next phase, the IPC needs to further clarify the roles and responsibilities of actors at all levels. Within the SC, this should entail a clear delineation between strategic development, accountability and oversight, programme management and

¹⁰ The evaluation was carried out 2005 - 2007 and published in 2008.

¹¹ See Chapter 4.3 for further discussion of the IEE.

¹² Leather, Chris. 2011. Proposals for the reform of the IPC Global Steering Committee.

technical development. Likewise, in order to contribute to project sustainability and ensure the responsiveness of the IPC to stakeholders at all levels, the SC needs to achieve a more inclusive balance of interested stakeholders, particularly at the policy level.¹³ The evaluators concur with the draft proposal for reform of the SC, which foresees the following functions for the supervisory body:¹⁴

- Positioning the IPC within broader food and nutrition security governance;
- Ensuring that IPC analysis informs policy, strategic decision making and resource allocation at the global level;
- Promoting institutionalization within partner agencies;
- Ensuring long-term funding sustainability of the IPC global program;
- Oversight of IPC global programme management; and
- Building partner consensus on technical approaches, tools and normative guidance.

67. The current SC has agreed on the need to broaden membership to ensure that stakeholders actively involved in IPC implementation at regional and country levels are represented in the global governance structure.¹⁵ The proposed reform plan also sets forth criteria to ensure that SC membership reflects the priorities of key stakeholders and has the capacity to provide effective strategic guidance to IPC initiatives at the regional and national levels. Again, the evaluators are in agreement with these proposed criteria for institutional representation on the SC. They include:

- ✓ Strong institutional capacity on food security and nutrition situation analysis;
- ✓ Active participation in IPC processes at country level in at least 3 countries;
- ✓ High-level commitment to the long-term vision, and partnership principles of the IPC programme and Steering Committee
- ✓ High-level commitment to the technical and institutional guiding principles of the IPC;
- ✓ High-level commitment to the institutionalization of the IPC within organizational policies and practices, especially at country level; and
- ✓ Capacity to engage actively and regularly in the IPC Steering Committee

68. Finally, in order to facilitate regular and active engagement in key oversight tasks, the draft reform plan proposes establishment of a two-tiered SC structure in which individual members assume distinct responsibilities for strategic guidance and/or technical oversight, depending on their position within the organization (see Annex E for a diagram of the proposed governance structure):

- **Senior Management Level** members would be those that: have line management responsibility for their organization's food security programmes; are empowered to make decisions on behalf of their organization; have authority to ensure IPC is mainstreamed within their organization's policies and practices; maintain regular contact with international policy makers and donors; and demonstrate good knowledge of and linkages with the global food security architecture.

¹³ Frankenberger and Verduijn. 2009.

¹⁴ Leather, Chris. 2010. DRAFT IPC Governance Reform Plan. October 18, 2010.

¹⁵ Leather, Chris. 2010. DRAFT IPC Governance Reform Plan. October 18, 2010.

- **Senior Technical Level** members would ensure strong technical oversight of the IPC Global Programme through management of IPC funding received by their organization; would be well-placed to bring organizational experience in analysis of food and nutrition security to the SC; and use their technical knowledge and IPC experience to support the work of the GSU.

69. In terms of the frequency of SC meetings, evaluators agree with recommendations proposed by several organizational stakeholders. It is recommended that the SC committee meet four times per year (once per quarter) and that representatives at the Senior Technical Level attend each of these meetings. Senior Management Level representatives, including donors, would attend SC meetings semi-annually (two times per year).
70. Regarding institutional representation, the evaluators strongly feel the SC would be strengthened by including representation from primary donors and governments actively involved in the collection, analysis and use of IPC information. Donors would participate at the Senior Management Level. In addition, a relationship of particular importance to the IPC at the global and regional levels is that between FAO's Agricultural Development Economics Division (ESA) and Emergency Operations and Rehabilitation Division (TCE). To date, FAO involvement in the IPC at the global level has been overseen through representation on the SC by ESA. Though TCE is one of the primary users of IPC products, and is centrally involved in FAO regional and national operations (including managing of technical staff), it currently has no such representation. Concurrent to this evaluation, FAO has been developing its corporate strategy for ISFNS which clarifies the divergent roles and responsibilities of the ESA and the TCE, including involvement in the IPC. For the time being, the TCE intends to appoint an IPC focal point who will serve as an alternate for the current ESA representative on the SC. Close collaboration between the TCE focal point and the ESA representative will be established so that the views of both divisions are well reflected on the SC. Beyond this, the evaluators also recommend that the SC include one representative from the Global Humanitarian Food Security Cluster.
71. Evaluators feel that to date, participation of individual NGOs in the IPC process has been most effective at the regional level rather than through the global IPC governance structure. This is largely because NGO partners are not equally active in food security operations at the global, regional or national levels. Meanwhile, certain international and national NGOs that are actively implementing food security programmes and collecting data used in IPC meta-analysis are not currently represented at the global level. Establishment of NGO forums in each of the IPC regions would account for this diversity and help ensure that IPC processes and products reflect the priorities of all relevant stakeholders.
72. In an effort to further institutionalize the IPC among current SC member organizations, several respondents recommended that the evaluation clearly distinguish between organizational membership and representation. Specifically, they recommend that among SC member institutions, individual SC representatives should serve in this capacity for no longer than two years, enabling a rotation of individuals that would promote institutionalization at higher levels of management.

3.4 Linkages between global, regional and national levels

73. Forging closer linkages between actors at the global, regional and national levels has been a continuous challenge for the IPC. Recommendations from previous evaluations and ongoing governance reforms have been aimed at improving communication in order to clarify the specific roles and responsibilities of partners at all levels.
74. A major constraint to the efficient implementation of the IPC has been the overlap of roles among agencies involved in technical and operational support at the global and regional levels. At the global level, NGO partners stated that they have at times been made to feel like secondary players in the overall IPC process and point to their limited involvement in the technical development of the IPC and the relatively large portion of project funding directed toward global operations (as opposed to national IPC initiatives).
75. At the regional level there have been some problems regarding coordination between the ESA and the TCE. FAO has not developed a coherent strategy for addressing the technical and operational aspects of the IPC that draw on the comparative strengths of these two divisions. As a result, GSU support to participating regions has been inconsistent. While the ECA region has received more consistent technical support in the latter part of 2010, respondents throughout Africa and Asia noted that support from the global level has often been ad hoc and not as effective as it could be. This shortfall is commonly attributed to the limited technical and human resource capacity of the GSU.
76. Likewise, there have been many instances in which national IPC operations have not adequately linked to IPC efforts being promoted at the global and regional levels. Respondents in the EOP evaluation forwarded several explanations for this. One of the more obvious factors noted for limited linkages between the global and national levels is the failure of the GSU to recruit and hire a country support manager as recommended by the SC during its July 2009 meeting in Oxford. As a result, the IPC support was not strategic, but rather ad hoc, in addressing the multiple requests for country support received by the GSU during key stages of roll-out.
77. Another factor affecting linkages between IPC partners at various stages is the varied presence of NGO agencies in participating countries. Again, this is primarily due to the limited food security technical and analytical capacity of partner field staff. Described by some respondents as the “building block” for the entire IPC process, the improvement of food security analytical capacity of partner agencies should be top priority for subsequent phases. The joint training carried out by Oxfam and CARE in Kenya provides a promising example of collaboration for improving analytical capacity among IPC partner institutions.
78. In order to strengthen linkages between all levels and all institutional partners, the GSU needs to make a concerted effort to improve communication. While the GSU communication officer contributed to the development of numerous tools, including process guidelines, training kits, and distance learning modules, application of these modules has been delayed pending finalization of the IPC Technical Manual, Version 2.0. Similarly, the GSU has facilitated learning exchanges between IPC contingents in southern, eastern and central Africa, and brought IPC analysts from Africa and Asia together for the first time to consult on the development of the revised manual. Despite these events, several regional and

national stakeholders called for greater effort on the part of the GSU to promote linkages and learning among participating regions.

3.5 Communication and coordination

79. Fundamental indicators of the success of IPC communication strategies are how well users and potential users understand the purpose of the IPC, and how many are actually using the IPC for decision making. This has implications for internal communication practices and coordination mechanisms among the GSU, technical divisions, and partners, as well as for external communication products and processes. This section describes findings related to different aspects of communication and coordination.
80. **Awareness and understanding of IPC.** The roll-out phase emphasized IPC awareness raising and continued activities in capacity development into Phase II; it has reinforced and expanded awareness of the purpose of the IPC and taught skills in analysis and utilization. Nevertheless in eastern and central Africa, awareness was found to be limited mainly to core partners – though this did appear to successfully increase interest in IPC tools and maps. More work is needed to bridge the gap between knowledge and practice, i.e., to convince potential users and contributors of the relevance of the tools and the approach, and to activate implementation. The ECA regional evaluation found that there was “a persisting lack of clarity of IPC’s core function as a meta-analysis tool,” whereby respondents confused the IPC with data collection, or considered it the name for an entire “information system.”
81. While the IPC initiative has been in progress for more than two years, and great strides have been made in awareness and acceptance of the approach at high levels, it appears that IPC concepts will take more time to fully take hold across regions and levels. The communication strategy must therefore pay special attention to clarity and consistency of messaging. Hence while the SC endorsed a new vision for the IPC as a set of “protocols,” such a re-framing may jeopardize the awareness-raising and buy-in that have already been achieved, as they are still at a fragile stage of development. Indeed, participants in regional consultations in southern, eastern and central Africa at the end of 2010 did not favour a name change to incorporate the idea of protocols: “They felt that at this early stage of institutionalization, a name change might risk losing people/agencies that are just now coming on board and that lack of familiarity with the concept of protocols might be seen by some as complicated.”¹⁶ The GSU readily retracted the suggestion to change the name based on the regional and country consultations, reflecting “bottom-up” sensitivity to country and regional perspectives, and the SC agreed.
82. **Communication methods.** The main means of communication about IPC are events, workshops, Web sites, and collaborative work spaces. The IPC maps are a central IPC communication product. The GSU communication officer provides support to training that includes user guides, information kits, and document layout and formatting, with an emphasis on new products. She is also in the process of developing briefs on technical development, IPC overview, and IPC for decision making. However the finalization and dissemination of most communication products is stalled until new technical material is released, whereas it needs to be an ongoing activity to keep all stakeholders informed and engaged. The

¹⁶ Korpi, Kaija. Technical report on the regional IPC consultations in Southern, Eastern and Central Africa. October 2010.

budget line for communication, visibility and information has not been fully utilized (this will be discussed later in this section under communication roles and resources).

83. **IPC Web site.** The Web site is a critical external communication tool, yet the GSU's ability to update the site has been constrained by several factors. On the internal side, updates were stalled in June 2010 because of a delay in the release of the 2.0 version of the technical manual; they restarted in August once it became evident that the delay would extend to January 2011. A major constraint to keeping the Web site current – a constraint whose ramifications extend beyond the Web site to effective communication channels more generally – is that there are no designated communication points at regional and national levels. There is no established “go-to” person, i.e., a position or function at the regional and country levels responsible to provide information to the GSU. The GSU communication officer's visits to the regions have proven effective for soliciting and obtaining information, partly because the visits serve to help the regions understand how various IPC products are generated; however, as noted, this travel has been infrequent. Going forward, the communication strategy must explicitly link communication between global, regional and national levels by designating positions accountable for communication, perhaps using existing communication officers and/or focal points among the IPC partners. Additionally, the IPC communication strategy must be consistent with and supportive of other internal strategies, such as the one for capacity development.
84. An additional obstacle to timely updating of the Web site has been the difficulty and delay in obtaining government clearance for sharing the results of IPC exercises, especially the IPC maps: it has taken a long time to upload approved maps to the Web site. While national institutionalization of IPC processes is in fact a positive goal, the value of IPC products as public goods for global use merits further emphasis as government relationships are developed.
85. Another issue with the Web site is accessibility. Utilization in eastern and central Africa is reportedly low, and it is likely that this extends to other regions with poor quality of Internet access. Such access is needed to download documents and make use of the bulletin board for communication between country teams.
86. Overall, evaluators feel the approach to communication and the website in particular could have been pro-active in keeping it up-to-date and adding technical content, which is deemed attractive for its readers. This may have had positive effects on the strengthening of the community and better exchange between the different levels.
87. **Translation.** The lack of materials in French has limited effective communications in Francophone Africa. NGO participation in French-speaking countries has been less than for Anglophone countries, which can be explained by inadequate or delayed investment in material and human resources suited to local language needs.
88. **Communication roles and resources.** The communication officer has not been approved to travel to the regions with sufficient frequency to effectively raise awareness about the importance of the communication function and how to fulfil responsibilities and use IPC communication tools designed to

support that function. Delays in staffing the field level have also influenced the effectiveness of external communications. For example, in eastern and central Africa, unfilled staff positions after June 2010 led to reduced engagement with senior management of UN agencies and governments at the country level. Prior to this, the programme manager had kept these lines of communication active.

89. Country-level communication in eastern and central Africa was described as satisfactory as far as coordination among IPC partners, frequency and quality of communication, and regularity of meetings. However this cannot be assumed to be the case in all regions; the ECHO midterm report noted a need to improve mechanisms of sharing data within countries and between IPC partners.
90. The responsibility for effective communication and advocacy for the IPC extends well beyond the communication officer in the GSU. All GSU officers travelling to the field are responsible for providing updates on IPC status within specific countries. Likewise, TWGs and IPC focal points must assume responsibility for sharing relevant information with the GSU. Overall, the evaluators found that internal and external communication have thus far been focused primarily on IPC products (maps) whereas insufficient attention has been paid to technical discussions and advocacy on behalf of the IPC among decision makers. In sum, under-spending and the low prioritization of communication have impaired effective implementation of communication functions.
91. **FAO-internal coordination.** One of the first internal communication linkages calling for improvement is the one between the ESA and TCE divisions of FAO, at global and regional levels. This linkage should flow from an improved project management structure and clarification of roles and responsibilities. Strengthened interaction between these units is needed in areas such as staff recruitment, technical support, and access to funds. These areas were found to be more under the control of ESA, whereas more dialogue and consultation with TCE would have achieved gains in operational effectiveness. In addition, TCE staff as well as some partners described a “disconnect” between GSU and the field, with the flow of communication out of touch with what goes on at the regional and country levels. The GSU’s failure to involve TCE in the process of IPC roll-out and reform was a major oversight. As a primary user of the IPC, TCE needs to have a stronger and ongoing role in IPC technical development and refinement.
92. **Current goals.** The GSU’s current goals are to identify lessons learned in communication, identifying best practices and focusing on targeting messages and measuring impact; getting the new Web site up and running; drafting key briefs; completing a video for IPC awareness raising; and, once technical content is updated, completing e- learning modules in support of capacity development activities. As far as goals for improving the various communication products, aside from incorporating the updates that will correspond to the manual revisions, the evaluation team recommends that the Web site contain critical content that attracts a technical audience. Detailed case studies are required, documenting step-by-step the experiences in different country contexts. Lessons learned should illustrate country experiences describing ISFNS context, adaptations to local environment, main user groups, main constraints facing the IPC, and progress on training. In addition, there must be a more robust effort to build a global IPC community. So far an IPC community of practice has not been established, though there was an opening

for this after the IPC forum. It is likely that the prioritization of the work on normative development over other components has negatively impacted in this result area.

3.6 Funding

93. The inadequacy of funding for IPC set-up and implementation has been a constraint to IPC activities since inception. Magnifying this limitation has been a shortfall in budget oversight, with a substantial proportion of approved funds remaining unspent until late into Phase II implementation. This is partly attributable to the delayed hiring of the programme manager, who came on in May 2011 (though not hired on a long-term basis till June) whereas closer budget oversight was needed when funding was released in January. Compounding these difficulties is the inefficiency of the funding structure, which has resulted in delays in funding disbursements. At the end of Phase II, continuation of IPC activities in the immediate term is at risk. GSU staff are currently implementing a short-term fundraising strategy to obtain resources from FAO and WFP for bridging funds. FAO-TCE is also identifying the availability of funds to address the short-term funding gap for country support. The sustainability of IPC activities over the long term is far from certain, given that institutionalization by partners – SC members as well as national governments – is still in incipient stages; stronger institutionalization would manifest, in part, by certain funding commitments.
94. Disbursement of IPC funds was quite slow through the beginning and middle of Phase II. As of September 2010, only 56 percent of approved IPC funds had been expended (see Annex G). Just 46 percent of funds had been expended on personnel. To some extent, this was a result of a purposeful decision not to hire the technical and country support managers until the programme manager was in place; the latter was recruited late and his hiring was delayed due to administrative factors (see Chapter 3.2). Meanwhile, by September communication and procurement were each only six percent expended, and none of the funds allocated to workshops and training were spent. The evaluators acknowledge that the spending rate increased at the turn of the year, coming into closer alignment with budget allocations, and also that the overall budget was revised slightly downward in October. Figures provided in early March 2011 indicate that while the budget has mostly caught up to total planned spending, with 94 percent of funding committed, progress across different expenditure categories is quite uneven. The largest expenses have been in contracts and travel, at 160 percent and 131 percent of planned spending, respectively; these were used to support the IPC institutionalization efforts of Save the Children and Oxfam. The personnel category is still under-spent at 69 percent, reflecting staff vacancies. Other critical areas remain far under budget as well, such as communication, visibility and information (46 percent) and workshops and training (49 percent). The evaluation team suggests that the low burn rate across budget categories that are critical to a thriving IPC implementation has compromised the effectiveness of the initiative during a critical growth period at the beginning of Phase II.
95. In response to findings and recommendations of the Phase I evaluation, some resources were shifted from the global to the regional and country levels of the IPC structure, increasing emphasis on capacity building and field activities. Nevertheless funding levels have generally been reported as inadequate and “getting worse;” this has been felt at the regional levels. A discontinuity and shortage of funds was reported in Africa: southern Africa was funded for 2010 but funds are running out; western Africa had

limited funds as well (however this region did not clearly request financial support). The pilot mission in Asia was abandoned after the money ran out and the region did not request additional support; however, recently TCE has been putting together a regional proposal to support IPC efforts. While there has been some level of financial commitment from global partners for the initiative – mostly at the level of human resources – in general these contributions have been anaemic. For example in eastern and central Africa, partners do not offer significant financial support, though contributions from WFP and FEWS NET in Uganda and CARE in Burundi are notable exceptions. Oxfam and Save the Children did not have resources to support IPC activities; the GSU ended up redirecting resources that had been designated for country support managers to support those activities.

96. The financial management structure is complex, and funding disbursements have been delayed. As noted in Chapter 3.4, country support was perceived by some as ad hoc. Monetary control of IPC by FAO remains a source of tension, especially around the housing of budget control in FAO headquarters and the high cost of FAO staff. Because international contracts are stipulated to be processed through headquarters, project expenditure accounts provided to the regional team have not been fully transparent. As noted in the ECA regional evaluation, while the REOA has a financial/administration officer, she only acts as a go-between.
97. GSU fundraising for the IPC has suffered due to lack of management support. The fundraising officer was not brought on board until November-December 2010, and fundraising efforts started late. Moreover, the overall focus on technical work has overshadowed the strategic work of linking to donors.
98. Continued funding in the immediate term is at serious risk. IPC Update notes of September 2010 described the funding situation as “still extremely pressing” given that there were no secured funds after December 2010 other than continuing funds from CIDA. Despite these signals, inadequate attention has been paid to the fact that IPC funding will soon expire: current ECHO funding ends in March 2011. Fundraising efforts in process include a proposal submitted to DFID in March 2010 (outcome unconfirmed as of March 2011), and a concept note, called an Action Fiche, was proposed to EC AIDCO (or EuropeAid) in January 2011. While the IPC initiative is optimistic about securing DevCo funding beginning in September 2011, a final decision by donors has not been made. Even if DevCo funding is secured, this leaves at least a five-month gap between April and August 2011. WFP and FAO have begun to plan stop-gap funding contributions that are forecasted to be made available. In the meantime a short-term work plan and funding requirements for the GSU during this gap period have been developed to reflect a minimum level of activities in technical development, country support, governance and institutionalization.
99. Uncertainty about how to maintain immediate funding continuity, combined with limited planning for or confirmation of financial support for longer-term activities, raise urgent questions about the sustainability of the IPC. As noted during technical consultations in Africa and the GSU lessons learnt exercise at the end of 2010, funding is the most outstanding issue regarding IPC project management, and “the end of the ECHO funding at the regional level poses a risk to continuous support to and implementation of IPC in Horn of Africa countries.” In southern Africa, none of the pilot countries have

financial resources to conduct IPC analysis in the next phase. The situation is similar in eastern and central Africa; the regional evaluation noted that “Many partners admit to the value, uniqueness, and need of IPC and the absence of alternatives, but do not feel responsible for its survival.” Hence it is questionable whether core IPC activities such as training and analytical workshops will continue. The design of exit strategies and the initiation of fundraising efforts are not far enough along to sustain IPC support and main activities.

100. The GSU and SC partners have taken some important actions to support and activate fundraising. The GSU has recently become more strongly engaged in fundraising efforts to secure long-term financing for IPC and to broaden the donor base. In December 2010, the GSU finalized fundraising guidelines for regional and national partners “to promote consistent and systematic ways for reaching out to donors and funders.” The guidelines highlight the donor trend toward decentralized decision making, and emphasize the importance of developing detailed concept notes at the country and regional levels and targeting local donor representatives. They include a template for preparing a concept note and references to fundraising resources. The GSU is also developing a five-year funding framework to improve alignment of IPC funding allocations with donor resources. A key objective of the framework is to improve the linkages between and efficiency of funding decisions at the global, regional and national levels. Ultimately, the SC will assume responsibility for overseeing implementation of and adherence to the IPC funding strategy.
101. As far as partner efforts, JRC, through its advocacy efforts, has played a strategic role in trying to secure future EC funding. Save the Children has applied for funding from DFID and is on a FEWS NET bid. Some partners, such as CARE, have demonstrated through their actions the willingness to contribute resources themselves, and FEWS NET has integrated the IPC into the next RFP. However, it remains to be seen whether these efforts will be timely enough to secure sufficient funding for the IPC in 2011 and beyond in all regions.

4. Country Support

102. Country support is one of the three main project result areas. IPC is at various stages of implementation in 27 countries¹⁷ as of February 2011. It is regularly applied by the national ISFS community in only 10, with a strong geographic focus on central and eastern Africa. IPC is operational in this region as a result of a dedicated IPC project managed by FAO-TCE over a period of three years receiving funding from ECHO, CIDA and DFID. A full list of countries that have engaged with IPC is provided below. An asterisk is used to mark countries where IPC has been introduced with initial awareness-raising and perhaps a first IPC meta-analysis exercise, but far from operational (i.e., not yet conducting regular exercises, producing reports and maps).
 - Central and Eastern Africa: Burundi, CAR, DRC, Ethiopia*, Kenya, Somalia, Sudan, Tanzania, Uganda
 - Southern Africa: Malawi*, Mozambique*, South Africa*, Swaziland*, Zimbabwe*

¹⁷ Based on IPC world map, accessed at http://www.ipcinfo.org/attachments/IPC_Imple_Map.pdf on 27-02-2011; IPC project progress reports; and R. Verduijn, and Majoer, H., 2011

- West Africa: Ivory Coast, Mauritania*, Niger*, Senegal*¹⁸
- Latin America and Caribbean: Haiti, Honduras*, Guatemala*
- Central Asia: Afghanistan*, Tajikistan
- Southeast Asia: Cambodia*, Lao*, Indonesia*, Philippines*

103. The GSU has also engaged with the appropriate regional bodies to promote IPC to individual countries through the regional institutional frameworks. Many of these regional intergovernmental bodies have an ISFNS structure such as CILSS Cadre Harmonisé, Southern African Development Community (SADC) Regional Vulnerability Assessment Committee (RVAC), and ASEAN’s Food Security Information System Project. IGAD has recently joined (and will soon co-chair) the Regional Food Security and Nutrition Working Group in Nairobi and is now also represented. COMESA’s growing sphere of influence should also make them attractive partners. This interaction has generally been facilitated by ISFNS experts from global partners on the ground, mainly FAO and WFP. While engagement with the regional stakeholders is vital – for instance, Regional Economic Communities are important users of IPC products as they play a key role as facilitators in the implementation of programmes such as CAADP – it also slows down the process for introducing IPC at country level.

4.1 Progress made on country support

104. Over the past one-and-a-half years, significant GSU support to regions and countries can be divided into a number of categories:
- Hands-on technical support and training to national IPC TWGs through:
 - GSU staff and WFP technical advisor in Rome
 - JRC technical advisor in Ispra (Italy)
 - CARE technical Advisor based in Nairobi
 - Consultants (short-term) contracted through Save the Children and Oxfam - focusing on greater awareness among NGOs, based in Nairobi. While technical support is not their primary mandate, by being based on the field, these consultants have been contributing on the whole to “country support” efforts.
 - Consultants recruited to lead the introduction of IPC such as in the Philippines and Afghanistan
 - Organizational support to workshops and trainings (remote and on-location), including help with the preparation, running and reporting functions of these events;
 - Awareness raising:

¹⁸ A revised food security analysis framework or “Cadre Harmonisé Bonifié” including elements of IPC was tested with real data from Niger, Mauritania and Senegal and adopted in 2009. This updated framework was developed with the support of CILSS (The Inter-State Committee against Drought in the Sahel).

- Daily support to specific regions from country support officers (one for Africa and one for Asia) based on requests from the field
 - Missions, including the following regional trips:
 - Latin America: Haiti, Honduras, Guatemala
 - South-east Asia: Thailand, Cambodia, Lao
 - Southern Africa: Zimbabwe, South Africa
- Communication through the Web site and translation of key documents into French and Spanish;
- The allocation of US\$380K by AUSAID for the Southern Africa IPC Seed Project (November 2009-December 2010). This allowed the introduction of IPC in four SADC countries. Awareness raising activities were carried out in Mozambique and Swaziland while full IPC exercises (training, preparations and one full cycle) were conducted in South Africa (Gauteng Province) and Zimbabwe.
105. A summary of country support activities is attached in Annex H. Considering that one IPC map is produced for each national IPC workshop, 28 IPC maps have been created (based on data in the annexed table).¹⁹
106. Since the end of Phase I, the GSU has successfully re-organized its set-up, carefully constructing a broader base that does not depend solely on the initiative and support mechanisms of FAO. The recruitment of IPC advisors through global partners has been viewed by many stakeholders as an example of FAO's commitment toward shared ownership. For instance, the CARE technical advisor has been effective in providing direct support to Uganda and Tanzania from Nairobi, together with his other tasks as an SC member. GSU support to the ECA region has been much appreciated, since the technical capacity to backstop IPC national TWGs in that region had significantly weakened with the departure of its IPC regional programme manager from Nairobi in early 2010.

4.2 Challenges

107. The GSU's role in hands-on backstopping and daily facilitation has been limited at the country level as most of these activities have been provided by regional IPC TWGs. Accordingly, country support provided by the GSU was largely driven by demand expressed by TWGs at the regional level. Most of the direct country support has been provided to Asia, where GSU staff have provided important inputs during the early adoption phase. Overall, the GSU seems well placed to respond to and facilitate an emerging demand for IPC, help with fundraising for regions and countries, make information packages available and keep an eye out for quality assurance.

¹⁹ A few notes on the maps produced: in northern Sudan, the third map is an update, but they still update the map. The map for Ethiopia only covers the SNNPR. The map for South Africa was for the Gauteng province only. The only regional map is for ECA.

108. While the GSU has certainly expanded IPC's geographic base beyond central and eastern Africa – western Africa, southern Africa, southeast Asia, central Asia and Latin America (a great achievement!) – none of these countries have moved beyond the introduction stage and fully adopted IPC. This slow progress may be due to a combination of factors, which may hold valuable lessons for the future organization of support functions. Contributing factors for the slow adaptation include:

- Long lead time for introducing IPC in line with regional and national agendas, also partly due to inadequate buy-in in some countries, e.g., the government is not fully on board, or one or two agencies may be interested in introducing IPC but other food security stakeholders are not supportive. There must be effective demand at the country level before IPC can succeed.
- Physical limitations of a GSU based in Rome; and
- Shortage of funding for IPC at all levels.

4.3 Implications for future country support functions

109. IPC country support has been under-resourced in the past few years. While ECHO has been a consistent donor, other donors have been less forthcoming. The team suggests that a more decentralized approach be used to introduce IPC and follow-up with country support functions. IPC partners should be able to approach donors with whom they have the best relationships in regions and countries. Ownership and management, including fundraising, should be driven by the regions and countries themselves. One of the preconditions for this approach is to give capacity development an even higher profile, such as by creating a large base of experts, including bringing a select group of practitioners up to the level of international expert. Regional and national institutions should be strengthened to play a role in building capacity on the IPC and broader ISFNS.

110. A decentralized approach is also much more practical. The project has shown how difficult it is for FAO to subcontract services to other global partners. As noted in Chapter 3.2, LOAs have been besieged with bureaucratic and judicial negotiations, a stumbling block that can be circumvented by letting partners manage their resources for country support directly. The evaluators concur with the recommendation of the 2008 IEE that FAO develop a more flexible policy for signing LOAs with partner organizations, with downward delegation of authority to approve LOAs on behalf of the organization; this should help to improve the efficiency of IPC introduction and the responsiveness of institutional arrangements to varying regional and national contexts.

111. Finally, the IPC regional project overseen by FAO-TCE may have a lesson in store for the set-up of country support: namely, that dedicated regional and national facilitators may be a required ingredient of the future set-up. The ECA regional evaluation found that full-time IPC national consultants hired through the project were a great asset for IPC processes, since training and analytical cycles needed almost full-time facilitation. This point was re-emphasized in discussions the current evaluation team had with concerned stakeholders from the southern Africa seed project. The introduction of IPC is a process that requires time and significant resources, and should not be rushed.

112. Each of these factors implies the need for greater adoption of "subsidiarity" within the IPC structure.²⁰ In effect, this means that demand for support (technical, logistical, funding, communication, etc.) should be demand-driven from the bottom up. In other words, institutional partners and TWGs at the country level should be actively encouraged to assume as much responsibility for IPC introduction and implementation as their capacity allows. In the event that external support is needed, country contingents should first seek it from existing resources within the region (e.g., IPC technical specialists, regional TWGs, regional agency representatives, etc.). If adequate support is still found to be lacking within the region (e.g., if no regional TWG has been established) stakeholders would then be justified in turning to GSU for assistance. Wider adoption of this approach would enable more efficient use of limited resources and promote ownership of IPC products and processes at the national level.

5. Capacity Development

113. Development of adequate technical and managerial capacity is critical to the relevance and effectiveness of the IPC. Without adequate technical capacity among practitioners, the IPC will continue to face challenges in asserting the legitimacy of its approach to meta-analysis of food security information. Furthermore, perceived shortcomings in the technical capacity of analysts involved in IPC implementation will create obstacles to regional and national institutionalization and hamper efforts to secure programme funding to help ensure sustainability.²¹ This section describes training, training tools, and lessons learned in capacity development.
114. Based on these findings, the evaluators feel that a concerted effort is still warranted to strengthen the capacity of partner institutions (as opposed to selected individuals) to conduct IPC analyses. While the Training of Trainers (TOT) approach adopted by the GSU and regional TWGs has been somewhat effective in increasing the number of qualified IPC analysts, the evaluators call for added attention to the following components as part of a comprehensive capacity building strategy:
- Regular assessment of the technical capacity for food security analysis among stakeholders at the national level;
 - Greater use of the IPC Web site for exchange of information and promotion of a community of practice among trained and experienced IPC analysts;
 - Increased application of lessons learned in promoting technical capacity among partners; and
 - Greater use of internal and external peer review for refinement of IPC analytical processes.

5.1 Technical training

115. The limited number of expert practitioners available to train others and provide technical guidance for implementation of IPC activities at the country level has been a continual challenge for the IPC.²²

²⁰ ECHO. 2010. Joint Monitoring Mission. Phase II of IPC Global Support Project, Phase II of Regional Project. June 2010.

²¹ Respondents felt it is important to note that general limitations on the technical capacity of field staff is not a unique constraint for the IPC, but rather, affects emergency and development programming across all sectors in many regions of the world.

²² Frankenberger and Verduijn. 2009.

Respondents to the Phase I evaluation felt that existing capacity of country-level analysts was “disappointingly low,” a factor that initially constrained the roll-out of the IPC.²³ Training events intended to raise awareness of the IPC and provide an introduction to IPC-specific products and processes have often had to include overviews of basic food security concepts and elementary analysis.^{24, 25}

116. In response, the Phase I evaluation recommended that capacity development efforts be boosted significantly, particularly among relevant government representatives and country-level NGO staff. The project document for Phase II stated the GSU’s intention to expand the base of IPC experts to respond to increased country demands for technical support. This objective was to be accomplished by placing a minimum of three expert trainers per operational region, and by establishing a roster of international experts able to support IPC implementation and training efforts at the country level.²⁶
117. In an effort to strengthen local capacity and increase the number of individuals qualified to conduct meta-analysis and provide technical oversight for IPC activities, in 2010 the regional TWGs with support from the GSU led numerous technical training events ranging from one day to one week. Individual events were structured either as TOT or direct training of IPC practitioners. A total of ten technical training events were held in the ECA region: Kenya hosted the most, with three training events. Three training events were held in the southern Africa region (two in South Africa, one in Zimbabwe). Countries in Latin America and Asia are at an introduction stage (not a deliberate choice of the GSU); no training events were held in these regions because they were focused exclusively on awareness raising and IPC introductory missions.²⁷ However some countries stand out: Honduras (first analysis in 2010), Philippines (first analysis in 2010) and Tajikistan (second and third analysis in 2010).
118. Between September 2009 and December 2010, approximately 1,200 people were trained in eastern Africa (est. 982) and southern Africa (est. 210). This estimate is qualified by the following caveats: 1) the total figure includes some estimates, since the exact number of participants was not available for all trainings; 2) if a person attended more than one training, he/she is counted once for each training – it was not possible to cross-check participants in different trainings in the same country because not all names were available; 3) the figure includes trainings not strictly on the IPC, but also some on food security foundations, ISFNS, and GIS; and 4) the figure does not include trainings outside these two regions, such as those in Tajikistan and Ivory Coast. Beyond these caveats, and perhaps most importantly, the evaluators note that ability to use the IPC cannot be measured in terms of participation in training events alone. While a fair number of people have some level of awareness and understanding of the IPC due to their attendance at such events, the number of people who have the knowledge and skills to actually implement the IPC is substantially smaller.

²³ Frankenberger, Tim and Rene Verduijn. 2009.

²⁴ External End-of-Project Evaluation. IPC Regional Project, Phase II – Consolidation of the IPC in the Volatile Humanitarian Context of the Central and Eastern African Region. 2010. OSRO/RAF/907/EC.

²⁵ The evaluation team notes that the GSU is working on ways to better take into account the need for capacity development on food security expertise by including it in the overall capacity development strategy. Technical training and material are important components of such a strategy, but not the sole components.

²⁶ IPC. 2010. Single Form for Humanitarian Aid Actions: Proposal_Agreement: (PHASE II). Sept2010_final.

²⁷ IPC. 2010. IPC Activities Led at Regional and Country Level in 2010.

119. While the GSU and regional TWGs have implemented training events, they have not yielded an adequate roster of qualified analysts to oversee IPC processes at the national level. FAO's IPC focal point for southern Africa reports that despite these intentions, the number of IPC trainers available within the region is still insufficient. Several respondents in the current evaluation noted that the technical capacity of GSU staff to support regional and national IPC activities was somewhat limited, and the institutional capacity of regional TWGs remains limited. Respondents also asserted that turnover of international and national staff continues to pose a challenge to the analytical capacity of partner agencies to contribute to the IPC process.

5.2 Tools and documentation

120. The IPC has developed a number of specific tools to support increased technical and managerial capacity among IPC practitioners. Chief among these is the forthcoming IPC Technical Manual, Version 2.0 (discussed in detail in Chapter 6). The revision has been well received by the Technical Advisory Group and in the opinion of the evaluators, it is much improved over the previous version. However, despite improvements in the tool, one negative aspect of the process for revising the manual is that extended deliberation on technical details of the manual has occupied the GSU to the extent that it has delayed or constrained other key management functions, mainly capacity development and communication, including Web site development.
121. The Phase I evaluation noted the utility of the User Guide for promoting successful application and sustained use of the IPC. Similarly, the ECA regional evaluation revealed partner perceptions that the User Guide "rescued" the project in light of the limited technical backstopping available to national teams within the region.²⁸ A more recently developed tool supporting capacity development is the IPC Process Guidelines document. Finalized in November 2010, the document provides generic guidance to interested stakeholders on individual IPC protocols, IPC guiding principles, relevant stakeholders in the IPC process, basic steps of IPC implementation, and resource requirements for conducting the IPC process.²⁹ In order to enable consistent and adequate training to IPC practitioners during the introductory phase, the GSU has collaborated with WFP and the ECA regional team to develop an IPC training toolkit consisting of four distinct presentations to be used in training sessions. The presentations range from a general description of IPC for use in awareness-raising activities to more detailed presentations for use in comprehensive training, including meta-analysis exercises. The GSU has also developed an IPC Self Assessment Tool and an IPC Peer Review Assessment Tool, both of which are related to quality assurance and should have a positive influence on the capacity of IPC practitioners to engage in timely, consistent, and comparable meta-analysis of food security data (see Chapter 2).^{30, 31}

5.3 Lessons learned

122. In Phase II, global, regional and national partners have made a concerted effort to establish standardized lessons learning mechanisms. In response to earlier findings that lessons learned from Phase I were

²⁸ Verduijn, Rene and Herma Majoor, 2011.

²⁹ IPC GSU. 2010. IPC Process Guidelines. IPC Global Support Unit. November 2010.

³⁰ IPC Quality Assurance—IPC Process Self Assessment Tool. Draft 3. November 2010.

³¹ IPC Peer Review Assessment Tool. Version 3. November 2010.

primarily process oriented, the GSU has encouraged country focal points and regional TWGs to regularly meet to discuss lessons learned and best practices in key country-level processes as well as outstanding technical issues.³²

123. Recently, the GSU compiled a summary of lessons learned at the global, regional and national levels between July 2009 and December 2010. The document drew from previous evaluations, technical reports from regional consultations in southern, eastern and central Africa, national lessons learning workshops, and individual IPC training events. In terms of IPC process issues, the summary document highlights the need to clarify and support the distinct roles of the SC, GSU and national TWGs. Several lessons also point to the need for more consistent communication between the GSU and IPC stakeholders at the regional and national levels, and to advocate for greater adaptability and decision-making authority at lower levels to ensure that the IPC fosters greater demand for its products while responding to national and sub-national food security contexts.
124. Regarding the process for IPC introduction, the lessons learned document identifies a clear need for greater involvement of relevant government agencies in awareness building, analysis and institutionalization of IPC products. Similar to the Phase I evaluation, the current evaluation finds that a shortcoming of the lessons learned is that they provide little if any insight into how country teams can support introduction of the IPC by clarifying its position or value-added in relation to other food security information tools or initiatives.
125. The most commonly cited lessons regarding IPC technical processes revolve around incorporation of tools to enable analysis of chronic food insecurity, promoting adaptability of analysis tools while retaining comparability of meta-analysis across regional and national borders, and quality assurance of primary data and meta-analysis. The need to ensure the timeliness of meta-analysis and food security phase classification to support decision making and resource allocation is also commonly cited. Overall, the summary lessons learned document produced in December 2010 called for most of these outstanding technical issues to be addressed in the forthcoming IPC Technical Manual, Version 2.0.
126. While the GSU deserves credit for formalizing lessons learned processes and identifying key lessons regarding IPC processes, evaluators feel this issue requires continued attention. In particular, greater focus must be placed on identifying means through which lessons learned can contribute to institutional change. As previously alluded to, this would entail identification of best practices regarding introduction of IPC within the broader ISFNS context. Importantly, IPC lessons learning processes during subsequent phases should have the explicit objective of identifying and guiding necessary improvements to Version 2.0 of the Technical Manual.
127. In the next phase of the IPC, the evaluators feel it is imperative to develop and implement a comprehensive capacity development strategy to provide guidance on addressing the shortcomings in technical capacity that have prevailed since the inception of IPC. This was a key recommendation of the JMM of June 2010 as well, but it has not been followed through on.³³ To ensure coherence and

³² IPC. 2010. Lessons Learnt on the IPC in 2010. Prepared by the IPC Global Support Unit. December 2010.

³³ ECHO. 2010.

efficiency of efforts, the strategy should be explicitly linked with and complementary to a comprehensive IPC communication strategy. IPC capacity development efforts should be concentrated at the regional and country levels, taking into account that the capacity to manage IPC processes, products, and corresponding technical support needs varies considerably. The regional and country efforts should be supported by the global level in a subsidiary fashion. Furthermore, in order to address the impact of high turnover among food security staff, capacity development should focus on building the analytical capacity of participating institutions to engage in IPC (as opposed to individuals). Evaluators also recommend that individuals who have undergone core technical training undergo a formal IPC certification process to enable them to function as IPC trainers.

6. Technical Issues/Quality Assurance

6.1 Progress made on normative development

128. From 2006-2007 onward, IPC has been applied in a number of countries outside Somalia, with a concentration of countries in central and eastern Africa. In late 2010, a team conducted a review of the adoption of IPC by countries that had received support over a three-year period. Among other findings, the evaluation stated that:³⁴

... There is a broad consensus among stakeholders in the 5+1 countries (ed. Burundi, DRC, Kenya, Tanzania, Uganda + CAR) that the core elements of the IPC tool are the multi-stakeholder approach, the meta-analysis and universal severity classifiers of transitory food insecurity. While not all templates (1+2+3) are fully completed by all national teams ..., the validity of these templates is not under discussion. Time constraints are given as reasons for not completing templates 2 and 3. Most IPC TWGs find the templates relevant in identifying underlying causes and summarizing potential interventions in the short, immediate and longer-term. And, even as their weaknesses are known and noted, the templates are well-appreciated. They have been very useful in raising awareness how to conduct food security analysis.

129. Experiences with IPC outside the ECA region are yet limited as few countries have fully adopted IPC and go through regular cycles. Therefore, the evaluation team concentrated on experiences and lessons learned from the ECA region.³⁵
130. Though the users' perspective and enthusiasm for IPC comes through in the quote above, with particularly strong positive signals from central and decentralized government representatives, the feedback in previous years from technical experts and agencies such as WFP and FEWSNET (including the technical support staff from ECHO) has been more critical. One of the major complaints is that IPC is promoted and used in data-scarce environments. This raises questions about the credibility of IPC reports and maps. It has often been suggested that minimum requirements need to be in place before

³⁴ Verduijn, Rene and Herma Majoor, 2011..

³⁵ Three brief summaries of IPC have been incorporated into this Chapter. They provide an overview of the adoption and adaptation of IPC in distinctly different technical and institutional environments.

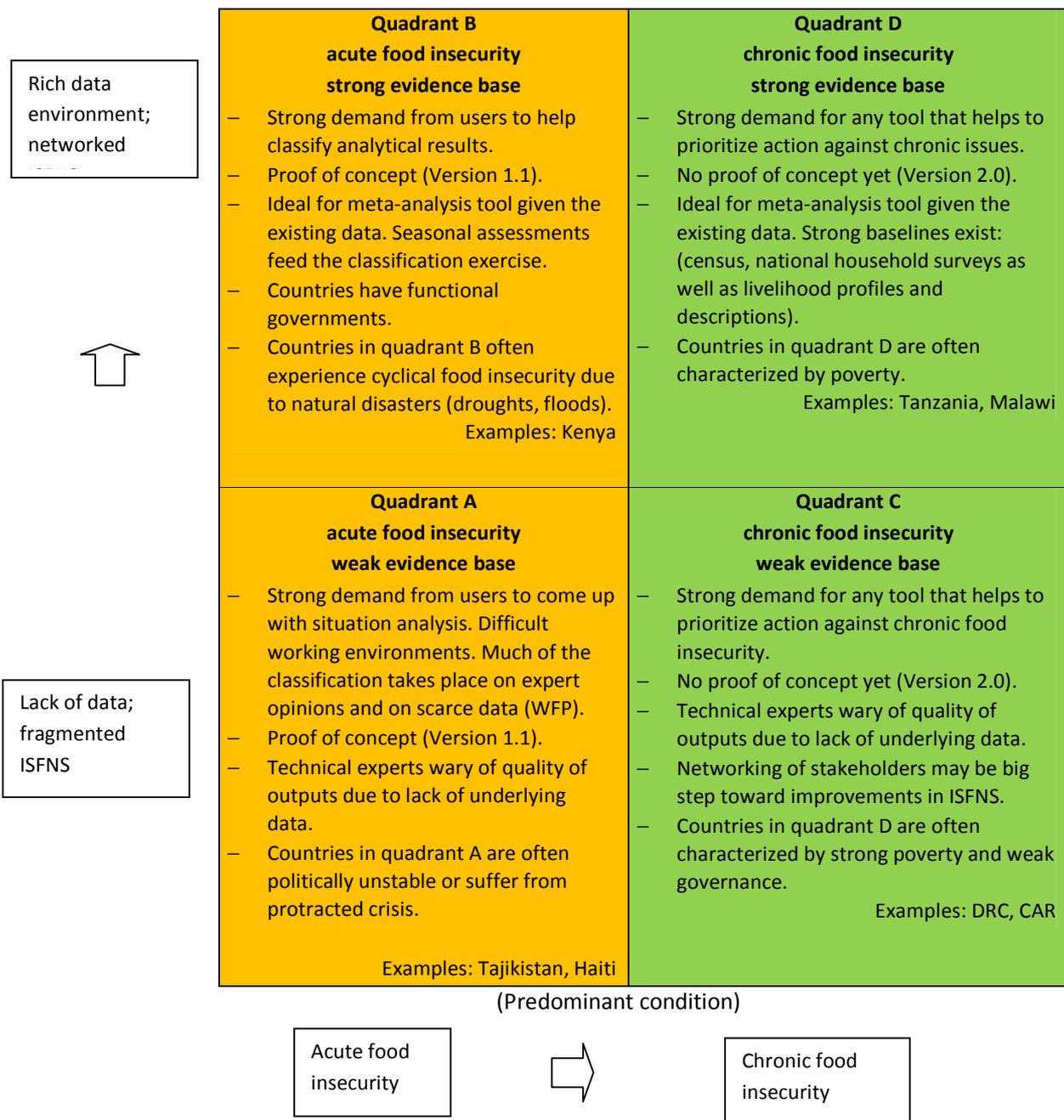
maps can be generated and distributed to decision-makers.³⁶ The counterargument is that over time the quality of IPC products improves. This was supported by the ECA evaluation finding that data collection tools were reviewed and amended to better fit the key reference outcome indicators. In addition, given that decisions are taken whether or not there is enough data, it is better to conduct analysis and at least lay out the available evidence and rationale for conclusions, rather than leave it unclear.

131. IPC is being promoted as a tool for all food security environments – regardless of whether data is available or not. These environments can be broadly classified as having acute or chronic food insecurity, and a strong or a weak evidence base. IPC version 1.1 has been applied mostly in countries with acute food insecurity and a weak evidence base, and only marginally applied in chronic food insecurity contexts. These classifications (acute/chronic and strong/weak data) are illustrated in Figure 1, which shows characteristics of the four possible combinations and examples of countries in each.
132. The following may be observed about the four classifications:
 - Acute food insecurity, weak evidence base (Quadrant A): This is an environment where users are pushing for IPC (e.g., FAO-TCE) under the umbrella of the Global Humanitarian Food Security Cluster with strong coordination roles for FAO and WFP. Hard evidence from WFP and UNICEF surveys is almost essential for the ability to go through an IPC analysis. The IPC approach in this case provides an opportunity to start networking ISFNS partners and help advocate for addressing problems.
 - Acute food insecurity, strong evidence base (Quadrant B): This is an ideal environment for IPC to play its role as a meta-analysis tool. IPC has proof of concept in disaster management in this environment and should not be a major investment. Countries appearing in this quadrant should be prioritized for adoption of IPC.
 - Chronic food insecurity, weak evidence base (Quadrant C): It seems that countries in this quadrant may be a forgotten category, with countries experiencing chronic food insecurity but little or no operational ISFNS monitoring in place to inform decision makers of conditions. The IPC approach in this case may provide an opportunity to start networking ISFNS partners and help advocate for addressing problems.
 - Chronic food insecurity, strong evidence base (Quadrant D): Many southern African, Asian and Latin American countries are in this quadrant because food insecurity in many of these areas is chronic. The data-rich environment would seem well suited towards the piloting/ adoption of the chronic food insecurity classification tool.
133. Note that some countries may be classified in more than one quadrant. For example, it proved difficult to assign countries to either Quadrant A or C, as many people in DRC, CAR, Haiti and even Tajikistan experience both acute and chronic food insecurity at the same time. This substantiates the choice in Version 2.0 to split the acute and chronic food insecurity situation analysis and classification but also demonstrate how they are linked.

³⁶ Some of these concerns have been dealt with in Version 2.0. Firm evidence needs to be in hand before an area can be classified. Lack of reliable data would now paint an area grey rather than green.

Figure 1: IPC: An Appropriate Tool for All Environments

IPC: An Appropriate Tool for All Environments?



134. While the IPC has shown some major successes in countries positioned in Quadrant A, with gradual improvements to the data collection tools over time, the figure emphasizes the need to carefully weigh considerations around quality of the analysis and process used, and of the underlying data. Minimum requirements for mapping and peer review seem indispensable ingredients of a well-balanced approach.

6.2 Process of development and technical merit of IPC Technical Manual, Version 2.0

135. It is evident that the project has prioritized the development of the IPC Technical Manual Version 2.0 and views it as a critical component of the success of the initiative. Despite all of the attention aimed at producing a new version, the main output – a new IPC Technical Manual that incorporates theoretical underpinnings and practical user guidance – will only be finalized at the end of the project.

136. **Timeline.** The expected timeline for completion of Version 2.0 is as follows:

- a. Revision of Version 2.0 completed by April 30, 2011.
- b. Shared with Technical Advisory Group, SC, and ECHO for input.
- c. Feedback from these groups by mid-May 2011.
- d. Final Version 2.0 completed and endorsed by SC in June 2011.
- e. Version 2.0 officially launched July 1, 2011.

137. At the end of the current evaluation, the latest draft of the revised manual had been disseminated to approximately 80 reviewers for comment.

138. As far as the variance of this timeline from earlier forecasts, project management has provided a justification for the emphasis on development of Version 2.0 and cites numerous instances in which country support was provided while technical development was ongoing. . The IPC project manager has explained that the GSU has consistently placed a premium on achieving buy-in and technical consensus on development of Version 2.0; both processes are time-consuming given the diversity of stakeholders and range of contexts involved. The GSU explains that it was necessary to reschedule capacity development efforts pending completion of the revised manual, and that development of normative guidance required reaching consensus among numerous stakeholders. While each of these explanations are valid, the evaluators feel that the failure of the GSU to

IPC Use and Performance in Kenya

- The IPC responds to a real demand in Kenya. IPC was introduced into an already functional national food security information system. It filled a specific gap of classifying outcomes of the biannual food security assessment, making it easier to present results for a humanitarian response.
- The IPC key reference outcomes table has helped identify data gaps as to what should inform a humanitarian response. It has also emphasized the need to qualify statements, and enhanced understanding of the depth and magnitude of problems.
- The Kenya Food Security Steering Group only uses template 1, since filling in templates 2 and 3 is too time-consuming. The classification exercise, unlike in other countries (e.g., Uganda), only takes up to one day rather than five.
- The IPC tool works well for building technical consensus, as it streamlines existing differences. Kenya has added the 1a (high resilience) and 1b (low resilience) phases to distinguish the extent of food security within the generally food-secure population.
- Problems perceived by the majority of the stakeholders include data quality availability and a concern that IPC maps favour a humanitarian response over addressing the underlying causes.
- The project has made a significant contribution to increased awareness and knowledge about causes of food insecurity, mainly through training at central and decentralized levels.

appoint a full-time technical manager and excessive involvement of the programme manager in technical details slowed the revision process and negatively influenced the attention paid to country support, communication and fund-raising during a critical phase of IPC roll-out.

139. The process of technical development has also been hampered by limited technical capacity inside the GSU. None of the three senior project posts were hired for the entire project duration (14 months) and one position was not filled at all. This has left the GSU without a core team of senior technical staff. Hence a heavy burden fell on the programme manager, who is a technical expert himself, to carry out the technical work. Overall, the project could have done better in putting in contingencies to allow all project components to be implemented according to design.
140. **Achieving technical consensus.** In the past three years, the GSU has received a lot of feedback on the strengths and weaknesses of version 1.1 from countries that have experimented with and implemented the IPC classification tool. Best practices and lessons learning exercises have been consistently held at country level and picked up at the regional and global levels.³⁷ Workshops such as the one organized in Johannesburg in June 2009 engaged IPC practitioners to identify key areas for improvement. Likewise, a review of Version 2.0 of the manual demonstrates that many of the suggestions for improvement made during the workshop held in Nairobi in February 2011 have been taken into account.
141. The programme manager, with significant inputs from WFP and FEWS NET staff, has taken a strong hand in facilitating technical discussions around the design of Version 2.0. The project has followed an inclusive process, gathering inputs from global partners and IPC practitioners in the field and having intensive sessions with the recently established Technical Advisory Group and larger technical consultations such as those organized in Ispra (July 2010), Johannesburg (October 2010) and Nairobi (February 2011). Broad technical consensus seems to be within reach, as a draft was presented to the larger IPC community in Nairobi early in 2011. Partners have reached agreement on a global mandate in food security standards on a number of issues such as quality assurance, the role of nutrition, and consideration of humanitarian interventions in the analysis. One shortcoming of the process, however, is that interaction with stakeholders representing the users' or senior policy/decision-makers' perspective has perhaps been too limited.
142. **Achieving buy-in.** The evaluation team has received positive signs of buy-in from discussions with technical and management staff from IPC global partners. Often, technical development is singled out as the most successful activity of the project, in the achievement of technical consensus among some of the key organizations with a global mandate in food security monitoring. This is no small feat! In particular, it has been greatly appreciated that the programme manager has given the discussions a much bigger emphasis, which was lacking under the umbrella of the TWG. One-and-a-half years ago, at the time of the Phase I evaluation, this buy-in from global partners – in particular FEWS NET and WFP – was still questionable. Subsequently, good progress has been made in this respect; the inclusive process around the normative development seems to have drawn the organizations in.

³⁷ A Summary of Lessons Learnt on IPC in 2010 was produced by the GSU in December 2010.

143. **IPC Analytical Framework.** Perhaps the biggest achievement in Phase II is the IPC Analytical Chart, an analytical framework that describes the conceptual underpinning of the IPC food security meta-analysis and clearly distinguishes between causal factors, impact on food security dimensions and outcomes. The selection of key reference indicators and their proxies can be projected on the chart, making them more easily understood. Moreover, in the absence of certain indicators, hypotheses can be drawn about likely outcomes and inferences made. This gives the entire undertaking a more solid and scientific base, which should be appreciated by all. It goes some way in addressing the critics that had reservations about the reliability and integrity of the process and tool. The collaboration and technical consensus around the development of the framework is an excellent example of what global partnerships can do in setting standards for the entire sector. It is quite possible that this framework, in its final form, may become a standard widely used by the sector, an achievement with much wider impact than the IPC initiative’s initial goals.

144. Another success of the analytical framework is its clarity of presentation of outcomes, which are influenced in part by non-food-security specific factors such as nutrition and mortality. The framework should be helpful not only to food security analysts, but to nutritionists and health experts engaged in multi-disciplinary work, since it clearly defines the scope of food security analysis.

145. The Analytical Chart is less clear about visualizing the distinction between poverty and food insecurity in a chronic context. In fact, because the chronic scale is new and untested, there is much refinement to be done on the framework and protocols. Yet in the area of emergencies and disaster management, the IPC meta-analysis tool has “proof of concept,” i.e., it has already proven its value to many practitioners.

146. **Protocols.** The draft set of protocols for Version 2.0 is found in this report at Annex F. It consists of six components:

1. Building Technical Consensus
2. Analytical Framework
3. Common Severity Classification – including a revised Acute and Chronic Reference Table and Early Warning Function
4. Diagnosing Causes and Opportunities
5. Core Communication
6. Quality Assurance

147. **Main improvements.** The following summarizes the most salient improvements of Version 2.0:

1. A draft IPC analytical framework has been developed, which provides a solid base for future collaborative work to improve the quality of food security analysis.

IPC Use and Performance in DRC
<ul style="list-style-type: none"> ➤ IPC responds to a real demand in the DRC. IPC combines information derived from all food security related systems and puts it into a coherent report and map. This is a vast improvement over past efforts. ➤ IPC has helped to identify data gaps and has provided solutions by advocating and supporting improved data collection. Data collection by IPC now covers almost the entire country. ➤ Data quality remains questionable and the quality of the analysis is sub-optimal. More triangulation of data is needed. ➤ The government is motivated but its capacity and resources are very low, as are its financial resources. NGOs often operate without food security experts and without guaranteed long-term presence. ➤ The project has increased the capacity of the local stakeholders but there is still much to be done given the vast geographic scope and decentralized planning processes in the DRC.

2. The analytical framework and reference tables are much clearer on the focus and preferred unit of analysis (household-level).
 3. The role of nutrition is clarified, distinguishing between food security and non food security related causes.
 4. The forecasting element has been fully separated from the situation analysis. This prevents confusion, as the outcome indicators of the situation analysis have limited predictive value.
 5. A separate chronic scale has been developed. The earlier phase 1 (a +b) never quite fit the linear scale for severity in acute food insecurity.
 6. The IPC strategic response framework has been improved.
 7. More guidance is provided for internal peer review mechanisms.
148. Version 2.0 also aims at dealing with linkages between situational analysis, subsequent causal analysis, early warning and response analysis. The global IPC team recognizes the importance of those linkages in actions to be taken by decision makers.
149. **Peer review.** Internal peer reviews often focus on the results of the immediate classification only; they do not go beyond this to activate the full potential of IPC products and processes. As the recent evaluation of the IPC regional project has brought to the fore, the internal peer review mechanism involving various stakeholders during the analysis, followed by a review of results by a more senior forum, seems a thorough and generally well-established process. Regional workshops such as the one held in Nairobi provided another chance to review the classification, discuss cross-border issues and generate a regional map for Central and Eastern Africa.
150. What is still missing is the opportunity for the national IPC working groups to call upon external experts to technically review the key data sets and methodologies that underlie the meta-analysis and make assessments and recommendations about such questions as, *How solid is the evidence-base under our analysis? What steps could be taken to improve the quality of analysis? How do we best prioritize the weaknesses found?* Assistance with addressing such issues would help ensure a stronger evidence base for analysis. It may also prevent countries from becoming too isolated in their approaches and help to maintain some level of comparability. Reviews such as these, conducted every two to three years, should be seen as a welcome addition to quality improvement. Country teams could select their own IPC experts from a list maintained by the GSU. The evaluation team's interviews with global partners convey that there has been some caution around an external technical peer review mechanism. While the evaluators generally support external review, they feel it should be conducted following official requests by regional and/or national TWGs.

6.3 Priority areas for technical development in the next one to three years

151. **Phases of Version 2.0 release.** A comprehensive product release strategy is needed that guides the introduction of version 2.0 to interested parties. It should clearly outline the roles and responsibilities of the stakeholders involved, including the GSU, global partners, regional networks under Regional Economic Communities (CILSS, SADC, IGAD, ASEAN, etc.), national governments, other UN agencies,

NGOs and civil society. This strategy would cover all areas: *programme* management, governance, institutionalization, technical backstopping, capacity development and communication.

152. The next three years should be dedicated to implementing distinct phases of product release of the acute scale and piloting the chronic scale. These phases can be broadly described as: *design, realize and service*. Throughout the ongoing *design* phase, emphasis is necessarily placed on developing tools, testing them, and strengthening them through revision and refinement. During the *realize* phase the focus should be on publishing the final version, *disseminating* it to all relevant stakeholders, and communicating new tools and features. Finally, during the *service* phase, global, regional and national IPC actors should focus on promoting consistent use of the manual, providing technical support where needed and ensuring that lessons learned are adequately captured to inform development of future normative guidance. A greater overall challenge will be upgrading current user groups to Version 2.0 – prioritizing prospective user groups and providing them with the right mix of support and tools to adopt the IPC in their local context in the shortest time possible. This will require commitments from all partners and relatively large up-front investments.

IPC Use and Performance in Uganda

- The IPC responds to a real demand in Uganda. The Office of the Prime Minister (OPM), the coordinator of disaster preparedness and response, has shown strong interest in the IPC. The OPM uses the IPC reports and map as the core for its submissions to Cabinet.
- No specific assessment is linked to the bi-annual IPC process such as in Kenya or Tanzania. Monitoring data from government sources are often outdated and of uncertain quality. WFP provides some of the core indicators on areas such as Karamoja and Acholi. Over time, quick checks/ground truthing have been established to improve data availability for each of the IPC cycles.
- The five-day IPC analysis workshops are attended by a large number of participants, including central and district government officials. All templates (1, 2 and 3) are being completed. Participants feel the transparency of the process and interactive approach produces balanced and accurate results.
- The project has made a significant contribution to increased awareness and knowledge about the causes of food insecurity through significant training efforts at central and decentralized levels.

153. **Piloting the chronic scale.** While the IPC has proven itself in an emergency or disaster management context, the value of a chronic food insecurity scale is still untested. The first pilot of the chronic scale is scheduled to take place in South Africa in April 2011. There is a keen interest in reviewing results from any piloting efforts. Some stakeholders question whether the scale is the best means of highlighting issues to decision-makers. Others are worried about the opportunity costs of investing in a meta-analysis tool when many operate in environments that are short on data and donor funding. That said, IPC practitioners from southern Africa, central and south Asia, and even Latin America have through formal and informal means informed the GSU (and the evaluation team) that a chronic food insecurity severity scale would be a welcome tool in helping to address chronic food insecurity.
154. Chronic meta-analysis tools and procedures should be tested using cost-effective exercises, prioritizing countries that are relatively rich in data. The initiative needs success stories, and prioritizing data-rich over data-poor makes economic sense.
155. **Funding.** Efforts to secure donor funding should place more emphasis on performance and value-added. Flexibility, adaptability, and local ownership, together with building up appropriate support functions,

are the right ingredients for any successful strategy in difficult working environments. The evaluation team was urged to suggest a strategy that would put countries first, with regions and GSU providing important support functions.

156. ***Additional considerations for technical development.*** The evaluation team would like to share its ideas on a few features it regards as key to success in technical development.

- The team supports the principles adopted at the Ispra Internal Technical Development Retreat in April 2010: (1) keep it simple; (2) keep it country relevant; (3) “perfection is the enemy of good enough;” and (4) keep the focus on food security.
- A significant investment in capacity development is needed. This would include support to key institutions and formal and informal training to individuals, with significant investments in e-learning tools, and support to local institutions of higher learning. Too little has been done in this respect in the past and although large numbers of individuals have been trained, sustainability is far from secured.³⁸
- Clearer division of roles and responsibilities between FAO-ESA and FAO-TCE is needed regarding IPC backstopping, with a higher profile for ESA in steering the technical backstopping to FAO ISFNS- related program and projects in the field. ESA cannot rely only on the capacity in the GSU or on the individual skills of technical experts hired by TCE, and needs to engage in this area of providing technical backstopping to its member states.
- In line with a proposal that has been circulating in FAO in 2009 and 2010, a joint technical unit should be established between TCE and ESA that provides technical backstopping to the field in ISFNS, emphasizing the humanitarian context and countries in protracted crises. ESA-TCE management arrangements on IPC will be in line with the various strategic frameworks, including FAO’s new ISFNS strategy, and provide important accountability for the organization where the functions between the operational arm (TCE) and technical functions (ESA) are separated (see also Chapters 3.4 and 3.5).
- As a de-facto leader in facilitating the introduction of IPC in so many African nations and others such as Haiti, FAO-TCE should become directly involved with the GSU through the process already mentioned earlier as an alternative to the SC. It is important that the users’ perspective is represented at the highest level and a balance is struck between technical considerations in developing and implementing the protocols and user-friendliness.
- It is expected that in the next year or so, buy-in from partners may result in much more capacity in the partner organizations. This should lead to a more decentralized, fluid adaptation of IPC using partner organizations as main vehicles for change. WFP, and to some extent CARE, seem well positioned to lead the introduction of IPC in certain countries where they have a strong

³⁸ Interestingly, NGO representatives in ECA region have shown their surprise with the limited capacity of NGOs to undertake food security analysis and the few food security experts that have been employed. This puts a firm brake on the wish to involve NGOs to a larger extent and may explain why NGOs have so far have limited their participation as users rather than contributors.

base. Earlier experimenting with the IPC, such as by WFP in Asia, should be welcomed. The recent pilot effort in the Philippines and the documentation of the process is an excellent case study and should be informative to other countries interested in IPC. The local partners should be given sufficient space to manage these processes, with appropriate backstopping from regional and national partners. Initially, the new FAO-ISFNS support unit may provide backstopping services until enough capacity has been built locally.

7. Institutionalization

157. Institutionalization by implementing agencies and partner governments is not only crucial for the global IPC project's long-term sustainability; it is also a critical factor in determining whether the IPC will serve its intended purpose as a tool for building consensus around food security analysis methodologies. Additionally, the degree to which IPC products and processes are institutionalized by partners will be among the many important factors considered by donors when making funding decisions. Overall, the evaluators feel that substantial progress has been made toward institutionalization of the IPC among partner agencies. In fact, the degree of institutionalization achieved during Phase II is an important indicator of programme impact. According to project management, much of the progress toward institutionalization is due to the fact that the IPC has achieved "proof of concept" among agency partners, meaning that they have gained experience in its implementation, and as a result, value the process and view it as being worthy of continued investment of human, financial and technical resources. However, while partner organizations have made substantial progress in institutionalizing the IPC at the global level, project documentation and interviews continue to reflect concern that the process is somewhat top-down and not adequately responsive to diverse operating environments at the national and sub-national levels. As mentioned in Chapter 4.3, institutionalization of the IPC among partner agencies has at times been delayed by excessive deliberation over LOAs between FAO and regional- and country-level partners. Finally, institutionalization of the IPC by government agencies and regional bodies continues to be constrained by limited analytical capacity, availability of technical support, and secure funding.
158. Evaluators agree with several individuals involved in project management that the SC should establish and enforce specific criteria when selecting institutional partners for the IPC. This step is important for ensuring that all partners not only demonstrate a commitment to each of the adopted IPC protocols, but also that they have the necessary capacity to contribute to its effective implementation. At a minimum, the criteria for selection of institutional partners for the IPC should include the following:
- Commitment on the part of senior managers to institutionalize IPC policies and practices;
 - Institutional mandate at the national level through formal partnerships with government;
 - Adequate staff capacity to consistently support IPC implementation at the field level; and
 - Proven technical capacity in the collection and analysis of data related to food security, nutrition and livelihoods.

159. The degree to which current and potential institutional partners meet these criteria should be used to determine their role in future phases of the IPC. Looking forward, the evaluators propose the following indicators to monitor the extent to which IPC partners are achieving institutionalization:

- Training of core staff and engagement support;
- Sharing and communicating IPC information to raise awareness; and
- Mainstreaming IPC into organizational policies.

7.1 Partner organizations

160. Evaluation findings show that each of the individual agencies involved in the design and implementation of the IPC has made substantive progress toward institutionalization. Institutionalization activities are included in the work plans of each participating agency and are funded (at least in part) by the ECHO grant. These activities include awareness raising and policy mainstreaming at the headquarters level, internal communication among regional and country offices, and ensuring participation of relevant food security and communication staff/units in IPC activities at multiple levels.³⁹

161. Despite the progress made, thorough integration of the IPC throughout partner agency structures remains a challenge. In fact, ongoing structural change within partners stands to have a substantial impact on the nature in which the IPC is applied in participating regions and countries.⁴⁰ At the same time, the more limited progress towards institutionalization of the IPC at the national level, particularly among NGOs, reflects continuing shortfalls in technical capacity among food security staff.⁴¹ A common issue revealed by the evaluation is the lack of consistency in the TORs for IPC focal points in the partner agencies. This section provides a brief overview of institutionalization processes and activities carried out by each of the IPC partner agencies.

162. **FAO's** institutionalization activities are overseen by an institutionalization focal point based in ESA, the lead technical unit for the IPC within FAO. The institutionalization plan for the IPC is organized under three key outputs: 1) governance and mainstreaming; 2) staff capacity; and 3) communication and information sharing.⁴² Recent reports suggest that awareness raising events held at FAO headquarters in December were broadly inclusive, involving representatives of ESA, TCE, the response analysis project, and WFP. The workshop was described as very successful in raising the profile of IPC within FAO and demonstrating its relevance to other ongoing FAO initiatives.⁴³ The IPC has already been incorporated as an activity under FAO's corporate strategic objectives, and negotiations are ongoing regarding the inclusion of the IPC in FAO's agency-wide Programme of Work and Budget for 2012-2014. Similarly, the IPC has been included in FAO's corporate ISFNS strategy as well as the joint ISFNS strategy developed to

³⁹ ECHO. 2010.

⁴⁰ Frankenberger and Verduijn. 2009.

⁴¹ ECHO. 2010.

⁴² FAO. No date. FAO Institutionalization Workplan. Version2.

⁴³ IPC. 2011. Update on IPC Institutionalization – January 2011_Final. Global Support Unit.

guide coordination between FAO and WFP. Finally, IPC has been cited as a best practice by the Multi-Stakeholder Working Group and Incentive Network for ISFS Development.⁴⁴

163. **WFP** has demonstrated its commitment to institutionalization through endorsement of the IPC by senior managers at headquarters and in the field. It has also established a roster of IPC resource persons and tailored the development of IPC tools and guidance for WFP field staff. Creation of an IPC module for the EFSA training package, and studying the establishment of linkages between the Food Consumption Score and data on IPC were both listed as "high priority" action items in WFP's institutionalization plan.⁴⁵ WFP has also facilitated staff training in countries where IPC has been introduced (more recently in Tajikistan, Honduras and the Philippines). WFP has also worked directly with the field advisor in the GSU to support raising awareness in selected countries. WFP has also been actively involved in addressing technical issues to ensure that the IPC is fully compatible with existing WFP information systems and products. WFP expects that release of the IPC Technical Manual, Version 2.0 will enable it to become more actively involved in capacity development and strengthen the organization's field engagement in the IPC process.⁴⁶
164. The European Commission's **Joint Research Centre (JRC)** organizes its institutionalization work plan around the following themes: 1) strategic integration; 2) staff capacity; 3) national implementation; and 4) global leadership. The JRC is an active member of the IPC SC and the GSU. JRC's FOODSEC remote sensing experts have created remote sensing guidelines that are part of the IPC process. The JRC acknowledges that strategic integration of the IPC will be largely influenced by the capacity and interest of other Directorates General within the EC to take up aspects of the IPC. It also notes that the decision whether or not to do so will be particularly important given that ECHO funding has now ceased. On a related note, the JRC has been instrumental in advocating for future IPC funding from EuropeAid Development and Cooperation (DevCo). In 2011, the JRC has plans to further integrate the IPC with work carried out in other units, though this will be influenced in part by the move of the MARS unit from the Institute for the Protection and Security of the Citizen to the Institute of the Environment and Sustainability. Likewise, the JRC's intentions to train additional staff members and provide technical support at the national level are likely to be affected by ongoing staffing changes expected in 2011.⁴⁷
165. **CARE** has made substantial progress on institutionalization as evidenced by the recruitment and hiring of an IPC focal point, integration of the IPC into agency-wide food security strategies, and establishment of a roster of IPC trainers. CARE has conducted IPC training events for staff in Zambia, Burundi, Malawi, and Kenya. CARE staff in Kenya, Burundi, Tanzania, DRC and Ethiopia are members of IPC TWGs in their respective countries. CARE is represented on the IPC SC, and the CARE focal point has been instrumental in strengthening linkages between the GSU and regional IPC activities for eastern and western Africa. Although formal training for the IPC has not yet been conducted among CARE staff in West Africa, CARE's IPC institutionalization work plan reports this is likely to happen in 2011 when the Comité

⁴⁴ Jointly developed by FAO, IFPRI, WFP, JRC, USAID, and EC.

⁴⁵ WFP. No date. WFP IPC Institutionalization Plan (Jan – Dec 2010).

⁴⁶ IPC. 2011. Update on IPC Institutionalization – January 2011_Final. Global Support Unit.

⁴⁷ Joint Research Center. No date. Institutionalization Workplan 2010_2011_JRC.

permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel (CILSS) fully adopts the IPC. CARE has promoted greater awareness of the IPC among emergency humanitarian assistance and food security staff in headquarters and among regional emergency coordinators from Africa, Asia, South America, and the Middle East. As a result of awareness building efforts, CARE's Humanitarian Assistance Unit has integrated the IPC into its annual plan for 2011. Further evidence of institutionalization is seen in CARE's willingness to use its own funding when necessary to cover IPC funding shortfalls.

166. **Save the Children's** institutionalization plan includes six activity categories: 1) creating the institutionalization plan; 2) identifying field-based Save the Children staff member to implement the plan; 3) raising awareness of IPC among headquarter staff; 4) raising awareness and capacity of country office staff; 5) integrating IPC into country office strategies; and 6) integrating IPC analysis into key processes. Production of a briefing paper on links between IPC and the household economy approach, training of country offices to participate in IPC analysis workshops, integration of IPC analysis in country annual plans and integration of the IPC into "Listening Posts" were not foreseen until June - December 2011.⁴⁸ Delays in institutionalization are attributed to two main factors: first, the contrary advice provided by DFID that multi-year funding would arrive in 2010. This took up time and energy on proposal development, liaising with partners and the donor. Second, there were some capacity constraints and turnover in Save the Children UK's Hunger Reduction team and Save the Children US's Livelihoods Department. Throughout 2010 Save the Children participated regularly in the SC and in technical discussions in person and virtually. However progress towards institutionalization has accelerated since July 2010 when Save the Children UK and Save the Children US each appointed IPC "champions." The primary focus for the "champions" has been to support recruitment of an IPC focal point (hired in October 2010) and training of Save the Children UK Emergency Response personnel. Save the Children plans to conduct a comprehensive joint training on IPC to interested members of Action Contre la Faim (ACF), CARE and Oxfam in 2011. Fuller institutionalization has been affected by the evolution of *Everyone*, Save the Children's emerging campaign for newborn and child survival. However Save the Children UK will develop a new hunger reduction strategy in 2011 providing significant opportunity to formalize IPC engagement. Save the Children UK remains hopeful of securing external funding from DFID to support its future involvement in IPC-related activities. Save the Children US is a partner in a bid to manage future phases of FEWS NET and will seek linkages through TOPS, the USAID-funded consortium that focuses on food security capacity development. In the absence of external funding, Save the Children will continue to engage with IPC; however it remains clear that funding is necessary in the immediate term to leverage the full potential of the organization in the future.
167. Implementation of the institutionalization work plan for **Oxfam** effectively began following appointment of an IPC focal point in June 2010. Since that time, Oxfam has participated in joint awareness raising and training events with representatives of ACF, CARE and Save the Children UK. The Oxfam IPC focal point also directly participated in technical retreats in Ispra and Rome, after which headquarters was briefed on technical and operational developments in order to promote further institutionalization of the IPC throughout the organization. Oxfam has also made direct reference to the IPC in its corporate strategies

⁴⁸ Save the Children. No date. Integrated Food Security Phase Classification System. Save the Children. Institutionalization Plan. August 2010 – December 2011.

for promoting food and livelihood security. Oxfam's IPC focal point has regularly engaged with the regional TWG for the Horn and East and Central Africa, including in plans for regional IPC roll-out, including TOT. In an effort to strengthen the quality of information collected and analysis performed in support of the IPC, Oxfam has planned to submit a concept paper outlining joint training and technical support provided by a consortium of participating NGO partners. However, submission of the concept paper to donors was ultimately cancelled following concerns raised by the IPC global TWG that it might not be fully supported by all non-NGO IPC members.⁴⁹ More recently, Oxfam has enabled future progress toward institutionalization by persuading senior management of the IPC's utility in measuring progress toward food justice in participating countries. Subsequently, Oxfam has successfully placed the IPC within the mandate of its regional advisors.

168. **FEWS NET** does not receive direct funding from the IPC and therefore has not developed an institutionalization plan. However, given its stake in the success of the IPC and its interest in ensuring compatibility with IPC protocols and products, FEWS NET actively participated in technical working sessions in Ispra (July 2010) and Rome (December 2010). Of particular interest to FEWS NET has been the development of a complementary scale for chronic food insecurity and malnutrition, as well as integration of ongoing humanitarian assistance into food security classification maps. Based on these and other technical consultations, FEWS NET has committed to a plan to merge the FEWS NET scale with the IPC. The FEWS NET commitment to coordination with the IPC is also reflected in the recently released project tender document for FEWS NET III, scheduled to begin in July 2011.⁵⁰

7.2 Regional and national institutions

169. In comparison with partner agencies, institutionalization of the IPC among national governments and regional institutions has been relatively weak. Recent regional consultation on the IPC carried out for southern Africa and eastern and central Africa found that the weakness of regional "ownership" of the IPC is primarily due to the lack of government involvement. Existing regional structures (IGAD, ICPAC, COMESA, AU, SADC, CILSS) are not adequately involved in the IPC process.⁵¹ While the GSU explains that it has chosen to become involved with those regional entities that demonstrate adequate capacity, the IPC will need to take a proactive approach to building the institutional capacity of other regional stakeholders in order to ensure sustainability of the initiative.
170. There are, however, exceptions to the trend of generally limited institutionalization among national governments and regional representative bodies. For instance, the government of Kenya has committed to implementing the IPC as part of its ongoing national food security information system which supports the Arid Lands Resource Management Project Early Warning System housed within the office of the President. In Kenya, the IPC is primarily implemented through the Kenya Food Security Steering Group (KFSSG), a coordinating body with high level national representation dedicated to greater food security.

⁴⁹ IPC. 2011. Update on IPC Institutionalization – January 2011_Final. Global Support Unit.

⁵⁰ IPC. 2011. Update on IPC Institutionalization – January 2011_Final. Global Support Unit.

⁵¹ Korpi, Kaija. Technical report on the regional IPC consultations in Southern, Eastern and Central Africa. October 2010.

The KFSSG and its Data and Information Subcommittee are also contributing to the IPC by focusing on the quality, quantity and timeliness of data related to drought, food security and disaster management.

171. In Northern Sudan, the IPC was originally supported by the Ministry of Agriculture, the Ministry of Health and the Humanitarian Aid Commission. The IPC is now being facilitated by the Sudan Institutional Capacity Programme for Food Security Information for Action and will be transferred to an appropriate national partner in the near future. In southern Sudan, the IPC has been led by the Livelihoods Analysis Forum (LAF), which includes representation from key government line ministries. The LAF is overseen by the Southern Sudan Commission for Census Statistics and Evaluation of the Government of Southern Sudan.
172. At the regional level, a TWG has been established for the southern Africa region. It is housed within the SADC RVAC. Participants in a recent review of IPC activities in the southern Africa region uniformly supported the coordination of future regional IPC activities by the RVAC since it serves as the overall coordinating body of vulnerability assessments in the region and is officially sanctioned by SADC.⁵² Both southern African countries that fully implemented the IPC process (through conducting meta-analysis) – Zimbabwe and South Africa – have created TWGs in their countries. Despite this progress, respondents feel that across all operational areas, the institutional capacity of regional TWGs remains somewhat limited.
173. In addition to the countries named above, other countries reported by the GSU to be using the IPC in decision making include Somalia, Burundi, DRC, Uganda, Tanzania, Ivory Coast, Tajikistan and Nepal (see also Chapter 4).

8. Main Conclusions and Recommendations

174. Phase II of the IPC process is characterized by significant advances as far as obtaining the buy-in of key stakeholders to the IPC approach. While there are still questions regarding the potential of the IPC for use in chronic and humanitarian situations, the IPC has achieved “proof of concept” in emergency and disaster management contexts. Organizations that had been “on the fence” about IPC in its earlier stages are now fully on board; there is important buy-in at top management levels in FAO, WFP, FEWS NET, the JRC, Oxfam and other partners, as well as in donor agencies such as the EC. Capacity development and other IPC activities have been institutionalized in most NGO partners, most notably CARE, which has invested its own human resources in the effort, and other partners such as the JRC have become active and strong advocates for global IPC funding. The IPC is up and running in several governments that have adopted the approach in their own national institutions such as Kenya, northern and southern Sudan, Burundi, and others, though some issues remain around implementing only selected IPC protocols. Nevertheless key UN agencies, NGOs, donors, and governments alike have embraced the main value-added areas of the IPC approach, namely the application of normative standards and the process of consensus building around vulnerability classification, and are actively

⁵² IPC. 2010. End of Consultancy Report. Produced to summarize activities carried out during the Southern Africa IPC Seed Project implemented from November 2009 to December 2010.

employing and utilizing the IPC. The current levels of acceptance and advocacy bode well for expanding the IPC to all regions and for its adoption over the long term – as long as the present momentum can be maintained.

Coherence and relevance

175. The evolution of the IPC is good; the product is more complete than several years ago. The technical manual and IPC products are well regarded for their high quality. While concerns about quality control of country inputs exist, these are being addressed in the upcoming revision of the manual. At the same time, programme management has been overly focused on revising the technical manual at the expense of other key functions necessary to ensure the continuity and sustainability of capacity development, institutionalization, and financial support. Throughout this period of continued development and refinement of technical aspects of the tools and protocols, the 27 countries involved in the IPC to date have been forging ahead with Version 1.1. The project could have done more to provide technical support to ongoing IPC activities during this time.
176. In order to improve the coherence of key components of the IPC, the evaluators recommend that the SC and GSU give priority attention to developing specific IPC strategies for capacity development, communication and funding. In order to improve the effectiveness and sustainability of the initiative, it is imperative that these strategies inform and support one another.

Efficiency and effectiveness

177. The management structure itself is set up well, and follows recommendations laid out in the evaluation of the first phase of roll-out. However there were areas for improvement early on in Phase II that were not acted upon. Hiring key personnel should have been an immediate priority for GSU managerial positions, regional focal points, and technical field personnel. The programme manager was not fully hired with a long term contract until June 2010, with six months left in the project. This left an early gap in leadership that – compounded by other hiring delays – amplified the challenges to be undertaken once the programme manager came on board. Due to such delays in recruiting, onerous administrative processes, and weak early oversight of key management functions, even at the end of Phase II the programme is understaffed in critical areas – despite the availability of funds. Moreover, not all of the hiring decisions have worked out well, partly due to lack of clarity over TORs and the assignment of roles and responsibilities.
178. Going forward, the division of roles and responsibilities *in practice* within the GSU needs to be closely re-examined. Current staff are highly capable individuals with important and needed skill sets. The collective management approach should allow the optimization of these skills, which may require some reassignment and reprioritization of functions for each position. It will definitely require that positions are bestowed with requisite levels of authority to effectively manage the functions for which they are responsible.
179. One of the main aspects of governance and management that has impaired the efficiency and effectiveness of implementation is the weak definition and support of linkages within and between

global, regional and national levels. The lack of early strategic engagement between the ESA and TCE divisions of FAO is a notable example, and has influenced the initiative significantly. Stronger linkages across all levels are needed to achieve better coordination and avoid duplication of efforts in country support, capacity development, communication, normative, and fundraising functions. This could be accomplished through improved oversight of the SC and closer collaboration between the SC and the GSU. Evaluators also expect that linkages between all levels of the IPC will be improved through ongoing development of a five-year funding framework. The framework is currently being developed by the GSU and its implementation will be overseen by the SC.

Impact

180. The best evidence of the impact of the IPC is in its active and continuing use as a meta-analysis tool for decision making, which has been clearly demonstrated in several countries to varying degrees. In each of the countries visited during the recent evaluation of Phase II of the IPC in the ECA region, there is evidence that the IPC phase classifications and maps have been used regularly for decision making by UN agencies, NGOs, donors, and in some cases, national governments. Prime examples include decisions taken by the governments of Uganda and Kenya to provide direct assistance to drought-affected agro-pastoralist communities based on IPC analysis (in 2008 and 2009, respectively). In Burundi and DRC, OCHA regularly uses IPC maps in developing yearly Humanitarian Action Plans. Also in Burundi, UNICEF has used IPC in the development of the “National Plan of Action for Nutrition and Food Security for Burundi 2010-2014” and in their Community Based Nutrition Programme (PNAC).⁵³
181. Among partner agencies, FAO regularly considers IPC findings to improve planning and management of emergency programming in all areas where IPC is operational. WFP programme review committees regularly consult IPC products for oversight of country programmes, and CARE increasingly uses IPC information to guide its interventions in IPC operational areas.
182. The regional evaluation also demonstrated that in data-scarce environments (e.g., DRC), the introduction of the IPC has been effective in raising awareness of the need for more consistent collection and analysis of quality food security data.⁵⁴
183. Given the goals of the IPC to promote technical consensus and strengthened partnerships for food security analysis, the extent of institutionalization is a clear indicator of programme impact. As noted earlier, partner institutions have made considerable progress toward institutionalization of IPC products and processes, particularly during Phase II.
184. Impact of the project can also be seen in the growing number of international technical specialists that support the IPC process in operational areas. Additionally, existing institutional relationships, and those newly formed with the inception of the IPC, have been continually strengthened through the guidance and support provided by the SC, GSU, regional and national TWGs. The impact of collaboration on

⁵³ Verduijn, Rene and Herma Majoor, 2011.

⁵⁴ Verduijn, Rene and Herma Majoor, 2011.

implementation of the IPC will extend beyond the programme for the broader benefit of ISFNS and food security programming as a whole.

Sustainability

185. As far as the immediate future of the IPC initiative, it must be noted that while DevCo funds may be forthcoming later in the year, fundraising efforts began too late in the budget cycle to bridge funding gaps or to ensure longer term funding with a comfortable degree of certainty. A more robust and continuous focus on awareness raising, donor advocacy, and fundraising is necessary to engage resources to maintain momentum and grow the IPC. Regional and country teams must also be explicitly tasked with seeking resources for their own activities, and supported in these efforts by the GSU.
186. The IPC project is sitting on the cusp of a strong refinement and expansion phase. Given the global goals of the initiative, the number of actors involved, and the multiplicity of capacities, interests and resources across geographic, agency and sectoral categories, the project has come quite far in a fairly short timeframe of three years. Given the evidence in this evaluation of the achievements in buy-in at high management levels in key stakeholder entities, the progress in institutionalization, and the growing recognition of the value of the IPC approach as a meta-analysis tool, the evaluation team finds the IPC to be a worthwhile initiative meriting further investment.

Recommendations: Governance

187. The evaluators fully support the proposed structural reforms for the IPC SC. These reforms establish clear criteria for representation on the SC and establish two distinct tiers within it. The *Senior Management Level* would include individuals who have sufficient authority to make strategic decisions on behalf of their organization and would have regular contact with other actors within the global food security architecture. This level will also include representation from international donor agencies and governments actively involved in IPC activities in participating countries. The *Senior Technical Level* will include representation from participating agencies with comparative strengths in food security analysis at the field level and expertise in the design and implementation of food security information systems. Evaluators recommend that the SC meet four times per year and that the Senior Management Level, including donors, attend a minimum of two SC meetings per year. Additionally, individual representatives of SC member organizations should be rotated every two years.
188. FAO must take concrete steps to promote more consistent and effective collaboration between the ESA and TCE in technical oversight and operational management of the IPC at global and regional levels. Steps have already been taken to improve coordination between these two divisions, and efforts will be supported by FAO's corporate strategy for ISFNS. The evaluators feel that given its ongoing regional initiatives, the TCE should be involved in managing IPC operations at the regional level.
189. Given the varying capacity to conduct high-quality food security analysis and experience in food security programming at the national and sub-national levels, the evaluators believe that in the long term, individual NGOs would be best represented within the IPC management structure at the regional levels.

NGO involvement at this level would help improve IPC responsiveness to their specific needs and open the door to participation of NGOs not currently represented on the IPC SC. In the near term, the current NGOs participating on the SC should continue to be represented.

Recommendations: Country support

190. Based on findings from the current and previous evaluations, it is strongly recommended that the main country support functions of the IPC be delegated to TWGs at the regional level. East Africa shows the way here, but stronger global communications are needed to aggregate regional information. Continued progress in this direction would help to clarify the particular technical and operational support needs of actors involved in participating regions and would enable more efficient exchange of lessons learned in IPC implementation.
191. In supporting IPC activities at the regional and country level, TWGs should actively involve regional representatives of global IPC partners. Doing so would not only enhance institutionalization of the IPC within these organizations, it would foster greater awareness of and participation in IPC processes through partners' established networks. Participation in regional IPC activities should be clarified in the institutionalization plans of individual partners and can be supported through regular internal communication shared by the GSU.
192. The GSU must continue its efforts to clarify its role. The evaluators agree with many respondents that the GSU should be limited to providing normative guidance, collecting lessons learned, quality control, capacity development oversight, and coordinating inter-partner communication. The GSU should reduce direct backstopping of country-level IPC operations, which should be responsibilities at the regional and country levels. As mentioned previously, this implies greater subsidiarity, or adoption of a demand-driven approach to the provision of technical, financial, logistical, and communication support. Decreasing the burden of country support for the GSU will also likely entail greater emphasis on institutional and technical support for IPC focal points at the regional level.

Recommendations: Capacity development

193. Strengthening partner capacity to conduct food security meta-analysis and manage the IPC process is critical. The current and previous evaluations have determined that technical capacity, particularly at the country level, is insufficient for realizing the full potential of the IPC for informing food security policy, programme design and resource allocation. Greater effort must be made to increase the availability of qualified technical support to oversee the IPC process and development of information products. This includes establishment of certification processes for qualified (trained and experienced) IPC trainers and practitioners. Again, as alluded to above and in Chapter 4.3, capacity development initiatives should emphasize subsidiarity: they should be demand-driven and draw on all available resources at the national and regional levels before resorting to assistance from the GSU.

194. In conducting TOT activities, emphasis should be placed on increasing the analytical capacity of key partner institutions, including governments, as opposed to building the skill of individuals who are often replaced due to staff turnover.

Recommendations: Technical development

195. The evaluation team supports the addition of the chronic scale and other protocol improvements that have been made in Version 2.0 of the IPC Technical Manual. It is recommended that the chronic scale be tested in several countries prior to its widespread dissemination. First pilots should be conducted in countries experiencing protracted crisis in which there is adequate food security information to enable meta-analysis. Additionally, roll-out of the chronic scale should be done cautiously, with adequate technical oversight to ensure that it is applied appropriately.
196. Further work needs to be done on linking situation analysis, causal analysis and response analysis so that information can be used by decision makers more effectively. Evaluators recommend that the global IPC work continue to link with the response analysis work being carried out by FAO, WFP and other cooperating partners.
197. IPC must make a concerted effort to ensure that the quality of information used for meta-analysis is of sufficient quality to enable production of reliable maps and other IPC products. The evaluators commend the updated version of the manual for its recommendation to not map areas for which poor information exists. Nonetheless, evaluators agree with some respondents that introduction of the IPC in data-scarce environments can and should be viewed as a means of advocating for more and better quality food security data.

Recommendations: Communication

198. The IPC must institute an overall communication strategy. Managed by the GSU, this strategy should prioritize the use of the IPC Web site to disseminate tools, case studies, and lessons learned. The communication strategy and project Web site could also be used to promote a community of practice whereby agencies and individuals actively involved in IPC implementation share experiences and contribute to further technical refinement of the IPC for various situations.
199. Introductory missions and technical training sessions should include specific guidance on communication so that new practitioners can effectively access existing technical guidance, maintain efficient communication with various institutional partners and provide regular updates on IPC progress at the national and sub-national levels.
200. It is important that the communication strategy be explicitly linked with, and complementary to the IPC capacity development strategy.

Recommendations: Funding

201. The IPC must develop a more effective strategy for coordinating IPC funding in order to enable the SC to assume more direct responsibility for funding and for raising awareness of IPC processes and products. The GSU is currently developing a five-year funding framework to improve alignment of IPC funding allocations with donor resources; one of its key objectives is to improve the linkages between and efficiency of funding decisions at the global, regional and national levels. In this line, the fundraising strategy should seek funding that supports all three levels at the same time, which would help to enable and ensure coordination of activities across the levels.
202. The GSU has previously encouraged decentralized fundraising for the IPC by developing fundraising guidelines and disseminating of materials for donor awareness raising. The strategy should continue to support the efforts of regional- and national-level IPC partners to directly access funding. Ultimately, the SC will assume responsibility for overseeing implementation of the IPC funding strategy.

Annex A: Terms of Reference

21 December 2010

DRAFT V2 TERMS OF REFERENCE FOR THE END OF PROJECT EVALUATION

IPC Global Project, Phase II

(IPC GCP/GLO/234/EC)

"Technical and institutional support for the development of a global multi-agency approach to food security classification based on the Integrated Food Security Phase Classification (IPC)"

BACKGROUND

1 General Background

The Integrated Food Security Phase Classification (IPC) is a promising approach for classifying the nature and the severity of food insecurity. The IPC is a standardized scale that integrates food security, nutrition and livelihood information into a clear statement about the nature and severity of a crisis and implications for response. IPC incorporates a meta-analysis approach drawing on an evidence-based analysis that includes a broad range of stakeholders, aiming to improve analysis and decision-making in emergency situations.

The IPC was originally developed in Somalia in 2004 under the FAO Food Security and Nutrition Analysis Unit (FSNAU), and then developed and adapted as a standardized approach for food security classification. In 2007, seven food security-oriented agencies formed an initial global partnership for the further development and roll-out of the IPC, including: FAO, WFP, USAID-funded FEWS NET, Oxfam GB, CARE, SCF-UK/US and the Joint Research Centre of the European Union.

IPC activities are supported along three main levels:

- The global level, mandated with the global coordination, supports fund-raising efforts, allocation and management of global resources, provides technical support to the implementation of activities, and ensures internal and external institutionalization.
- At regional level, dedicated IPC Regional Technical Working Groups (TWGs) are established where relevant. They are responsible for information dissemination, coordination and planning of IPC roll-out within the region, consolidation of analysis and consolidation lessons learnt, including on the technical/normative side, information dissemination and advocacy. Regional TWGs are embedded within regional intergovernmental (or interagency) bodies and supported by a dedicated regional

project, where relevant. To date, there exists 3 established regional TWGs in Sub-Saharan Africa, as follows:

- **East and Central Africa:** the regional TWG is the IPC Steering Committee of the Food Security and Nutrition Working Group (FSNWG) (which includes FEWS NET, WFP, UNICEF, UNHCR, SC-UK and SC-US, Action Against Hunger (AAH), and Oxfam (GB)). It is supported by the second-funded IPC regional Project which followed two phases, along the same objectives and timeline than the ECHO-funded global project (see below).
 - **Southern Africa:** the IPC Regional TWG is chaired with the SADC-RVAC (Regional Vulnerability Assessment Committee) and supported by an AUSAID-funded regional project managed by FAO from its Johannesburg Emergency Regional Office.
 - **West Africa and the Sahel:** the IPC is discussed within the Regional Technical Committee of the Cadre Harmonisé chaired by CILSS (Inter State Committee Against Drought in the Sahel). The Cadre Harmonisé framework has recently been revised to integrate the core elements of the IPC approach (multi-sectoral reference outcomes, convergence of evidence approach etc.)
- At national level, IPC national technical working groups gather the relevant national stakeholders from ministries and other governmental units, UN, international and local NGOs. They ensure the development of a common analysis and implementation of the IPC at country level.

2 New Vision for IPC

In 2010, the IPC Initiative reformed its main coordination structure, the Global Support Unit, headed by a Programme Manager.

Under the Programme Manager's coordination, the Steering Committee endorsed a new vision for IPC around the notion of protocols, and a possible name change towards Integrated Protocols for FS Classification. According to this vision, IPC Protocols will serve as international standards for the professionalization of food security analysis and greater comparability, transparency, relevance, legitimacy and accountability of food security situation analyses.

The new Vision for the IPC is to be launched at the time of the release of the final IPC Technical Manual Version 2.0, which integrates three years of lessons learning from field implementation and methodological development with food security experts and practitioners within and outside the IPC partnership.

Box 1: IPC Protocols

The IPC protocols can be clustered into 6 groups:

1. *Common Scale for Severity Classification and Early Warning*, to enable comparability from place to place and over time (comparability)
2. *Evidence Based Analysis*; to document, source and characterize evidence in support of the classification (transparency)
3. *Links to Response*; to provide general guidance on the appropriate response for various levels of food insecurity (relevance)
4. *Communication tools*, to consolidate essential conclusions for decision makers in an accessible and consistent format (communication)
5. *Promotion of Technical Consensus*, to ensure key stakeholders from government, NGO, UN, and academic agencies concur with the technical findings of the analysis (legitimacy)
6. *Quality Monitoring*, to assure decision-makers and others of the validity and reliability of the IPC analysis (accountability).

3 The IPC Global Project

The first phase of the Global project took place from September 2008 to June 2009, with funding from ECHO, and aimed at supporting for the first time a global, multi-agency strategy and coordination in support of IPC, involving the seven agencies member of the IPC Steering Committee.

The second phase had a 13 months timeframe, from 1 November 2009 to 30 December 2010, with a budget of EUR 1,276,269 grant still by FAO ESA at headquarters level, on behalf of the seven IPC partner agencies.

The coordination of IPC activities is ensured by:

- **The Global Support Unit (GSU)** headed by the IPC Global Programme Manager and responsible for normative development and global coordination and support of IPC activities.
- **The (Global) Steering Committee (SC)** composed of one senior representative for each of the 8 partner agencies and who is responsible for strategic management of the IPC Initiative.

The IPC Global project is working along two main lines:

- **Normative Development:**
 - In early 2011 the Global Support Unit will release Version 2.0 of the IPC Manual, incorporating field-based and academic recommendations for improvement.
 - These will integrate the technical lessons learnt identified from 3 years of implementation of IPC, mainly in Sub-Saharan Africa, and will clarify the position of IPC vis-à-vis food security information systems.
- **Support to Country application:** coordination and support to country application (and regional working groups and projects where they exist) with the following activities ongoing:
 - East and Central Africa: IPC application is ongoing in 9 countries.
 - Southern Africa: IPC is being introduced in 5 countries, under the coordination of a dedicated working group established within SADC - RVAC.
 - West Africa: IPC has been integrated within the CILSS Cadre Harmonisé Framework.
 - Latin America and Asia: The IPC is currently expanding into Latin America (Central America in particular) and Asia, where there is rising interest for the IPC approach.

4 Coordination and Linkages with the Regional Project

The Global IPC project and Regional IPC project in Eastern and Central Africa have been working complementarily under ECHO funding during their first phase and the current second phase. They both terminate in December 2010.

During a joint monitoring mission with ECHO in June 2010 both projects re-examined the linkages and refined the coordination between them. It was also decided that both evaluations would be coordinated by having similar evaluation teams and similar TORs so that evaluation results could inform one another. Specifically, the regional evaluation results will directly feed into the global evaluation report and results.

OBJECTIVES AND SCOPE OF THE EVALUATION

This evaluation will cover IPC implementation activities at global level from inception of project to today, and in view of the results and outcomes of the first phase of the global project and the findings of the evaluation of the regional ECA project.

The team will visit the Global Support Unit in Rome and other essential IPC partners (Steering Committee members) and external stakeholders (donors, partners, regional coordinators, others).

1 Objectives of the Evaluation

The evaluation will:

- (i) Assess the overall results and impact of the programme from inception to date and provide an understanding of the strengths and weaknesses of the IPC approach.
- (ii) Determine the extent to which the programme has delivered activities and inputs in a timely manner, as well as provided adequate and appropriate technical and institutional support, including capacity-building where needed.
- (iii) Provide specific recommendations in order to strengthen the IPC global multi-agency approach for the further global roll-out. In this way, the evaluation should not be viewed exclusively as a terminal evaluation, but a formative and forward-looking document that seeks to enhance the relevance, efficiency, effectiveness, impact and sustainability of future IPC activities in other contexts.

The standard evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability will be applied. The objectives of the independent evaluation are to:

1. Assess project efficiency and the process adopted during the project implementation.
2. Assess project effectiveness and the degree to which planned outputs and outcomes have been achieved at the time of the review.
3. Identify any impacts or likely impacts (positive or negative) of the project.
4. Identify lessons learned and formulate recommendations for the transition to a multi-year, multi-donor continuation of the programme.
5. Develop recommendations with respect to the further global roll-out of the IPC approach.
6. Identify lessons learned and formulate recommendations for any follow-up phase.

The review will achieve the above objectives by focusing on the three key questions detailed in Box 2. Taking into account the fact that the programme may have not yet finalized all activities, the review will concentrate mainly on relevance, efficiency and to a certain extent effectiveness criteria. Prospects for sustainability will be appraised mainly in a preliminary manner.

2 Evaluation questions

The evaluation will address three core questions.

Box 2: EVALUATION QUESTIONS

QUESTION 1: What is the current status of the implementation process?

This question is related to programme **efficiency** and **effectiveness** issues, and will assess:

- Progress made so far in the implementation of normative development, country support and institutionalization and governance activities.

- The extent to which the project has delivered activities on time and factors that have contributed to or hindered the implementation process.
- The major factors which are likely to influence the achievement or non-achievement of the objectives in the future

QUESTION 2: Are the current implementation structures adapted to multi-agency and multi-donor continuation of the programme?

This question is related to **relevance** and **efficiency** issues, and will assess:

- The efficiency and effectiveness of programme management and governance setup (staff profiles, ToRs, etc).
- The relevance and efficiency of the governance reform (and potential of the proposed reforms)
- The extent to which the global IPC is suited to the priorities of global, regional and national decision-makers
- What is the most appropriate division of responsibilities between the global, the regional and the national tiers? What are the implications for funding channels?
- Whether the project design is internally coherent, i.e. are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
- What was this involvement of internal and external partners at global level?
- Synergies/duplication created with similar initiative?

QUESTION 3: What is the actual and potential impact (sustainability) of the project on key normative and operational outcomes of the IPC initiative?

This question is related to **relevance**, **effectiveness** and, in the longer term perspective, **impact** related issues.

It will assess the overall relevance of the IPC, its value-added over other information / analysis systems and the implications for / progress towards sustainability

It will assess also assess the questions of relevance, effectiveness and impact in the following work areas:

- Technical Development & Quality Assurance
- Capacity Development
- Roll-out Strategy
- Institutionalization

The above questions will be analyzed in light of the finalization of Version 2.0 of the IPC technical manual and the adoption of a new vision for the IPC around the notion of “protocols” for food security analysis. In this respect, the evaluation team will provide recommendations on:

- What is the recommended roll-out strategy and capacity development strategy for the revised IPC specifications Version 2.0?
- Which areas of technical development should be particularly considered in the next 1-3 years, taking into account the current specifications of the IPC Manual?

5 Links with the previous and ongoing evaluations

The above questions will be analyzed in light of:

1. The findings and recommendations from the Evaluation of the First Phase of the Global IPC Project

The evaluation team will evaluate to what extent recommendations have been taken on board and pending issues have been addressed. They will look in particular at relevance, impact and sustainability issue in light of the progress that at been made at mid-term at the end of Phase 1.

2. The findings and recommendations from the Evaluation of the First and Second Phases of the Regional IPC Project.

The ECA region being the first region of implementation of IPC (in terms of longevity and geographic extent), the results and findings from the evaluation of the Second Phase of the regional project (and, to a lesser extent, those from the first phase) will be critical for the evaluation team to assess the questions of impact and sustainability especially in the areas of capacity development, roll-out strategy and for the overall relevance of IPC for decision-making.

METHODOLOGY

1. Initial desk research
 - review of available literature, project document and IPC products
 - identification of key information requirements in support of the review
2. Preparation of an Inception report, including an evaluation matrix, based on the fine tuning of the questions of the evaluation, and related indicators to verify achievements for each of the review questions. Selected indicators should refer to standard criteria for programme review as noted above.
3. A survey of key stakeholders from the IPC Governance structures (GSU and SC), members of the IPC partner organizations, key representatives of donor organizations,

members of IPC regional or national working groups, external partners (e.g. OCHA, UNICEF, ACF),

4. A one-day feedback workshop in Rome with presentation of general preliminary findings and likely conclusions to key stakeholders.
5. Preparation of a Final Report. The content of the Final Report is under the full responsibility of the Team Leader and expresses his/her views and judgement regarding the project being evaluated.

COMPOSITION OF THE TEAM

- A team leader (TL) with minimum 10 years of demonstrated relevant training and experience in food security information systems in emergency and crisis contexts, in institutional analysis, and in leading complex evaluations.
- A team member (TM) with experience in the field of food security analysis as well as in project/programme evaluation.

The team will need to be able to work effectively in English. Both team members should demonstrate a clear understanding of food security and nutrition early warning, monitoring and analysis work. Direct knowledge of the key agencies involved would be an advantage.

REPORTING AND FEEDBACK

1. An Inception Report (5 pages max with annexes): this will be prepared after having finalized the methodology and tools to be used during the evaluation.
2. A Presentation at the Feedback Workshop: a PowerPoint presentation will be presented to the feedback workshop after the survey work is completed. The findings of the presentation may be supported also by a preliminary report in Word with a summary of the major findings and corresponding recommendations (this is to be decided upon by the evaluation team).
3. A Final Report: the final report will include: a) a concise, self-contained executive summary with recommendations (in both English and French); (b) a core report (in English only) of 25 -30 pages; (c) annexes. Timeline for the preparation of the Final Report will be :
 - Draft final report submitted within 10 calendar days after the completion of the feedback workshop.
 - Comments on the draft will require about 15 calendar weeks
 - The final version will be submitted within 10 calendar days of the receipt of comments on the draft.

LOCATIONS OF ASSIGNMENTS

Rome with travel to the other countries in Europe, the United States and Sub-Saharan Africa to meet key stakeholders working on or with the project. The team may split up to cover stakeholders' visits outside of Rome, Italy.

TIME SCHEDULE AND ACTIVITIES

The time schedule will be 30 days for TL and 25 days for TM as follows:

- Desk Review and Inception Report: (5) days for the TL and (3) days for the TM
- Surveys (including feedback workshop): (10) days each for the interviews, *excluding* travel time (about 6 days travel time each).
- Following the workshop, the TL and TM will have (9) and (7) days respectively for the preparation and the finalization of the final report.

ANNEXES:

- Annex 1: Workplan and Survey Schedule
- Annex 2: Preliminary list of people to meet
- Annex 3: Strategic Approach for Global Project Phase II (extract from project document)

Annex B: Evaluation Matrix

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
1) What is the current status of the implementation process?	Following completion of Phase I and Phase II, what have been the most noteworthy achievements/successes of the IPC framework?	Progress made in implementing IPC at country level (reference steps laid out in IPC work plan) Main IPC related products produced with support of the programme	Effectiveness Impact Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists
	What factors have contributed to or hindered successful implementation of the IPC?	Extent to which the project has delivered activities on time and factors that have contributed to or hindered the implementation process	Relevance Efficiency Effectiveness Impact Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists
	Do regional backstopping centers (Technical Working Groups) currently have sufficient technical capacity to support IPC at the national level?	Technical experts trained in each country and regional level Identification of capabilities that have been improved through IPC training	Effectiveness Impact	IPC headquarters (GSU) Programme managers Technical
	Describe the relevance of the early warning component of the IPC in influencing key decision makers.	Use of IPC multi-stakeholder approach and products as part of national assessments, early warning systems in participating countries	Relevance Efficiency Effectiveness	Policy makers / donors IPC headquarters (GSU) Programme managers
2) Are current	How has the reform of the IPC	Review assessment of the	Efficiency	IPC headquarters (GSU)

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
implementation structures adapted to multi-agency and multi-donor continuation of the program?	governance structure affected communication, provision of technical support, and implementation?	technical adaptation of the IPC tools proposed in various work plans at country level	Effectiveness Sustainability	Programme managers Technical specialists
	Among all actions taken by the IPC to build capacity for food security analysis, which have been most effective in building capacity at the regional and national levels?	Training activities at national and sub-national level Current and future expected capacities created at country level for managing the IPC process	Relevance Effectiveness Sustainability	Programme managers Technical specialists
	To what extent have IPC capacity building efforts and structural reforms been “demand driven”?	Number of national and international organizations trained to use IPC in support of decision making and response implementation	Efficiency Sustainability	IPC headquarters (GSU) Programme managers Technical specialists
	What (if any) impact has capacity building at the global level had on implementation of the IPC at the regional and national levels?	Technical assistance provided to region or national stakeholders by GSU representatives Functional relationships between regional/national IPC reps and the GSU	Relevance Efficiency Sustainability	Programme managers Technical specialists
	Have financial and technical resources been sufficient to build IPC governance and analysis capacity at the regional and national levels?	Existing implementation challenges at the country level attributable to a lack of adequate funding or technical capacity	Efficiency Effectiveness	IPC headquarters (GSU) Programme managers Technical specialists
	Has the IPC partnership been sufficiently inclusive in terms of policy makers, donors, technical specialists, regional and national actors, and implementing	Partners involved at country and regional level and their roles in the program	Relevance Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
	agencies?			
	Have technical guidance materials disseminated by the GSU been effective in building the capacity of regional and national participants?	Technical shortcomings of the IPC that would need to be addressed in the next version of the manual	Effectiveness Relevance	Programme managers Technical specialists
	Describe the degree to which the IPC framework has been institutionalized among regional and national partners.	Incorporation of IPC products in policy and planning documents of national and international actors in project countries	Relevance Effectiveness Sustainability	IPC headquarters (GSU) Programme managers Technical specialists
	To what extent has the IPC facilitated requests to donors for greater resources to ensure data availability?	Types and number of advocacy campaigns with specialized audiences, donors and other decision-makers	Relevance Efficiency Effectiveness	Policy makers / donors IPC headquarters (GSU)
	How effective has the IPC been in promoting and enabling better collaboration and joint action between stakeholders?	Number and nature of formal collaborations on IPC with governments and partner organizations	Effectiveness Impact Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists
	How could the cost effectiveness of the IPC system be improved?	Estimation of implementation costs at country level and comparison between countries. Determination of the cost efficiency of the project and comparison of actual costs compared to alternatives	Efficiency Effectiveness	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists
	To what extent has the IPC framework complemented or duplicated other food security information systems (FSIS) in the region and/or country?	Extent to which the IPC is suited to the priorities and policies of the government and other stakeholders in each of the countries	Relevance Efficiency Sustainability	Programme managers Technical specialists
	What improvements/changes should be prioritized to	Internal coherence of the project design – whether outputs and	Effectiveness Impact	Policy makers / donors IPC headquarters (GSU)

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
	strengthen the IPC framework?	activities are consistent with the overall project goal and attainment of objectives	Sustainability	Programme managers Technical specialists
3) What is the actual and potential impact (sustainability) of the project on key normative and operational outcomes of the IPC initiative?	How well does the IPC provide for the information needs of policy makers and donors related to food security programming?	Donor contributions and/or policy decisions founded on information provided by IPC	Relevance Effectiveness Sustainability	Policy makers / donors
	Which areas of technical capacity development should be prioritized in order to strengthen the IPC in its next phase?	Current and future expected capacities created at country level for managing the IPC process	Effectiveness Impact Sustainability	IPC headquarters (GSU) Programme managers Technical specialists Technical Guidance materials
	What is the core function of the IPC framework in terms of responding to food security in participating countries?	Evidence of understanding regarding IPC's role in identifying and informing response to transitive food insecurity	Relevance Effectiveness	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists Technical Guidance materials
	What has been the rationale for selecting individual countries for IPC expansion?	Use of transparent, consistent and justifiable criteria for selection of countries for IPC expansion	Effectiveness Sustainability	Policy makers / donors
	To what extent have financial and technical capacity influenced expansion of the IPC?	Initial perspectives for national contribution to cover IPC costs and potential for replication	Efficiency Sustainability	Policy makers / donors Programme managers Technical specialists
	How effectively have partners applied complementary funding to IPC initiatives?	Amount and diversity of complementary funding applied in support of IPC implementation	Efficiency Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
	How has the IPC been integrated into the UN cluster system and other global policy-making bodies?	Number of national and international organizations adopting IPC as a common framework for analysis of transitory food insecurity	Sustainability Effectiveness	Policy makers / donors
	Describe the level and nature of exchange (lessons learned, mentoring, peer review, etc.) between IPC practitioners at the regional and national levels.	Number of lessons-learned workshops, regional learning exercises, communication of best practices into IPC protocols and training materials	Efficiency Effectiveness Sustainability	Programme managers Technical specialists
	Describe the nature of participation in the Regional Technical Working Groups.	Regular and active participation of partner agencies and technical specialist in TWG activities	Relevance Effectiveness Sustainability	IPC headquarters (GSU) Programme managers Technical specialists
	How effectively has the IPC been integrated into the governance structures (strategic plans, communications, staffing) of partner agencies?	Development of institutional plans and involvement of IPC representatives in formulation of the plans	Efficiency Effectiveness Sustainability	Policy makers / donors IPC headquarters (GSU) Programme managers Technical specialists
	How effective are the maps generated by IPC in communicating situation analyses, food security risks, and response options?	Documented use of IPC maps and analytical reports in design of response to food insecurity in participating countries	Relevance Effectiveness	Policy makers / donors Programme managers Technical specialists
	Has the IPC effectively integrated analysis of quantitative and qualitative	Assess users' views on the technical merits and weaknesses of the IPC in specific country	Effectiveness Impact	Technical specialists

Key Questions in the Terms of Reference	Key Questions for the Evaluation	Potential Indicators	OECD/DAC Criteria	Main Sources
	data on the severity of food insecurity at the sub-national level?	contexts		
	How has use of proxy indicators (in the absence of core outcome indicators) affected the relevance and effectiveness of the IPC?	Assess users' views on the technical merits and weaknesses of the IPC in specific country contexts	Relevance Effectiveness	Programme managers Technical specialists
	How effective has the IPC framework been as a tool for advocacy among the wider public regarding food security information systems?	Types and number of advocacy campaigns with specialized audiences, donors and other decision-makers	Effectiveness Impact Sustainability	Policy makers / donors IPC headquarters (GSU)
	Discuss the appropriateness of indicators currently used in the IPC framework for identifying and informing response to transitory food security.	Assess users' views on the technical merits and weaknesses of the IPC in specific country contexts	Relevance Effectiveness Impact	Programme managers Technical specialists

Annex C: IPC Global Project: Achievements as per Project Logframe

Results	Intervention Logic	Objectively Verifiable Indicators	Source of Verification	Status of outputs by February 2011
	1. Technical development and lessons learning improves the quality of IPC outputs and process	1.1 IPC Technical Manual (including User Guide) Version 2.0 developed	Publication of V 2 of IPC Guides	<p>Pending: No Manual produced yet but expected to deliver final draft Manual Version 2,0 by end March 2011.</p> <p>An overview and presentation of the draft tools was provided to an IPC users workshop in Nairobi in February 2011.</p>
		1.2 By December 2010, research and expert studies are completed for Version 3 of IPC Technical Guides	Summary of Expert Studies and of other Technical Development resolutions	Necessary research and studies (e.g. Health study) were finalized. As agreed in the JMM they will all feed in Version 2.0 (it was agreed Version 3 will not be done in this phase)
		1.3 By December 2010 training materials including User Guide, Distance learning, presentations and training guides are consolidated into a single Training tool kit	Training Tool Kit Availability of training materials Distance learning module running and available online	- training material (version 1.1) including presentations and training available – incorporating inputs from IPC Regional Project - e-learning material (version 1.1) available in draft
		1.4 By December 2010 a quality control process is defined both for outputs and processes and is in place in at least 8 countries and 2 regions at the global level	Quality control system Minutes from meetings Audit reports	<p>Pending: Two Quality Assurance tools prepared and to be release in Version 2.0 along with further guidance:</p> <p>a) National TWG self-assessment tool</p> <p>b) External technical peer review assessment tool</p>

	Intervention Logic	Objectively Verifiable Indicators	Source of Verification	Status of outputs by February 2011
		1.5 Lessons learned and Case studies are clearly documented, synthesized and shared by countries, regions and at the global level	Lessons learning reports Case Studies Online Forum discussions Summary of lessons learning and Case Studies	- Lessons Learnt (from various levels) compiled and a summary document produced - mission reports GSU staff available - Case studies (detailed) not produced - dissemination of lessons learning and case studies limited via Web site
	2. Countries and regions receive timely and adequate support from the SU for the development of the IPC	By January 2010, 3 to 5 Global Focal Points are decentralized to countries and regions as Field Advisers to support IPC implementation	Global Support Unit work plan and specific TORs for IPC Advisers	- IPC Technical Advisors recruited: CARE and WFP. JRC hired independently a staff acting as Technical Advisor. Other partners did not recruit IPC advisers.
Each region has a roster of at least 3 IPC trained trainers who will be responsible for building awareness and training partners in the region		Roster of IPC trainers and feedback from training sessions	A template to consolidate a Roster of International IPC Specialists has been put together and the GSU is still in the process of consulting with regional colleagues to fully compile it. Criteria to qualify include a) able to facilitate IPC presentation; b) able to facilitate IPC Training; c) able to facilitate / lead IPC Analysis.	
At global level, a roster of international specialists, from the Support Unit, the IPC agencies, and external specialists, whom are able to technically support IPC implementation is established		Global roster of IPC trainers and feedback from training sessions	same as above – one single roster for specialists at all levels is being consolidated	

	Intervention Logic	Objectively Verifiable Indicators	Source of Verification	Status of outputs by February 2011
		Each national and regional analysis workshop in IPC focus regions and countries receive support in the preparation, running and reporting of the workshop from IPC Field Advisers, the Support Unit	Step by step guide for each analysis workshop, TOR for Capacity Development Manger visit reports	Many IPC workshops and training sessions received support in preparation, organization, running and reporting from GSU staff (see mission reports). Approximately 1,200 individuals trained. 29 IPC maps produced with the support of the trainings.
	3. Improved IPC Institutionalization and Governance	Institutional plans are developed by each partner agencies and progress plans are regularly assessed	Reports and presentations on progress to Global Support Unit and Steering Committee	Institutionalization by Global partners partially successful (see documentation from CARE, FEWSNET Request for Proposals, TORs Regional FS and Livelihood Advisors Oxfam, JRC workshops and awareness activities, WFP lead in piloting of IPC in the Philippines, Nepal, Indonesia, etc.)
		By December 2010, IPC is increasingly acknowledged as a valid contribution to relevant strategies and policies within partner agencies	Agency strategy and Policy reference documents	Progress with institutionalization has been made, in particular successful with CARE, FEWSNET, JRC, <i>Pending: Standard template developed for use by IPC member agencies position papers (Why IPC important to agency X? How agency X is involved? How use IPC for decision making? Which factors impede further institutionalization? Additional perspectives). To be circulated before upcoming SC meeting, March 2011.</i>

	Intervention Logic	Objectively Verifiable Indicators	Source of Verification	Status of outputs by February 2011
		Institutionalization within key partners organizations (agencies, related initiatives, NGOs, donors) has progressed	Types and number of awareness and advocacy campaigns with specialized audiences, donors and other decision-makers.	<ul style="list-style-type: none"> ○ <u>On track</u>, dialogue ongoing with RECs, related initiatives, some donors ○ <u>To do: Continuous dialogue</u> with RAF project, ACE Project and HNTS. The JMM clarified that formal agreements with those initiatives were NOT needed at this stage. ○ <u>Pending: Prepare a short report to stakeholders to define the IPC's position in the humanitarian architecture, and disseminate during the Decision-maker consultation.</u>
		By December 2010, IPC Global Governance structure and mechanisms are improved and decentralized structures and mechanisms are strengthened	Governance reform plan and related documents; Report on decentralization plans	<ul style="list-style-type: none"> - Reform of GSU completed and operational with new organogramme and positions. GSU not yet fully staffed. <u>Pending: Reform of SC under finalization (Concept Note prepared and most elements agreed, circulated for final comments before endorsement).</u> - Reform from TWG to TAG completed and operational. Results show better progress with TAG and strong lead GSU programme manager towards development of Version 2.0.
		Communications Strategy is available and implemented	Communications strategy document; communication materials and reports; outreach and advocacy session reports	<ul style="list-style-type: none"> - communication strategy produced, little implemented ○ <u>Pending: Many tools develops and consolidation underway</u>

Activities			
	Technical development and lesson learning	Support to countries and regions	Institutionalization and Governance
	<p><i>a. Technical Development</i></p> <ul style="list-style-type: none"> Identify technical issues, prepare technical notes, provides recommendation for action and where needed consults a wider group of experts/practitioners Country/Regional field advisers (or other agency focal points) input with key issues for their countries and provide recommendations IPC Technical Guides (Manual, User Guide, others) revised by Global Support Unit Preparation of a training toolkit Finalization of Distance Learning Materials Regular moderated online forum discussions <p>b. Lessons learning</p> <ul style="list-style-type: none"> Record Lessons Learned and detailed Case Studies at all levels Prepare Summary paper(s) on Lessons Learned Disseminate Lessons Learned and Case Studies Regular moderated online forum discussions on Lessons Learned <p>c. Quality Control process</p> <ul style="list-style-type: none"> Refine and Finalize existing quality control concept paper Pilot and establish quality assurance mechanism at all levels 	<ul style="list-style-type: none"> Decentralize global focal points to become Field Advisers in focus regions and countries Training of IPC specialists/trainers at global level and within regions Development of experienced IPC practitioners in each region Direct support to regional levels including : awareness raising; training; technical and institutional capacity building; facilitation of analysis workshops and IPC processes Support to fund-raising efforts in regions and countries 	<p><i>a. Institutionalization</i></p> <ul style="list-style-type: none"> Agency institutionalization plans prepared Institutionalization process adapted to each agency structure and requirements Mobilization of agency staff at all levels Awareness-raising at all levels Mainstreaming into internal policies, guidelines, training materials, etc. <p><i>b. External partnerships</i></p> <ul style="list-style-type: none"> Partnership with selected strategic initiatives/organizations (e.g. OCHA, WHO, UNICEF, SMART, etc.) Prepare and disseminate a short report to stakeholders to define the IPC's position in the humanitarian architecture Regular global/regional IPC consultation/meetings. <p>c. IPC Governance</p> <ul style="list-style-type: none"> Recruitment and Establishment of the Global Support Unit Refine and implement the reform of the Steering Committee, Technical Working Group, and the possible creation of a General Assembly Continuous improvement of global structures and mechanism including the strengthening of decentralized structures Implementation of the communications strategy Prepare and Implement the Global Support Unit work plan Monitor the IPC Initiative process Fund-raising strategy
			<p><i>Pre-Conditions</i></p> <ul style="list-style-type: none"> Agency active participation in the IPC partnership Security of the Support Unit staff based on the field

Annex D: List of Stakeholder Interviews

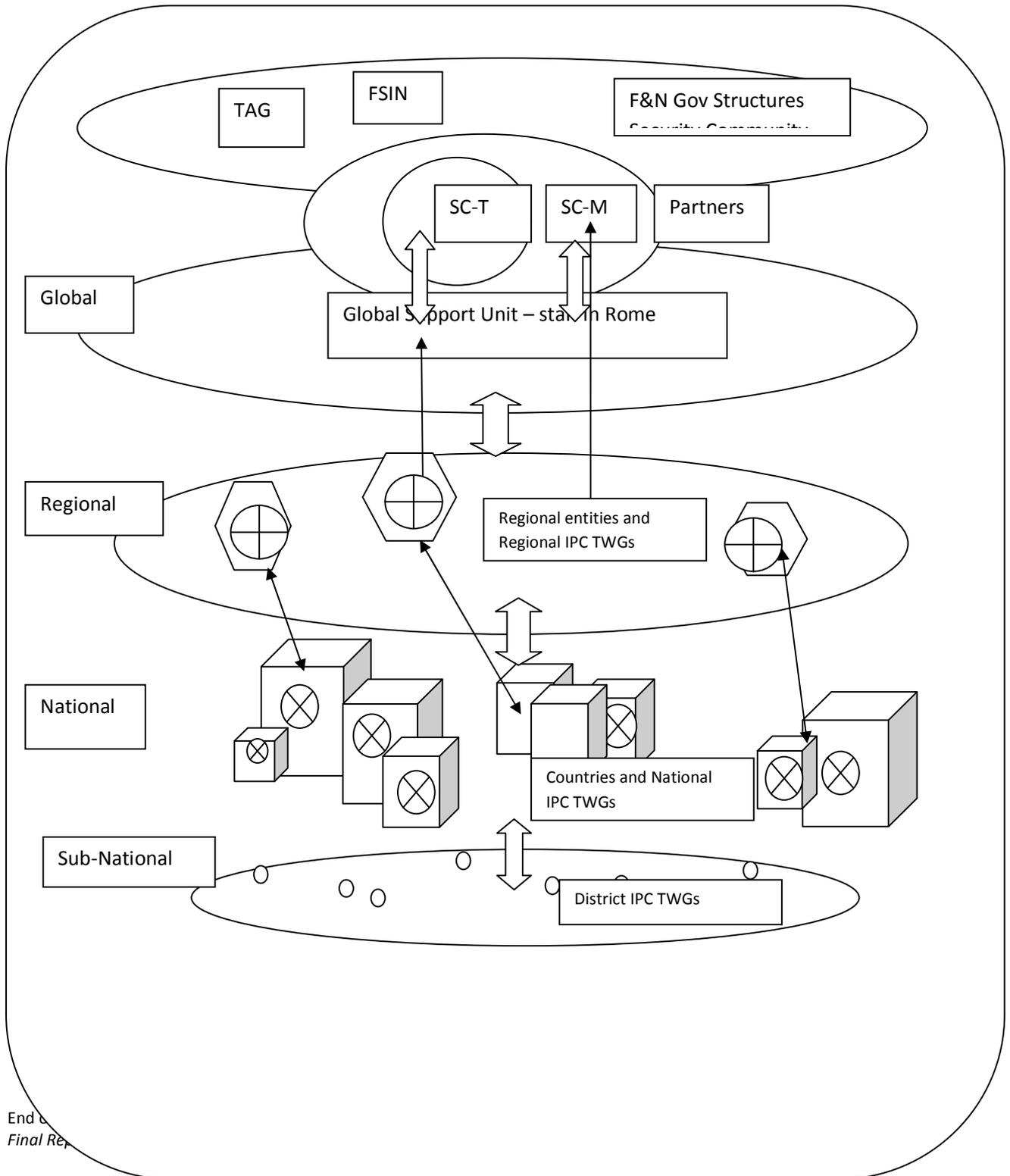
Name	Title	Office / Unit	Location
CARE			
(see IPC)			
ECHO			
Jose Lopez	Donor	Central, Eastern and Southern Africa Regional Support Office	Nairobi
Nick Maunder	ECHO	Sector Support Team (SST)	Nairobi
Devrig Velly	Project Officer		Brussels
FAO			
Cristina Amaral	Service Chief TCEO	TC	Rome
Mohammed Azouqa			Rome
Tiziana Buffagni	Desk Officer – East Africa	TC	Rome
Giulia Cagliari			Rome
Daniele Donati	Service Chief TCES	TC	Rome
Marie-Claude Dop			Rome
Graham Farmer			Rome
Fabio Grita	Developer of Workstation	EST	Rome
Angela Hinrichs	Desk Officer – Southern Africa and TCE focal point with ECHO	TC	Rome
Bruce Isaacson	Senior Programme Officer	TC	Bangkok
Matthew Keil			Rome
Neil Marsland	Response Analysis Project	TC	Rome
Leila Olivera	IPC Focal Point for Southern Africa		Joberg
Luca Russo	SC and Budget Holder of		Rome

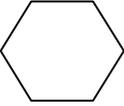
Name	Title	Office / Unit	Location
	Project		
Jean-Alexandre Scaglia	Desk Officer – East Africa	TC	Rome
Fatouma Seid	Desk Officer – East Africa		Rome
Daniel Shallon	FAO Evaluation		Rome
Ahmed Shukri	FAO GIEWS		Rome
Mark Smulders	Senior Economist	ESA	Rome
Kostas Stamoulis	Director	ESA	Rome
Laurent Thomas	Director	TC	Rome
Jeff Tschirley	Service Chief TCER	TC	Rome
Rodrigue Vinet			Rome
FEWS NET			
Gary Eilerts	Programme Officer- FEWSnet	USAID	
Felix Lee	FEWSnet	DCOP	
Curt Schaeffer	FWESnet	COP	
IPC			
Nick Haan	Programme Manager	FAO ESA - Global Support Unit	Rome
Zoe Druilhe	Assistant Programme Manager	FAO ESA - Global Support Unit	Rome
Thoric Cederstrom	(former) Technical Manager	WFP - Global Support Unit	Rome
Vera Weill Halle	Fundraising and Programme Development Advisor	Save the Children UK - Global Support Unit	Rome
Oriane Turot	Assistant Programme Manager – Country Officer	FAO ESA - GSU	Rome

Name	Title	Office / Unit	Location
	responsibilities		
Thomas Vasseur	(former) Field Advisor	WFP - GSU	Rome
Siddarth Kassawrny	Technical Adviser	FAO ESA - GSU	Rome
Rachele Santini	Communication Officer	FAO- ESA GSU	Rome
Kaija Korpi	JRC Technical Advisor	JRC - GSU	Ispra
Justus Liku	Field Advisor and SC	CARE - GSU	Nairobi
JRC			
Thierry Negre	JRC Technical Advisor	SC	Rome
Oxfam			
Chris Leather	Oxfam		Brazil
Camilla Knox-Peebles	Head of Hunger Team		Oxford
Buzz Sharp	Oxfam consultant		
Save the Children			
Miles Murray		SC - TWG	
WFP			
Valerie Ceylon	Response Analysis Project		Rome
Agnes Dhur	(former) Senior VAM Officer		Rome
Arif Hussein	Deputy Chief	Food Security Analysis Service (VAM)	Rome
Joyce Luma	Chief	Food Security Analysis Service (VAM)	Rome
Other			
Manuel Veiga	Consultant		

Annex E: Proposed IPC Governance Structure

See next page for key to symbols.



Key	
	Regional ISFS platform
	Country ISFS platform (various sizes)
	Regional IPC Technical Working Group
	National IPC Technical Working Group
	District IPC Technical Working Group
	Main interaction/ exchange between different levels
	Main functional relationships between entities
SC-T	Steering Committee – Senior Technical Level
SC-M	Steering Committee – Senior Management level
TAG	Technical Advisory Group
FSIN	Food Security Information Network

Annex F: Draft IPC Protocols

To be inserted upon receipt of final version of IPC Technical Manual, Version 2.0. (March 2011: Evaluation team awaits an electronic copy of the draft protocols for insertion.)

Annex G: IPC Budget: Financial Overview – February 2011

Note from evaluation team: In order to simplify the presentation, only selected columns of the full budget are shown. We have opted to show amounts in US dollars rather than Euros. We have added a column to indicate percentage of the original budget spent through September 2010.

FINANCIAL OVERVIEW OF THE ACTION (in Euros)								
Eligible cost of Action	Initial budget Nov 2009	Intermediate report		committed/ budget as % (this column added by eval. team)	Final Expenditures	Funding of Action	Initial	Final state
		Revised Budget Oct 2010	Spent/ Committed Feb 2011					
Personnel costs	645,060	503,447	507,923	101%		Direct revenue from Action		
Communication, visibility, information	59,237	38,016	27,005	71%		Contribution by applicant		
Contracts	236,509	378,194	377,630	100%		Contribution by other donors		
Procurement	46,795	8,676	10,623	122%		Contribution requested from ECHO	1,276,269	
Travel costs	131,505	187,877	172,291	92%		% of total funding	100%	
Workshop & training costs	22,500	23,698	10,949	46%				
Other costs	51,170	64,119	43,090	67%				
Subtotal direct eligible costs	1,192,775	1,204,027	1,149,512	95%	0			
Indirect costs (6%)	83,494	72,242	54,795	76%				
Total Costs	1,276,269	1,276,269	1,204,307	94%	0	Total Funding	1,276,269	

Annex H: Country Support Activities 2010

SUMMARY OF COUNTRY ACTIVITIES LED IN 2010						
	Awareness raising	Introductory mission	Technical training	Analysis workshop	LL workshop	Review & Consultation
EAST AND CENTRAL AFRICA						
REGIONAL	1		1	1	1	2
Burundi				2		
Ethiopia				2		
Kenya			3	2	2	
RCA			2	2	1	
RDC			1	2	1	
Somalia				2		
Northern Sudan				3		
Southern Sudan				4		
Tanzania			6	1	1	
Uganda			3	2	2	
SOUTHERN AFRICA						
REGIONAL					1	1
Mozambique	1					
South Africa	1		2	1		
Swaziland	1					
Zimbabwe	1		1	1		
WEST AFRICA						
Ivory Coast				1		
LATIN AMERICA						

REGIONAL	1					
Honduras	1	1				
Guatemala	1					
ASIA						
REGIONAL	1					
Afghanistan	1	1				
Cambodia	1	1				
Laos	1					
Philippines	1	1				
Tajikistan				2		

Annex I: Documents Reviewed

Author/ Publisher	Title or Description	Place, Date	Electronic File Name	Cited	Re- viewed
ECHO	Joint Monitoring Mission. Phase II of IPC Global Support Project, Phase II of Regional Project.	June 2010	IPC_JMM_Report(June2010)_Final.doc	X	X
FAO	FAO Institutionalization Workplan. Version2	Undated			X
FAO/WFP	The State of Food Insecurity in the World 2010: Addressing Food Insecurity in Protracted Crises	Rome 2010		X	X
Frankenberger, Tim and Rene Verduijn	Global IPC Partnership Final Evaluation. Phase I: September 2008-June 2009 – Final Report	August 2009		X	X
Haan, Nicholas	Discussion Paper for IPC Steering Committee Telecon on Key Strategic Issue for IPC Version 2.0	10 November 2010		X	X
IPC Global Support Unit ^{ccc}	IPC Update notes	(ongoing)	<i>Example of Update Notes (series of Word docs) from FTP site</i>		X
IPC Global Support Unit	SC Meeting Minutes	(ongoing)	<i>SC meeting minutes (series of Word docs) from FTP site</i>		X
IPC Global Support Unit	Funding Requirements from April to August 2011	08 February 2011		X	X
IPC Global Support Unit	Progress Report on Institutionalization (MTR)	January 2011	Reporting_Institutionalization_Jan2011_final.doc	X	X
IPC Global Support Unit	Lessons Learnt on the IPC in 2010	December 2010	IPC lessons learnt report_v6.doc	X	X
IPC Global Support Unit	Technical meeting Rome	Rome, December 2010	IPC Technical Retreat Nov 30 to Dec 2 2010 Rome Key Conclusions.doc		X

^{ccc} Documents listed with IPC Global Support Unit as publisher or author included those provided to the evaluation team on the FT P site; many are simply project documents in the GSU repository.

Author/ Publisher	Title or Description	Place, Date	Electronic File Name	Cited	Re- viewed
IPC Global Support Unit	Workplan 2011	December 2010	GSU Workplan January through March 2011.xls		X
IPC Global Support Unit	End of Consultancy Report. Produced to summarize activities carried out during the Southern Africa IPC Seed Project implemented from November 2009 to December 2010.	December 2010	IPC Seed Project End of Consultancy.doc	X	X
IPC Global Support Unit	Fundraising Guidelines for IPC Partners	November 2010	IPC FUNDRAISING GUIDELINES FOR THE FIELD doc Dec2010Ver2.00_FINAL VWH.doc	X	X
IPC Global Support Unit	IPC Process Guidelines	November 2010	IPC Process Guidelines_v5_final draft	X	X
IPC Global Support Unit	Quality Assurance—IPC Process Self Assessment Tool – Draft 3	November 2010	IPC Quality Assurance.IPC Process Self Assessment Tool Draft 3.docx	X	X
IPC Global Support Unit	Peer Review Assessment Tool - Version 3	November 2010	IPC peer review assessment tool_v3.doc	X	X
IPC Global Support Unit	Overview of Country Support led by GSU	November 2010	GSU Country Support Overview.doc		X
IPC Global Support Unit	Overview of Country Activities 2010	November 2010	Country Activities 2010 Overview.doc		X
IPC Global Support Unit	Training Toolkit presentation	November 2010	Note_Presentation_IPC Training Tool Kit.docx		X
IPC Global Support Unit	Training Toolit PPT presentations	November 2010	<i>(series of Powerpoint presentations)</i>		X
IPC Global Support Unit	Institutionalization plans from each agency (from early and mid-2010)	November 2010	Institut_IPC_Agency_Plans_Version2.zip		X
IPC Global Support Unit	Outstanding tech issues, discussion paper for SC	November 2010	Discussion Note on Key Outstanding Tech Issues		X

Author/ Publisher	Title or Description	Place, Date	Electronic File Name	Cited	Re- viewed
IPC Global Support Unit	IPC Brief / Outreach document	November 2010	IPC_Outreach 2011-2015 (2).doc		X
IPC Global Support Unit	Field consultations, Southern and Eastern Africa	SAF, October 2010	Mission Report_tech Consultations_SAF&ECA.doc		X
IPC Global Support Unit	Note on SC reform (Chris Leather)	October 2010	Draft IPC governance reform plan (18 Oct 2010).doc		X
IPC Global Support Unit	Mid Term Report	October 2010	GCPGLO234EC_MTR_Sept2010_final.doc and Single form GCP-GLO-234-EC_ECHO-GlobalIPC_Phase2 (14Dec2009).doc	X	X
IPC Global Support Unit	IPC Update prepared by the SU	09 September 2010		X	X
IPC Global Support Unit	Proposal agreement – Phase II	September 2010	Proposal_Agreement (PHASE II) Sept2010_final		X
IPC Global Support Unit	World Implementation Map	July 2010	IPCWorldMap_final.pdf		X
IPC Global Support Unit	Technical retreat Ispra	Ispra 2010	IPC_Tech_Ispra_Package.zip		X
IPC Global Support Unit	IPC Activities Led at Regional and Country Level in 2010	2010		X	X
IPC Global Support Unit	Selection of Mission Reports from GSAU	2010	(Asia) IPC Afghanistan_mission report_Manuel (dec2010)		X
			(Asia) IPC Philipinnes Pilot Report (FINAL) 27-10-10		X
			(Asia) Philippines IPC executive brief (FINAL) 27-10-10		X
			BTOR Haan Tuirot Zimbabwe and Kenya August 2010		X
			BTOR_Haan_Turot_Jburg_Nairobi_Bangkok_October_Nov_2010		X
			Joint BTOR_Vasseur_Turot_Haan_druihe_IPC_Asia_Nov2010		X

Author/ Publisher	Title or Description	Place, Date	Electronic File Name	Cited	Re- viewed
			BTOR Haan Harare and Nairobi August 2010		X
			BTOR Haan Washington October 2010		X
			BTOR_Turot_Kampala_September 2010		X
Korpi, Kaija	Technical report on the regional IPC consultations in Southern, Eastern and Central Africa	October 2010		X	X
Leather, Chris	Proposals for the reform of the IPC Global Steering Committee	03 February 3 2011		X	X
Save the Children	Integrated Food Security Phase Classification System. Save the Children. Institutionalization Plan. August 2010 – December 2011.			X	X
TANGO International	Global IPC Partnership – Final Evaluation	October 2009			X
Verduijn, Rene and Herma Majoor	External End-of-Project Evaluation. IPC Regional Project, Phase II – Consolidation of the IPC in the Volatile Humanitarian Context of the Central and Eastern African Region	January 2011		X	X
WFP	WFP IPC Institutionalization Plan (Jan – Dec 2010)			X	X