

Cluster evaluation of
“Establishing a
hunger-free initiative
for West Africa”
and
“Mainstreaming
nutrition in CAADP and
agriculture policies
and programmes in
sub-Saharan
Africa”

**Project Evaluation Series
04/2020**

**Cluster evaluation of
“Establishing a hunger-free initiative
for West Africa”
and
“Mainstreaming nutrition in CAADP
and agriculture policies and
programmes in sub-Saharan Africa”**

**Project codes: GCP/RAF/476/GER
and GCP/RAF/477/GER**

Required citation:

FAO. 2020. Cluster evaluation of “Establishing a hunger-free initiative for West Africa” and “Mainstreaming nutrition in CAADP and agriculture policies and programmes in sub-Saharan Africa”. Project Evaluation Series, 04/2020. Rome.

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ISBN: 978-92-5-132376-2



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Acknowledgements

The FAO Office of Evaluation (OED) would like to extend their deepest thanks to all those who provided their time and inputs to the evaluation team. In particular, thanks are given to Dr Richemont Seki and Dr Mawuli Sablah, coordinators for GCP/RAF/476/GER and GCP/RAF/477/GER, for their help in supporting the evaluation mission, providing information, and sharing documentation as well as their valuable experience and ideas. The evaluation was led by Ms Silke Pietzsch, Team Leader, and Ms Savina Tessitore, Evaluation Manager, and Ms Luisa Belli, Evaluation Manager, from OED.

The Office of Evaluation (OED) also wishes to thank current and former staff in the Regional Office for Africa (RAF) and Nutrition and Food Systems Division (ESN) who contributed to the discussion and provided information on the projects' design and implementation, as well as FAO staff in the Namibia, Madagascar and Togo Offices for their logistical support and for the information and time they provided.

Finally, the Office is grateful to have met the line ministries of Agriculture, Health and Planning of Cabo Verde, Comoros, Ghana, Namibia, Nigeria, Madagascar, the Seychelles and Togo, as well as staff of the ECOWAS Regional Agency for Agriculture and Food (RAAF), ECOWAS and the Indian Ocean Country Commission. We thank all of them for their availability and time during the course of this mission.

Acronyms and abbreviations

CAADP	Comprehensive Africa Agriculture Development Programme
ECOWAS	Economic Community of the West African States
FAO	Food and Agriculture Organization of the United Nations Indian
IOC	Ocean Commission
NEPAD	New Partnership for Africa's Development
RAAF	ECOWAS Regional Agency for Agriculture and Food Security
REC	Regional Economic Community
SUN	Scaling Up Nutrition

Executive summary

1. Challenges integrating nutrition and the elimination of hunger in agricultural programmes persist, especially in West Africa. Indeed, the agricultural sector is an important means by which to ensure food security and nutritional outcomes for communities, but efforts towards this goal are still nascent.
2. Difficulties lie in the lack of overall understanding of the links between agriculture, nutrition and food security, in countries' institutional capacity to concretize agriculture-nutrition linkages, minimal coordination amongst key actors from multiple sectors and across countries, as well as the existence of the necessary enabling environment to support nutrition-sensitive agricultural policies.
3. The projects GCP/RAF/476/GER "*Establishing a Hunger-free Initiative for West Africa*", and GCP/RAF/477/GER "*Mainstreaming Nutrition in CAADP and Agriculture Policies and Programmes in Sub-Saharan Africa*", funded by Germany for a combined budget of USD 4 581 318 aimed to address the challenge of mainstreaming nutrition and hunger into agricultural initiatives in West Africa, especially the countries of the Economic Community Of West African States (ECOWAS). The projects launched in 2014 and the majority of activities closed by the end of 2017.
4. A clustered, final evaluation, conducted from December 2017 to March 2018, assessed outcomes from both projects. The evaluation scope covered all countries in West Africa, while the evaluation team conducted field visits in Ghana, Namibia, Madagascar and Togo. Stakeholders from countries not visited were contacted via telephone. In addition to desk review, the evaluation team conducted primary data collection through semi-structured interviews with key informants. The team also developed a nutrition marker, which applies a set of established criteria as proxies for the assessment of the depth and completeness of nutrition integration into policy or investment plans. Finally, triangulation of different data sources, perspectives and information contributed to validation of findings and supported the development of conclusions and recommendations.
5. Overall, both projects achieved the majority of intended outputs, and these activities aligned with countries' needs. However, weak monitoring and evaluation of activities, including less than optimal monitoring indicators, hindered the projects' ability to fully convey their achievements.
6. The project also successfully demonstrated the strengths of demand-driven support, which increased ownership of project-supported policies and their implementation in Member Countries. Country capacity assessments, in particular, were key to supporting structured engagement amongst countries.
7. While all countries advanced in the design of relevant policies, some were able to advance further than others in terms of implementation, probably due to variations in capacities at the national level. Momentum regarding implementation should be prioritized in the future, ensuring that all countries continue to prioritize nutrition-sensitive agricultural policy.
8. The project also faced several challenges. In particular, management issues affected the projects, as turnover of staff led to a lack of continued engagement with some

stakeholders, at times reducing the coherence of the projects with national and regional agendas.

9. The Food and Agriculture Organization of the United Nations (FAO's) capacity development framework, which supports a global approach to develop capacities at the individual, organizational and enabling environment levels, was not systematically implemented. The FAO corporate Capacity Development approach also favours a mix of functional and technical capacity support, which would have been beneficial for this project, whereas "soft skills" such as coordination, facilitation and advocacy are key to success. In particular, ongoing coordination of activities related to the projects remains a challenge and risk to the sustainability of the projects' achievements.
10. Overall, the evaluation recommends continuing support in this area. Specific recommendations addressed to stakeholders follow.

Recommendations

Recommendations 1. To FAO

- i. Improve design and formulation of policy change projects to enhance monitoring and measurement of achievements, creating a more structured and coherent project approach.
- ii. Improve project management and oversight to enhance strategic coherence of project approach, implementation and engagement with partners and stakeholders to position FAO as a key player in nutrition and nutrition-sensitive agriculture.
- iii. Expand on the capacity development approach and portfolio for projects with capacity development and knowledge management components.
- iv. Continue to seek funding support and resources from a variety of donors to expand and maintain project achievements, and promote nutrition-sensitive agriculture through the Comprehensive Africa Agriculture Development Programme (CAADP), New Partnership for Africa's Development (NEPAD) and other partnerships.

Recommendations 2. To the donor

- i. In line with its global and national commitment to Ending Hunger, the Government of Germany should continue to support countries and regional economic communities (RECs) through policy change and capacity development.
- ii. In line with global Strategic Development Goals (SDG) and World Health Assembly (WHA) commitments, other mainstream donors should support countries and RECs through policy change and capacity development.

Recommendation 3. To the partner - ECOWAS

- i. Pursue the implementation of ECOWAP 2016-2025 investment plans and create more ownership and sustainability within the REC and members states.

Recommendation 4. To the partner - NEPAD

- i. Continue to work with RECs and member states to build their capacity for nutrition-sensitive agriculture implementation, monitoring and reporting.

Recommendation 5. To the partner – National Governments

- i. Continue to pursue nutrition as a main development and social issue for the prosperity of the people, and maintain nutrition as a key political priority.

1. Introduction

1.1 Background

1. The focus of this final cluster evaluation are two related German-funded projects: *“Strengthening Regional Initiatives to End Hunger and Malnutrition in West Africa”* (GCP/RAF/476/GER), implemented from June 2014 to December 2017, and *“Mainstreaming Nutrition in CAADP and Agricultural Policies and Programmes in Sub-Saharan Africa”* (GCP/RAF/477/GER) which started in December 2014, and ends in April 2018. Both projects focused on enhancing the enabling environment for nutrition-sensitive agricultural policies, programmes and investment plans in the Africa region. While the former assisted West African countries through support to the Economic Community of West African States (ECOWAS), the latter focused on sub-Saharan Africa with particular support for Nigeria and the Democratic Republic of the Congo.
2. The decision to evaluate the two projects jointly was taken in agreement with the donor, and based on commonalities between the projects:
 - i. Both are part of a long-standing commitment on behalf of the donor to support nutrition within the Food and Agriculture Organization of the United Nations (FAO), building on previous German-funded projects centred on nutrition and the right to food. In particular, GCP/RAF/454/GER, *“Supporting food security, nutrition and livelihoods in Sub-Saharan Africa”*, which was implemented between 2010 and 2013, and supported countries in mainstreaming nutrition in national Comprehensive Africa Agriculture Development Programme (CAADP) investment plans, which was a precursor to GCP/RAF/476/GER and GCP/RAF/477/GER. The lessons learned from the project were of particular relevance to the design of the projects under evaluation.
 - ii. Both projects address common challenges in the area of mainstreaming nutrition, i.e. the need for greater focus on nutrition in the agricultural sector, better understanding of the importance of integrating food and agriculture, and in a broader scope food systems in nutrition strategies and programmes; weak institutional capacity on concretizing agriculture-nutrition linkages; the need for improved coordination between existing initiatives, nutrition networks and stakeholders (Scaling Up Nutrition [SUN], REACH) and the need for an improved enabling environment for the development of nutrition-sensitive agriculture policies and investment plans. The overall objective is to set the conditions for eradicating hunger and malnutrition, while progressively realizing the Right to Food (RtF) by 2025, including not only nutrition but social protection as components.
 - iii. As a result, the projects have partly similar and overlapping aims. In particular, Output 3 of GCP/RAF/476/GER, *“nutrition is firmly integrated into national and regional agriculture investment policies, plans and budgets”* is very similar to the overall aim, title and outcome of GCP/RAF/477/GER: *“mainstreaming nutrition in CAADP and agriculture policies and programmes in Sub-Saharan Africa”*.

1.2 Purpose of the evaluation

3. A final evaluation was foreseen at the design stage as part of the monitoring and evaluation system of GCP/RAF/477/GER.¹ The purpose of this evaluation is to track progress of the projects towards achievement of their stated output, outcome and impact goals, as well as to capture lessons learned and recommendations for next steps.

1.3 Methodology

4. The evaluation adopted a consultative and transparent approach, with the project team, and with internal and external stakeholders. The project team members have been an important source of information and exchange. Triangulation of different data sources, perspectives and information contribute to finding validation and analysis, and support conclusions and recommendations.
5. To answer the evaluation questions, the evaluation team started by conducting a desk review of existing documents, i.e. proposals of both projects GCP/RAF/476/GER and GCP/RAF/477/GER, biannual donor progress reports for both projects, symposium and meeting reports on regional and subregional level. Secondary sources included team country visit and Back-to-Office reports, preliminary mission capacity analysis reports, national and regional agriculture/nutrition policies and investment plans (Nigeria, Namibia, Seychelles, Indian Ocean Commission (IOC), ECOWAS), and agriculture extension training materials developed by the projects. A list of reference documents reviewed for the evaluation can be found in the Bibliography below.
6. Primary data collection, including semi-structured key informant interviews with FAO staff at country, subregional and regional level, national government representatives, ECOWAS and the Indian Ocean Countries Commission officials, New Partnership for Africa's Development (NEPAD) and the African Union Commission, was facilitated. Additionally, subject matter experts have been interviewed to provide a larger angle and understanding on the evolution of general policy development processes and SUN and nutrition multi-stakeholder coordination efforts. A list of key informants and interviewees can be found in Appendix 1.
7. Both projects have been reviewed for their impact and outcome indicators, based on last available donor reporting from June 2017. Where deliverables were produced, the evaluation team has verified them. Under Evaluation Question (EQ) 2, both projects are reviewed for their impact, outcome and output achievements, based on the impact and outcome indicators and targets from both project documents. Based on the results framework in both documents, the evaluation team has established achievements that were made against the planned targets. Impact level indicators that required data comparison for achievements, used online available data from the World Health Organization (WHO) nutrition databases (2016) and Integrated Phase Classification (IPC) analysis.
8. As part of the evaluation process, the evaluation team has developed a nutrition marker, which applies a set of established criteria as proxies for the assessment of the depth and

¹ No final evaluation provisions were detailed in the project document of GCP/RAF/476/GER. A mid-term evaluation of the project was foreseen, but not carried out.

completeness of nutrition integration into policy or investment plans. The development of the nutrition marker is based on a checklist with criteria suggested by the GCP/RAF/476/GER team, i.e. *NAIP Analysis Grid* (which was used for one pilot application in Togo), the *ECHO Gender and Age Marker* (2013) and FAO's *10 Key Recommendations for Improving Nutrition Through Agriculture and Food Systems* (2015). The nutrition marker rates policies for each criterion and defines a final assessment of the depth and completeness of the integration of nutrition into the document. The cross-cutting aspect of Gender is considered as one of the criteria through which national policies and investment plans are reviewed and assessed. The nutrition marker provides an assessment of the overall completeness of the policy and nutrition integration, which is indicative for the success of its implementation. For more details on the results from the nutrition marker see Annex 4.

9. Sample and sampling frame: Following consultation with the project staff, Ghana, Namibia, Madagascar and Togo were selected for field visits by the evaluation team. Project activities in other countries and regions, in particular Nigeria, which was a focus country for GCP/RAF/477/GER, and the Seychelles, IOC and ECOWAS were assessed by collecting information through telephone interviews and face-to-face conversations at a workshop in Madagascar.
10. Togo was chosen since the country hosts the ECOWAS Regional Agency for Agriculture and Food (RAAF) which was the implementing partner of GCP/RAF/476/GER. The project team was also based there, and the Government of Togo received important support as part of project implementation. In Namibia, GCP/RAF/477/GER supported the review of the National Nutrition Policy, as part of the follow-up on ICN2 recommendations. Visiting Madagascar served multiple purposes: first, to interact with key stakeholders involved in the formulation of the Programme Régional de Sécurité Alimentaire et Nutritionnelle (PRESAN) under the leadership of the Indian Ocean Commission, supported by GCP/RAF/477/GER; second, the opportunity was taken to meet with national Madagascar stakeholders during a regional workshop of member countries of IOC and Small Islands Developing States (SIDS) to discuss the PRESAN and other nutrition actions in the country and region.
11. Ghana was also visited to enable the evaluation team to interact with colleagues from the FAO Regional Office for Africa (RAF), lead technical officers, chief technical advisers, project task force members, and budget holders and budget support teams of both projects. Besides, strategic support was provided to Ghana as part of GCP/RAF/477/GER to mainstream nutrition into the *Ghana Medium Term Agriculture Sector Investment Plan (METASIP) II*.
12. The evaluation team convened a consultation workshop in Lomé, Togo, bringing together different stakeholders² to provide inputs to the evaluation and discuss achievements and lessons learned of the projects.

² These included staff from the FAO Regional Office for Africa (RAF) and Togo offices, ECOWAS Regional Agency for Agriculture and Food Security (RAAF), and government officials from Togo's Ministries of Agriculture and of Health. See full list of workshop participants in Appendix 1.

13. The evaluation team was able to take advantage of the presence of government representatives from the Atlantic and Indian Ocean Island States and Indian Ocean Commission during a SIDS workshop hosted in Antananarivo, Madagascar. Exchanges on nutrition integration with representatives from Cabo Verde, Comoros and the Seychelles were facilitated during the workshop.
14. Lastly, information collected during key informant interviews and discussions during country visits and phone conversations have been summarized. They are presented together with the results from the nutrition marker review in individual text boxes per country. Each box provides a summary of the state of affair and advancement of the policy or investment plan in the respective country.

1.4 Limitations

15. Due to financial and time constraints the evaluation team visited only four countries. This represents a small sample of the 15 ECOWAS countries targeted by GCP/RAF/476/GER, and the 25 countries covered by GCP/RAF/477/GER. Complementary interviews with stakeholders from Cabo Verde, Comoros, Nigeria and Seychelles were undertaken to broaden the data collection.
16. Both projects have been reviewed for their impact, outcome and outputs, based on the project documents, last available donor reporting from June 2017 and documentary evidence of deliverables. Due to administrative processing of the last no-cost extension in December 2017, no later reports, i.e. final report for GCP/RAF/476/GER, or biannual report in December 2017 for GCP/RAF/477/GER were available at the time of the evaluation.
17. The evaluation team extended a request to the donor (German Federal Ministry for Food and Agriculture - BMEL) for a conversation as part of the evaluation key informant interviews, but it was not possible to facilitate the conversation within the given time frame due to challenges with the identification of a reference person at BMEL.

1.5 Intended users

18. The primary intended users of this evaluation are the project teams and Steering Committee, and officers and managers in the Regional Office for Africa (RAF) and in the FAO Country Offices, officers of the ECOWAS Commission and its agencies, national government officials as well as other actors directly involved in implementation of the projects. The FAO Nutrition and Food Systems Division (ESN) and the Strategic Programme 1 (SP1) team at FAO headquarters, as well as the donor are also a primary audience for this evaluation.
19. Secondary users include the broader community involved in nutrition at a global and regional level, including parliamentarians, civil society organizations and those participating in the SUN movement and REACH initiative.

1.6 Scope and objective of the evaluation

Scope

20. The scope of the evaluation is the entirety of the two projects – GCP/RAF/476/GER and GCP/RAF/477/GER. The evaluation was carried out from December 2017 to March 2018.
21. The evaluation’s geographical scope includes the whole of Sub-Saharan Africa, with a focus on West Africa for GCP/RAF/476/GER. In planning the field missions, the geographical focus was narrowed down to four countries, in consultation with FAO officials involved in the project (see methodology section). The countries are Ghana, Namibia, Madagascar and Togo.
22. Seeing the common focus of the two projects, FAO’s Strategic Objective 1 (SO1) (“Ending Hunger”) and FAO’s Nutrition Strategy, the evaluation probed into the linkages between the projects, and how far they have contributed and/or were influenced by the two strategies. The evaluation findings contribute to the ongoing evaluation of FAO’s SO1 and will provide inputs to the upcoming evaluation of FAO’s Nutrition Strategy.
23. This evaluation reviewed and assessed all activities funded by the donor as part of the two projects under evaluation. Under GCP/RAF/476/GER, a contribution of USD 3 million from ECOWAS had been foreseen for specific project activities, managed by the ECOWAS Commission. This commitment was not honoured, hence the initially planned activities under the ECOWAS contribution are not reviewed under this evaluation.

Objectives (including main evaluation questions)

24. The objective of this evaluation is to assess the achievement of expected outputs and outcomes of the two projects, to learn lessons from the successes and challenges encountered during implementation and provide recommendations for next steps. The evaluation also aims to provide accountability to the German donor - Bundesministerium fuer Ernaehrung und Landwirtschaft (BMEL) - the German Federal Ministry for Food and Agriculture.
25. No theory of change (TOC) had been developed at design stage for either project, hence there was no pre-established guiding framework for the evaluation to analyse anticipated outcomes and outputs, and linkages between them. The evaluation and this report are structured along the evaluation matrix, which took into account the following main evaluation questions, as defined in the Terms of Reference:
 - i. Design and Approach (relevance): To what extent are the projects’ designs relevant and appropriate to the goal of reducing hunger and malnutrition and to the context? Was the design of the projects clear? Was the projects’ theory of change well-articulated, consistent and coherent? To what extent were the adopted approach and the process fitting to the goal? Were there available resources and was the time frame appropriate to the aim of the projects? Was the design of the projects aligned to FAO’s strategic framework, including the nutrition strategy?
 - ii. Results (effectiveness): Has nutrition been firmly integrated in national and regional agriculture investment policies, plans and budgets by governments and their development partners as a consequence of the projects? And if so, how effective has such integration been and how is it being used, if at all, to trigger change on the ground? Have strategies on combining social protection and agriculture been developed and applied? Has the capacity of regional and national stakeholders to

integrate nutrition increased? Has the right to food been promoted? Were there any unintended project results, and if so, what was their positive or negative outcome?

- iii. Sustainability and ownership: Has political commitment among key decision makers been built? Were awareness raising and advocacy initiatives adopted? Were they effective, and if so, how? Were multi-stakeholder partnerships established and/or strengthened? Is the initiative owned by national and regional stakeholders as a consequence of the projects' approach of engaging with them?

1.7 Structure of the report

26. Following this introduction, Chapter 2 presents the context of the project and its theory of change; main findings are presented in Chapter 3, divided by evaluation questions; lastly, conclusions and recommendations are presented in Chapter 4.

2. Context

2.1 Context of the project

27. This is the joint evaluation of two projects implemented in parallel across Sub-Saharan Africa.
- i. “Strengthening Regional Initiatives to End Hunger and Malnutrition in West Africa” (GCP/RAF/476/GER), officially launched in February 2014, and ended in December 2017. However, project activities began as early as September 2013 for a three-year period. Therefore, two no-cost extensions were granted by the donor (one to end in 2016 and the other to end in 2017). The overall goal of this project was to “sustainably reduce the prevalence of hunger and malnutrition, and advance the realization of the Right to Food in West Africa”. With a budget of USD 2 581 318, and a planned contribution of USD 3 million from ECOWAS, the project focused on supporting the ECOWAS Commission and its member states.
 - ii. “Mainstreaming Nutrition in CAADP and Agricultural Policies and Programmes in Sub-Saharan Africa” (GCP/RAF/477/GER). The project had a total budget of USD 2 million and was due to end in December 2017, but was granted a no-cost extension until April 2018. Its overall objective is “The food and nutrition security situation, and in particular dietary intake, of vulnerable households in Sub-Saharan Africa is improved”.
28. Key partners for both projects were, at regional level: staff from continental and subregional institutions related to economic development, food security, nutrition and health (African Union, NEPAD and Regional Economic Communities (RECs), ECOWAS and other institutions. Personnel working on regional and global initiatives for food security and nutrition in Sub-Saharan Africa (FAO regional and subregional project staff, other UN personnel and development partners, including non-governmental organizations (NGOs), regional farmers’ associations and civil society organizations (CSOs) were also involved in the project). At national level: Governments, FAO teams, partner institutions including UN agencies, REACH and SUN partners, NGOs/CSOs, centres of expertise, donors funding food and nutrition security interventions, notably the European Union, United States Agency for International Development (USAID), World Bank, Bill and Melinda Gates Foundation. Stakeholders for GER 476 were also the ECOWAS Commission and its agencies, and regional umbrella entities of parliamentarians and civil society (some national parliaments and West African Alliance Against Hunger and Malnutrition).
29. Following the global food and nutrition crisis in 2008, FAO implemented its project GCP/RAF/454/GER in 2010-2012. The project, a precursor to the ones under evaluation, raised awareness and interest on the importance of nutrition-sensitive agriculture through strong focus on stakeholder mobilization. The project focused on advocacy and lobby efforts with a variety of regional and national stakeholders across Africa, promoting agriculture and nutrition linkages and their importance for a healthy and productive population. Inclusion of SUN and REACH movements and initiatives, and collaboration with NGOs was successful to mobilize the agriculture community through trainings, learning events, symposiums, case studies, etc. Diverse efforts were made to raise awareness internally in FAO, through inclusion of a Nutrition session at the internal annual Food Security Symposium, the Standing Committee for Nutrition Meeting, as well as regional

and national internal workshops and meetings to establish visibility and understanding of the importance of nutrition integration into agriculture across the agency and its representation. Global, regional and national workshops facilitated by FAO and its implementing partners built additional awareness about the importance of nutrition in the agriculture sector, and created a basic understanding and demand by governments and RECs for the need to consider the integration of nutrition into agriculture policy.

30. FAO's efforts and work through GCP/RAF/454/GER contributed to the regional (African Union) and subregional level (Regional Economic Communities) institutions to commit to accelerating efforts to end hunger and confront malnutrition, using the Comprehensive Africa Agriculture Development Programme as an entry point. In June 2014, the Malabo Declaration (Declaration on Nutrition Security for Inclusive Economic Growth and Sustainable Development in Africa)³ established an increased focus on ending hunger and reducing stunting and underweight by 2025, reinforcing the importance of nutrition within the CAADP framework.
31. Towards the end of project GCP/RAF/454/GE, recommendations were formulated to focus future project phases on support towards the realization of the planned achievements of the CAADP framework. Collaboration and support to NEPAD and RECs were identified as a core element, providing capacity building and policy development for national governments and regional entities. The two projects under evaluation built on the previous efforts of GCP/RAF/454/GER to provide the needed support and capacity to governments and RECs, to successfully integrate nutrition into agriculture policy and investment plans. Additionally, close collaboration with CAADP, NEPAD, SUN and REACH was suggested to support the political and technical will that had been created.

2.1.1 Theory of change

32. Through the evaluation process, respective TOCs for GCP/RAF/476/GER and GCP/RAF/477/GER have been retrospectively reconstructed based on the indicator framework in the proposals. Additionally, a more comprehensive TOC is proposed based on the evaluation results, integrating both projects and providing a more causal relationship between project activities. See Evaluation Question (EQ) 1 – TOC.

³ Malabo Declaration (June 2014). Declaration on Nutrition Security for Inclusive Economic Growth and Sustainable Development in Africa, included the following commitments: i) Reaffirmation of the commitment to end hunger by 2025 through strengthening of development policies as an effective investment in the human capital in countries; ii) Commitment to ending child stunting bringing down stunting to 10% and underweight to 5% by 2025 and in particular, focusing on the first 1000 Days; and iii) Commitment to positioning this goal as a high-level objective in national development plans and strategies, and to establish long-term targets that give all children equal chance for success, by eliminating the additional barriers imposed by child undernutrition.

3. Findings

33. Findings from the evaluation process have been analysed and are presented according to the evaluation questions and sub-questions as detailed in the evaluation TOR and evaluation matrix. Results for both projects are grouped together under key headings linked to the evaluation question formulation. Additionally, detailed impact, outcome and output targets and achievements are documented in the Evaluation Framework in Annex 13. Country level information is summarized in country boxes (see methodology) placed throughout the Findings section.

3.1 Evaluation Question 1: relevance of design and approach

- i. Both projects were relevant to the nutrition and food security context in Africa. Collaboration with NEPAD was strategic to support CAADP and Malabo 2014 declaration and work towards SDG and WHA targets. Constructive partnerships with ECOWAS/RAAF-DARD, NEPAD, SUN and REACH were implemented.
- ii. Clear, logically structured and measurable output and indicator formulations for both projects. Outcome and impact formulations were vague and lacked concrete baseline and target values. Impact formulations lacked clarity in definition of indicators and were overambitious.
- iii. No explicit theory of change, or joint TOC, capturing both projects' activities was developed.
- iv. No reference to the FAO Capacity Development Framework was made, although capacity development is central to both projects.
- v. The projects' time frames were appropriate and realistic to carry out the proposed activities and achieve the respective outputs.
- vi. Both projects are aligned and contribute to FAO's SO1.
- vii. Both projects were designed and implemented along the main axes of the FAO Nutrition Strategy.

Project relevance

34. Sub-Saharan Africa continues to struggle with high levels of malnutrition and food insecurity. The decrease in stunting prevalence is slower than any other continent, with only 33.5 percent (2016) from 35.6 percent (2011). Democratic Republic of the Congo, Madagascar and Nigeria are still amongst the countries with the highest prevalence of stunting with 42.5 percent, 49.2 percent and 32.9 percent, respectively (WHO, 2016). With the World Health Assembly targets focusing on the reduction of stunting prevalence by 40 percent in 2025, additional efforts and support are needed for regional and national institutions and governments to address and mainstream nutrition throughout all national development strategies and policies. Hence, the implementation of GCP/RAF/476/GER and GCP/RAF/477/GER in West Africa and Sub-Saharan Africa, with focus on capacity development and technical support to governments and RECs with the integration of nutrition into agriculture policies and investment plans was timely, relevant and appropriate.
35. Following CAADP and the Malabo Declaration (2014) (i.e. ending hunger and reducing stunting) dedicated support to African countries and RECs was crucial to support the

necessary policy adjustments and work towards these commitments. The projects' main axes (GCP/RAF/476/GER Outputs 1-3, and GCP/RAF/477/GER Outputs 1-5) were appropriate to address the identified support needs by government and regional institutions.

36. Both projects were able to benefit from a momentum created by GCP/RAF/454/GER, with awareness raising and mobilization of governments and RECs' interest in nutrition and agriculture linkages. The project implementation and final evaluation of GCP/RAF/454/GER provided inputs and valuable lessons for the design and implementation of GCP/RAF/476/GER and GCP/RAF/477/GER.
37. Close collaboration with ECOWAS was built into the design of GCP/RAF/476/GER, including a financial contribution from the regional body for the implementation of the project. However, ECOWAS was not able to honour the financial commitment due to shifting priorities of member states and consequential reorientation of funds.⁴ Key informants voiced that the lack of ECOWAS implication in the project design might have contributed to the lack of ownership and buy-in to honour some level of financial contribution. Nevertheless, the GCP/RAF/476/GER team continued to closely coordinate implementation with ECOWAS, i.e. placing the project coordinator at the ECOWAS Regional Agency for Agriculture and Food Security (RAAF) office in Togo, defining priority support countries together with ECOWAS, etc.
38. GCP/RAF/477/GER's close collaboration with NEPAD was a strategically strong choice, and an entry point for the project to reach RECs and member states, and contribute to the systematic coordination of support requests and documentation of learning through NEPAD. The scope of the project was ambitious, given that Sub-Saharan Africa member states and RECs have very different levels of existing capacities and engagement in Nutrition. The challenges of multi-stakeholder coordination in a large geographical area were partially overcome by linking to existing stakeholder initiatives and platforms, i.e. SUN, REACH.

Clarity of project design

39. The design of both projects (i.e. Impact, Outcome, Outputs and Activities) and how the projects wanted to contribute to the larger efforts of CAADP and Malabo (i.e. contribute to ending hunger and reducing stunting by 2025) were clearly formulated in the project documents and indicator frameworks. Both projects used a linear approach and logical framework to structure respective goals and objectives. Both projects formulated output baseline values and targets to achieve during project implementation. Outputs were mostly defined as deliverables, i.e. number of trainings, number of policy/strategy documents, number of training materials, etc., which were measurable and reported on.
40. The Outcome formulation for GCP/RAF/476/GER, "Governmental and non-governmental partners are collaborating more strongly and have increased their efforts towards the eradication of hunger and malnutrition in West Africa" is vague. Indicators and target values were adjusted later during project implementation process. Amongst them, a quantifiable indicator was chosen, i.e. "...increase of country budget allocation for food and

⁴ Reduced contribution was in particular from Nigeria due to internal resource needs for the fight against Boko Haram (personal conversation).

nutrition security...”, although the necessary monitoring activities were not implemented to allow for reporting against this indicator.

41. GCP/RAF/477/GER’s outcome statement of “Governments, regional organisations and their development partners adopt policies and implement strategies that maximise the nutritional impact and sustainability of food and agriculture systems”, was ambitious in aiming to reach a level of *policy adoption and implementation* in such a short time frame, i.e. three years. The chosen outcome measurement indicators for GCP/RAF/477/GER were measurable, i.e. “Number of countries where national policies include nutrition objectives, and “Number of regional and sub-regional institutions which promote the integration of nutrition in agriculture policy”, and have clear baseline and target levels formulated. However, while output-style formulations of indicators, i.e. “Number of countries that [...]”, are measurable and easy to monitor, they do not capture the complexity of capacity development and policy change supported by both projects. The final evaluation of GCP/RAF/454/GER similarly flagged concerns about the formulation of outcomes and indicators, and the ability to measure and monitor the achievements, given the complexity of effective capacity development, policy change and institutional support.
42. On the impact level, GCP/RAF/476/GER focused on the “*Eradication of hunger and malnutrition and advancement of the Right to Food in West Africa*”, measured by indicators similarly vague in formulation and relevance for the activities implemented:
 - i. “Reduction of pockets of acute food and livelihood crisis, humanitarian emergency and famine (IPC classification)” - While the use of IPC as an indicator⁵ is commendable, a more precise choice of indicator formulation was needed to define the information and data used to document achieved change, i.e. “number of people affected by crisis in Phase classification 4 and 5 in 15 ECOWAS countries”. However, a policy development project of three years duration has a limited ability to influence populations affected by acute food crisis, especially in a region highly affected by climatic and conflict-based shocks.
 - ii. “Reduction in Malnutrition” - Measured by “rate of acute malnutrition (wasting) in 2010: 10 percent (WHO)” has a well-established baseline and a concrete target to reach (“Minimum 8.3 percent (1990 level)”). Wasting levels in West Africa significantly fluctuate with seasons and changes in the local contexts affected by climatic and conflict shocks. Attribution towards wasting prevalence changes is difficult, especially for a short policy project.
 - iii. “Food security governance mechanisms strengthened (e.g. coordination bodies, parliamentary caucus, etc.)” – The definition of a baseline and target value was not facilitated. It remains questionable if strengthened food security governance mechanisms would lead to the advancement of the right to food in West Africa. Also, it is unclear why the “right to food” was singled out to be included at the impact level, instead of at the output level, where direct activity measurements were possible.

⁵ The indicator uses an IPC map of June 2012 as a baseline with a target of “*complete map of the sub-region; increase resilience (by 2015)*”. It is unclear how “*pockets of acute FSL crisis*” are defined for this purpose, i.e. which IPC Phase classification – population in Phase 3, 4 and 5, or only Phase 4 and 5? Additionally, the concept of resilience (“*increase resilience*”) is brought into the measurement, which is neither mentioned at outcome nor output levels.

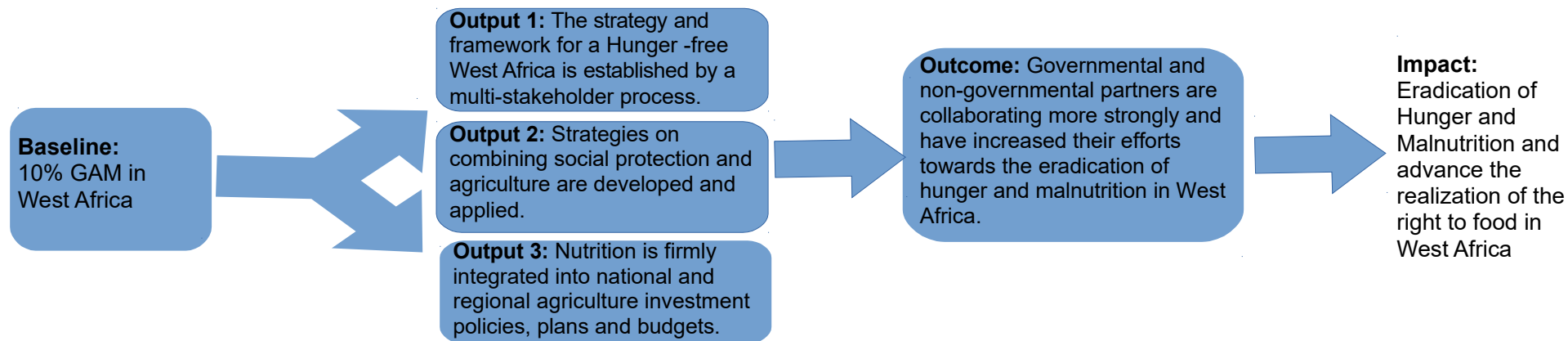
43. GCP/RAF/477/GER formulated the impact as “The food and nutrition security situation, and in particular dietary intake of vulnerable households in Sub-Saharan Africa is improved.”, measured by the “prevalence of stunting”. While the use of stunting prevalence is more appropriate than wasting, significant changes attributable to the project are unlikely to occur over a short duration. The consideration of “*dietary intake*” on the impact level is flawed due to its micro level data needs and inability to measure dietary intake effectively on population level within the framework of this project.
44. Both projects’ raise concerns on: a) the overall choice of impact indicators, and their formulation in relation to the projects’ objectives and goals; and b) the formulation of baseline and target values to be effectively measured. The formulation and choice of indicators *vis-à-vis* project activities and focus, indicate a lack of understanding of project components, their causal relationship and their respective contribution to results.
45. Both projects contained many thematic pillars, i.e. nutrition, food security, agriculture, agriculture extension, advocacy, costing, social protection, information systems, right to food, resource mobilization, etc. This created a large work portfolio for the small team, i.e. two project coordinators (lead technical advisers). The team tried to cover all the different areas of sectoral competencies. The projects would have benefited from a streamlined focus on priority elements necessary for policy change, i.e. advocacy, communication and policy formulation support. In addition, the projects had a large geographical portfolio - all 15 countries in ECOWAS, and 25 in Sub-Saharan Africa. The overall scope of both projects, i.e. thematically and geographically, has stretched the team’s capacities and resources thinly, i.e. supporting many countries at different depth.

Theory of change

46. Both projects included a basic linear indicator framework, similar to a logical framework, outlining intended impacts, outcomes, outputs and activities. Neither of the two projects had a theory of change. The implementation process, i.e. the chronology of activities, the different levels of stakeholder engagement, the variety of activities, etc., were not clearly spelled out in the design of the projects. The lack of a TOC or of a hypothesis on how change happens, and how activities are linked to each other to achieve planned change, has affected the coherence and timing of activities, i.e. right to food activities or Pan-African parliamentarian outreach started only towards the latter half of both projects, although it could have amplified other activities, i.e. REC and country level interest and mobilization through earlier engagement.
47. Both projects implemented similar and overlapping activities which enabled them to closely work together and use resources most efficiently across the two projects and their large geographical scope. No joint TOC or implementation framework was developed to align both projects’ activities.
48. Similarly, no TOCs were developed for country level engagement, i.e. to define and document details of support to countries based on the country capacity assessments. The lack of country TOC development made it harder for the team to: i) clarify expectations for the technical assistance to governments; ii) support the monitoring and follow-up of achievements at country level; and iii) create greater understanding at the country level, paving the way for ownership and sustainability of the policy development and implementation.

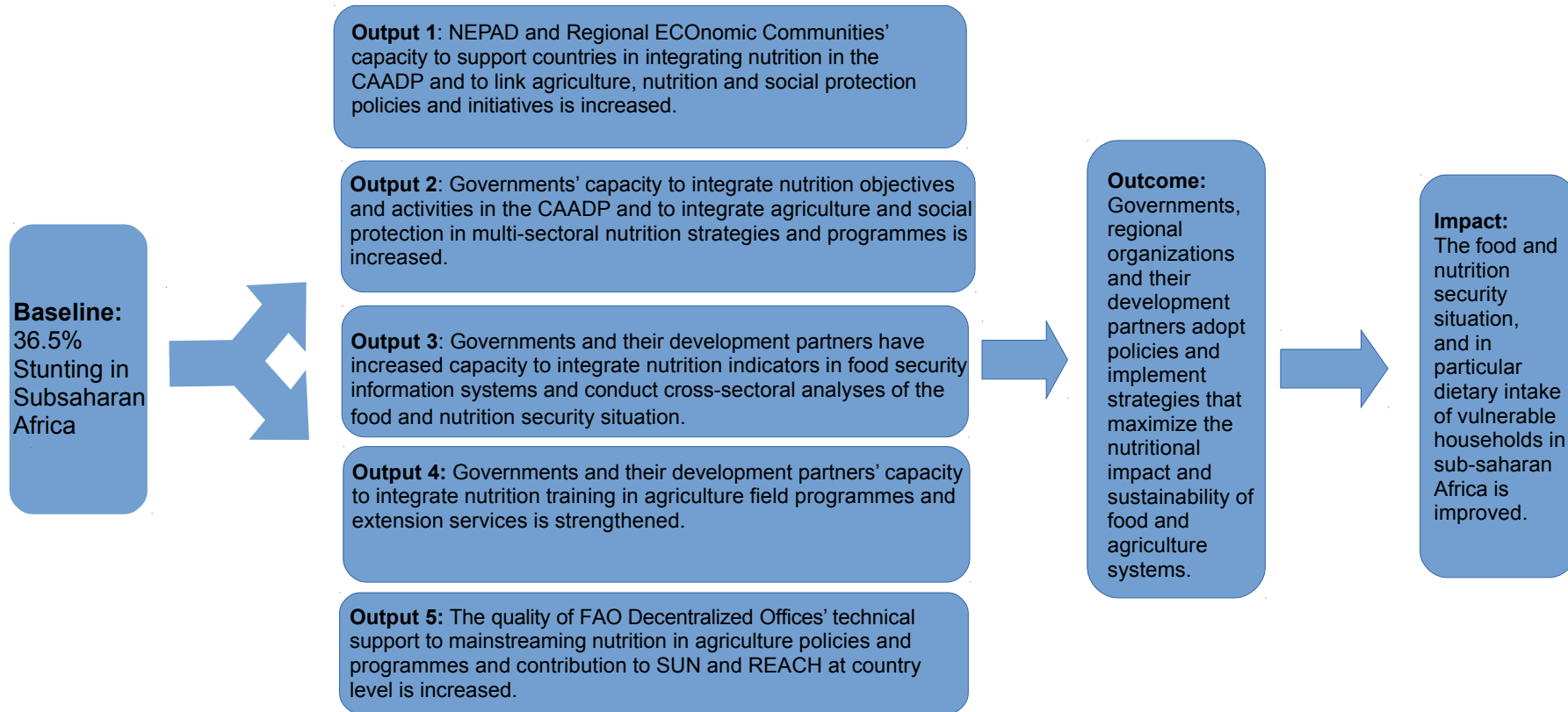
49. As part of this evaluation two TOCs, one for each project, have been developed retrospectively to capture the project elements. Figure 1 and 2 show basic TOCs for GCP/476/RAF/GER and GCP/477/RAF/GER, according to their original result frameworks. A more detailed TOC is suggested for both projects' overall approach of capacity development and policy change.

Figure 1: Retrospective ToC for GCP/476/RAF/GER



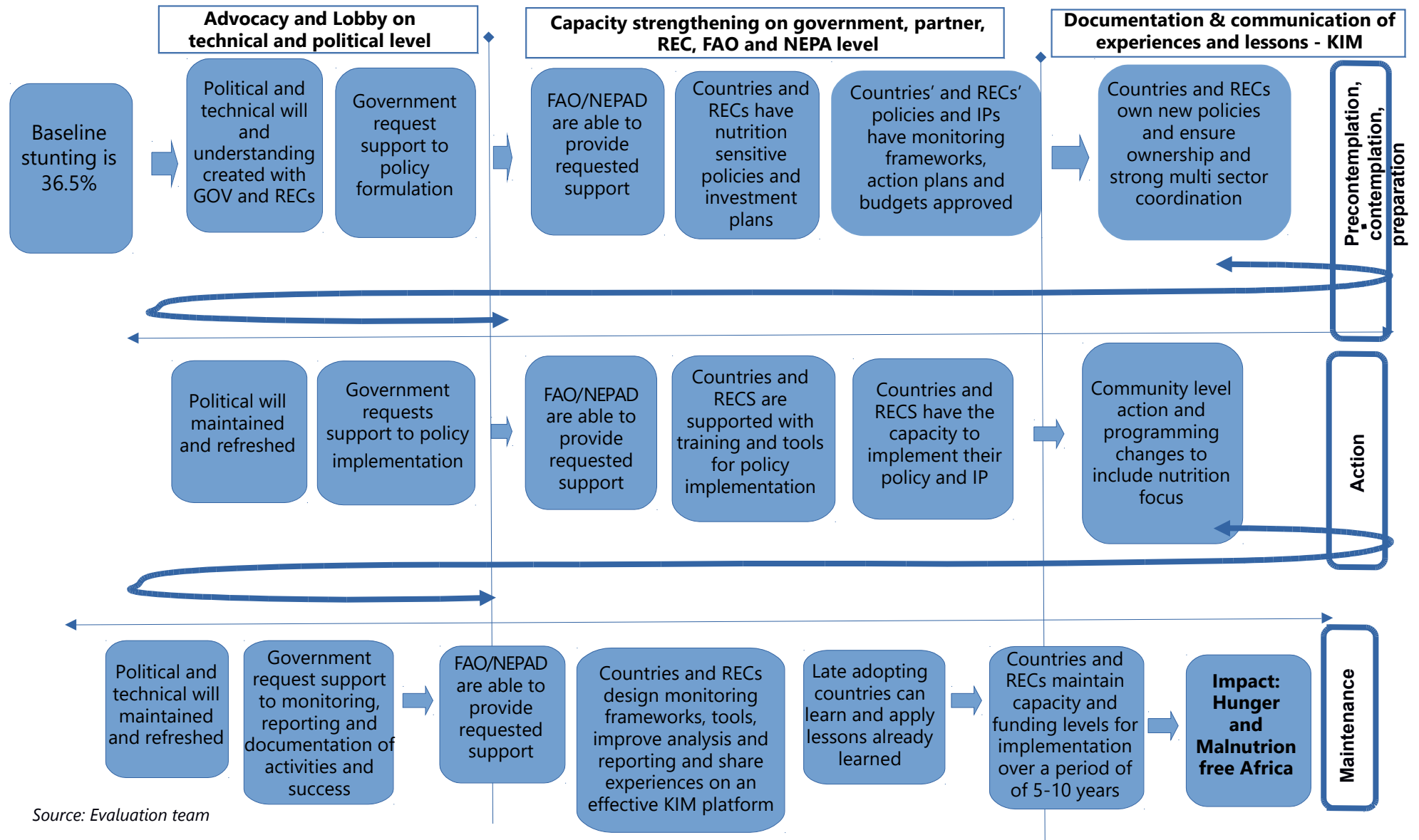
Source: Evaluation team

Figure 2: Retrospective TOC for GCP/477/RAF/GER



Source: Evaluation team

Figure 3: Suggested overall TOC for capacity development and policy change contributing to a hunger-free Africa



Source: Evaluation team

50. The suggested TOC (Figure 3) structures project activities under three main pillars (green): A) advocacy and lobby on technical and political level; B) capacity development and maintenance on government, REC, NEPAD, partner and FAO level; and C) documentation and communication of experiences and lessons. The project approach is layered in three levels (blue) with recurrent elements under Pillar A, indicating the circular need for continuous advocacy and lobby on technical and political level. Each level indicates the achievement of change at the end of its horizontal level (right side) – development of policy, implementation of policy and maintenance of implementation for the overall impact-outcome of a Hunger and Malnutrition Free Africa.

Project approach and process

51. Both projects started with respective inception meetings and the gathering of a steering committee to plan the implementation. The meetings were attended by FAO management staff, coordination team and a donor representative, and ensured common understanding of planned achievements, activities and expected challenges. Throughout the projects' implementation time, adjustments to the budgets and timelines were necessary. The steering committee oversaw and supported the facilitation of these changes. Despite similarities of the two projects in terms of content of activities and approach, no joint steering process or meetings were facilitated.
52. FAO managed GCP/476/RAF/GER and GCP/477/RAF/GER as two individual projects, in line with FAO procedures. This led to separate budget holders and budget support staff, and separate Coordinators and Technical Support. Despite the overlapping reach and content of both projects, no strategic decision for joint resource management was made at FAO Regional Office for Africa (RAF) level. Instead, both projects relied on the lead technical officers to coordinate regional and country activities, to improve the integration and synergies between the two projects.
53. A Regional Office for Africa (RAF) programme officer (i.e. Livestock Officer) was in charge of coordinating projects implemented in the West Africa subregion. While this is a step towards improved internal coordination at subregional level, the time available to effectively coordinate all FAO action in the subregion is insufficient to optimize resources and partnership management, and establish a coherent long-term vision in line with FAO's strategic framework.
54. Both projects focused on policy change, i.e. mainstreaming nutrition into agriculture, changing agriculture extension services and nutrition promotion through multi-sectoral approaches, etc. Neither project used a structured approach to change management to improve the change process. Given that the projects were aiming for behavioural and procedural changes in national policies and investment plans, a change model from the behaviour change sector could have been supportive for implementation. Change models demonstrate the process of change from the understanding of certain topics (nutrition) by stakeholders (governments and RECs), to the resulting changes in behaviour by governments and decision makers. The identification of change processes can inform necessary project activities and their timelines for implementation, to achieve planned project objectives and results.
55. To apply an example change model as part of the two projects' implementation, the behaviour change-based Stages of Change Model (Whitelaw, S., Baldwin, S., Bunton, R.,

Flynn, D1992)⁶ could be adapted to influencing behaviours necessary for policy change. Table 1 shows a possible application of the Stages of Change to the two projects. The various stages from *pre-contemplation* (i.e. lack of understanding of the importance of nutrition), *contemplation* (i.e. understanding the importance of nutrition and the need for change), *preparation* (i.e. developing policies integrating nutrition effectively), *action* (i.e. implementing adopted policies and new guidance), to *maintenance* (i.e. active monitoring, learning and continuation of implementation of the nutrition policy) provide an overview of the dynamics of change.

⁶ The Stages of Change model is widely used for behaviour related change management and processes.

Table 1: The Stages of Change Model - adapted from Prochaska et al. 1992

Stage	Pre-contemplation of Change	Contemplation of Change	Preparation of Change	Action for Change	Maintenance of Change
Objective to be achieved: Zero Hunger and Malnutrition in Africa	Denial of nutrition as a problem, focus on agriculture yields (quantity over quality of yields), lack of awareness of nutrition security as a concept and of its importance.	Reflection with peer community, UN Decade for Nutrition Action, CAADP, Malabo, NEPAD, advocacy on nutrition security with RECs and Gov.	Policy/Strategy formulation, action planning including budgeting.	Implementation of policy, transfer of new skills and new ways of working, adjustment of tools and guidance.	Continuation of implementation, monitoring and evaluation, reporting, impact measurement, etc.
Stage Definition	Institution is unaware of the problem and has no intention to change approach in foreseeable future, maybe individuals are aware of problem.	Institution is aware of problem; serious consideration of change in approach ("behaviour"), awareness raising with individuals.	Institution is intending to take action, has requested support to policy formulation, has completed policy.	New Policy modifies programme approach ("behaviour"), monitoring of achievements, increased knowledge and information management.	Institution works to prevent relapse and consolidates gains, use of new evidence and knowledge, impact and benefit measurement, achievement of overall objective.

56. The application of Stages of Change in projects focused on behaviour and policy change can facilitate the identification of activities per phase and timely priorities, i.e. activities building political will to be implemented early (*Pre-contemplation*) to entice demand (*Contemplation*), to cater for technical support to policy formulation (*Preparation*) and implementation (*Action*), bringing about the expected changes (*Maintenance*). Applying this change model to both projects under evaluation, it shows that both projects have systematically supported countries to go through *pre-contemplation* and *contemplation* stages, to reach the *preparation* phase, i.e. countries developed national policies integrating nutrition, and are getting ready for implementation. Table 2 shows the contribution and position of GCP/454/RAF/GER, GCP/476/RAF/GER and GCP/477/RAF/GER in the Stages of Change model.

Table 2: Contribution and position of projects in the Stages of Change Model

Baseline	Pre-contemplation of Change	Contemplation of Change	Preparation of Change	Action for Change	Maintenance of Change	Result
High levels of Stunting in Africa.	Denial of nutrition as a problem, lack of awareness of nutrition security as a concept and in its importance.	Mobilization by peer community, UN Decade for Nutrition Action, CAADP, Malabo, NEPAD, advocacy.	Policy/Strategy formulation, action planning.	Implementation of policy with all components.	Continuation of implementation, monitoring and evaluation, reporting, impact measurement, etc.	Zero Hunger and Malnutrition in Africa.
	GER 454 – advocacy, awareness raising internally to FAO and externally with stakeholders on regional and national levels.					
		GER 476 and 477 – awareness with stakeholders on regional and national levels, advocacy and communication, support to policy and project formulation, capacity development, resource mobilization symposium and meetings.				
Suggested Approach: 10-15 years strategy to cover all stages of change tailored to country and region capacity and context, adjust conditions and criteria for support, develop capacity gaps for policy design and implementation, strengthen partnerships, monitor, report, create evidence and knowledge management to achieve Zero Hunger and Malnutrition.						

Note: Column size is not to scale of importance or duration of the respective stage of change.

57. Capacity development was a core pillar in both projects under evaluation. FAO has a Corporate Strategy on Capacity Development (2010). Overall, FAO's approach encompasses four core elements – focus on dialogue and demand-driven (vs supply-driven) support, focus on three dimensions (see below), focus on technical and functional capacities, and a focus on forming close partnerships. FAO's approach includes the promotion of technical capacities, i.e. food, nutrition, agriculture, etc., as well as functional capacities, i.e. policy formulation and reform, knowledge management, partnership development and management, implementation management including budgeting, planning, monitoring and evaluation. The two axes of capacities are applied across three dimensions of capacity development – individual (i.e. knowledge, skill levels - technical, managerial and attitude), organisational (i.e. public and private organisations, civil society, strategic management, operational capacity, resources management, and information and knowledge management), and the enabling environment (i.e. political commitment and vision, legal frameworks, etc.).

58. Both projects did a capacity needs assessment addressing nutrition, sectoral coordination, sectoral understanding of roles in collaboration to address malnutrition, technical capacities, etc. The assessment was not consistent with FAO's capacity development framework (see above). Similarly, FAO's capacity development approach was not considered at implementation stage. More details on achievements on capacity development with NEPAD, RECs and governments under EQ2 Capacity Development.
59. The two projects had different ways of selecting countries. Priority countries for GCP/476/RAF/GER were defined based on ECOWAS regional priorities, i.e. post-Ebola countries (Guinea, Liberia, Sierra Leone), least developed countries or countries that received less support during the formulation and implementation of their first National Agriculture Investment Plan (NAIP - Cabo Verde and Guinea Bissau), and countries with particular proximity to ECOWAS RAAF (Togo). On the other hand, GCP/477/RAF/GER provided support to countries in response to their requests made to the local or regional FAO office. Ideally, the decision for support to benefiting countries was made on the basis of key criteria, i.e. food security and nutrition needs, the state of the national sectoral policy or investment plans, existing technical and functional capacity levels, country interest and motivation in the revision of policy and practice to improve nutrition, HANCI⁷ position, etc. In addition, all 15 ECOWAS member countries requested for support through their commitment and endorsement of: i) the Zero Hunger position paper of Sep. 2012 to eradicate hunger and malnutrition by 2032; ii) the Malabo Declaration of June 2014, ii) the renewed COMPACT of ECOWAP of 2nd generation 2015.
60. Some government and UN representatives key informants reminded of the importance of a clear definition of roles and responsibilities among agencies and questioned whether supporting inclusion of nutrition in global policies was part of the FAO mandate. The success of both projects is based on the credibility and positioning of FAO as the go-to-partner for nutrition and nutrition integration into agriculture policy and investment plans.

Resources and time frame

61. Both projects had tight budgets of approximately USD 2 million for three-year interventions each. The large diversity of activities, i.e. nutrition, food security, agriculture, social protection, the right to food, information systems, training, advocacy, policy support, etc., meant that every activity was carefully planned and implemented. Synergies between the two projects were used where and when possible to contribute to or co-fund activities.
62. A contribution of USD 3 million had been committed during project formulation (mentioned in the signed project agreement) by ECOWAS to the joint implementation of GCP/476/RAF/GER, to facilitate a larger scope of activities across the 15 ECOWAS countries involved in the project. Although ECOWAS was not able to contribute the committed resources, reaching all of 15 ECOWAS countries was maintained, but advancement of some achievements was more shallow, i.e. promotion of the right to food, country budget allocation follow-up, integration of social protection in country policies, etc. See EQ2 for achievements.

⁷ Hunger and Nutrition Commitment Index is ranking governments on their political commitment to tackling hunger and undernutrition, www.hancindex.org.

63. The projects' time frames were appropriate and realistic to carry out the proposed activities and achieve the respective outputs. Countries and RECs have been able to formulate policies and investment plans, but most have not been adopted yet (as per outcome formulation), i.e. none of the four countries visited have started implementation of their nutrition-sensitive policies yet. The available time frame and resources were insufficient for the achievement of the formulated outcomes and impacts.
64. Both projects started with delays due to delays in recruitment of staff, in large part due to FAO recruitment modalities which only allowed for staff recruitment once the project was underway. Activities carried out under the previous German-funded project GCP/RAF/454/GER had strengthened political will and interest towards mainstreaming nutrition in agriculture. However, by the time the activities implemented under the two evaluated projects effectively started, about 18-24 months had passed since the closure of GCP/RAF/454/GER. During the interim funding gap, communication and outreach to governments and RECs subsided. Similarly, turnover of internal FAO staff, and staff in governments and RECs leads to loss of institutional memory and requires constant new awareness raising and advocacy to maintain interest. The interruption of funding after GCP/RAF/454/GER put the previous achievements, and the possible success of GCP/RAF/476/GER and GCP/RAF/477/GER at risk.
65. The project design of GCP/RAF/477/GER envisaged the presence of a senior nutrition officer to play the role of lead technical officer. The lead technical officer is not paid by the project and ensures technical guidance and oversight. For the daily management, each project recruited a project coordinator. The senior nutrition officer present at the time of project inception and during the first years of project implementation retired (December 2016) and was not replaced until March 2018. The nutrition officer, project coordinator of GCP/RAF/476/GER assumed the interim support as senior nutrition officer in charge, which included the overall implementation of GCP/RAF/477/GER and the lead technical officer oversight for GCP/RAF/476/GER. Concerning GCP/RAF/476/GER, the project coordinator resigned in October 2015. The former project coordinator provided some support as he remained with FAO, while his position was assumed by an international consultant (nutrition and food systems) who managed both administrative and technical matters. Turnover of staff during project implementation is generally complex to manage. In the meantime, other team members (i.e. nutrition consultant) stepped up, resulting in possible strain on their activities, affecting the remaining staff' capacity and motivation, leading to exhaustion and inefficiencies. Oversight and technical support of the senior nutrition officer, also the lead technical officer, for the prioritization of activities, political advocacy, stakeholder engagement and functional capacity development, etc. was not continuous. This is mainly due to the retirement of the senior nutrition officer two years after project implementation, after which he was not immediately replaced. Later on, however, the project coordinator of GCP/RAF/477/GER was appointed as lead technical officer for GCP/RAF/476/GER.
66. Both projects promoted a large scope of activities, requiring multiple competencies to cover all of the technical topics, advocacy activities and capacity development components. Technical competencies for support, i.e. costing, social protection, right to food, communication, etc. were drawn from FAO headquarters technical departments, in good collaboration between technical staff in FAO headquarters and Regional Office for Africa (RAF). However, feedback suggests that support was punctual, and seized when headquarters staff had to return to headquarters attending their global workload. At times,

this was challenging, as country follow-up requests were outside the projects' teams expertise. Dedicated experts on regional level, i.e. for social protection and the right to food, shared by both projects were missing to continuously support countries and RECs.⁸

67. Only project output-specific communication was facilitated throughout projects implementation, i.e. post-workshop, post-training or symposium, specific reports. The project team was able to contribute a chapter to the *FAO Africa Regional Overview of Food Security and Nutrition* (2017) publication, summing up nutrition and agriculture policy work in Sub-Saharan Africa. General FAO updates and news on the country policy work supported through the projects was weak, reducing general promotion and positioning of the projects *vis-à-vis* stakeholders and participants (RECs and governments). The absence of communication elements at project design stage led to a lack of structured communication and advocacy strategies, and resulted in weaknesses specifically in delivering clear messages for communication and advocacy campaigns, i.e. mapping of advocacy targets and allies, respective message formulation, identification of champions and key stakeholders, advocacy opportunities, etc.

Alignment to FAO's Strategic Framework and Nutrition Strategy

68. FAO revised its corporate Strategic Objectives in 2013 and developed a Strategy and Vision for its work on Nutrition in 2014. Both documents are essential to the alignment and guidance of its work. Strategic Objective 1 (Contribute to the eradication of hunger, food insecurity and malnutrition) is the first of five strategic objectives. SO1 is central to FAO's global work, and lower Strategic Objectives (SO2-4) contribute to this first objective. The next paragraphs look at the alignment of both projects under evaluation with Strategic Objective 1 and FAO's Nutrition Strategy.
69. GCP/RAF/476/GER directly contributed to SO1. Its impact formulation "*Eradication of hunger and malnutrition, and advance the realisation of the right to food in West Africa*" replicates the SO1 formulation with emphasis on West Africa. Chosen impact indicators similarly align with the SO1 formulation. Outcome and Output 1 align the project with SO1 formulation and vision. Additionally, the project works along three out of the four working axis of SO1: 1) Policies, programmes and legal frameworks; 2) Human and financial resources; and 3) Governance, coordination mechanisms and partnerships.
70. GCP/RAF/477/GER's impact is aligned to SO1 formulation, albeit less closely than GCP/RAF/476/GER. The chosen impact indicator is directly aligned. Outcome and Output formulation refer more to SO2, 3 and 4, demonstrating the contributing effects towards the higher SO1. Lastly, GCP/RAF/477/GER works along all four working axis of SO1: 1) Policies, programmes and legal frameworks; 2) Human and financial resources; 3) Governance, coordination mechanisms and partnerships; and 4) Evidence-based decision-making.
71. FAO's Nutrition Strategy is structured along three main outcomes. Both projects under evaluation were designed and implemented along the same three main axis, i.e. i) improved knowledge and awareness on nutrition and agriculture linkages; b) improved capacity to formulate and implement policies on national and regional level; and c) improved

⁸ GCP/RAF/476/GER contributed to the recruitment of a social protection coordinator who provided technical assistance. He left the project in 2016.

governance and coordination mechanisms for nutrition and food security/agriculture. The formulation and actions of both projects were closely aligned to FAO's Nutrition Strategy objectives and outcomes, therewith contributing to its overall achievement.

3.2 Evaluation Question 2: effectiveness achieving results

- i. GCP/RAF/476/GER's outcomes and impact have partly been achieved. Unachieved components are due to flawed indicators and time frames for implementation. Not all achievements are attributable to the project success due to their global nature.
- ii. GCP/RAF/477/GER's impact indicators are not contributing to the measurement of the impact formulated. Impact and outcomes have partly been achieved. Not all achievements are attributable to project success, and not all parts are fully verifiable.
- iii. Both projects achieved their output targets, with a total of 22 countries and 6 RECs supported in the development of their policies and investment plans. All are at different stages in the policy implementation stage.
- iv. GCP/RAF/477/GER's Output 4 was supposed to focus on the integration of nutrition indicators in Food Security/Agriculture Information Systems. Instead it focused on the integration of nutrition indicators in monitoring and evaluation frameworks, aligned to the CAADP/Malabo results framework in support of NEPAD and RECs.
- v. Collaboration with NEPAD was successful. Piloting the knowledge management platform with the Southern African Development Community (SADC) region was critical for capacity development considerations. Additional partnerships evolved with SUN, REACH, the HubRural and ReSAKKS.
- vi. Collaboration with ECOWAS as a result of the project GCP/RAF/476/GER has been further strengthened, especially in the ECOWAP 2025 process. The project supported the formulation of the ECOWAP/Strategic Orientation Framework 2016-2025, the Regional and National Agricultural and Food and Nutrition Security Plans.
- vii. Guidance and new training materials for the integration of nutrition into Agriculture Extension Services were developed; the promotion and roll out of the materials are ongoing in collaboration with ENACT/ENAF; effectiveness of application cannot be measured yet.
- viii. Advocacy and mobilization focused primarily and successfully on technical level government staff. High-level Pan-African Parliament and Members of National Parliaments benefited from awareness raising and improved understanding on nutrition and agriculture. The higher level national government stakeholders, i.e. Ministers and Permanent Secretaries of line ministries and support ministries, lacked attention and mobilization.

Outcomes and impact measurement and learning

72. The first part of this chapter focuses on the presentation of impact and outcome achievements by both projects. Impacts are presented as achievement in Tables 3 and 4. As discussed under EQ1, some goal and indicator formulations were vague, or choices of indicators and targets were overambitious for the available project duration and activities. Both projects were reviewed as described under Methodology.

Table 3: Impact Achievements of GCP/RAF/476/GER

Goals	Indicator	Targets	Achievements (verified by ET)
Impact – Eradication of hunger and malnutrition, and advance the realization of the right to food in West Africa.	1. Reduction of pockets of acute food and livelihood crisis, humanitarian emergency and famine (IPC classification).	IPC/CILSS Cadre Harmonize Regional Map; increased resilience.	The latest CH map is available and shows 5.3 million people in Phase 3 or more, in October 2017.
	2. Reduction of Acute Malnutrition in West Africa.	Minimum 8.3% (WHO).	UN: 8.5% (2016); UNICEF: 9.2% (2016); WHO: 7.4% (2016).
	3. Food security governance mechanisms strengthened (e.g. coordination bodies, parliamentary caucus, etc.).	No target established.	Pan-African Parliament, ECOWAS Parliament and West African Alliance Against Hunger and Malnutrition engaged in Nutrition, West Africa Nutrition and Food Security Working Group active.

73. Table 3 confirms that the choice of impact indicators was ambitious for the duration and the scope of activities of GCP/RAF/476/GER. Without defined baseline for I1, the evaluation team has chosen to report on the population in IPC Phase 3-5, i.e. 5.3 million across the region in October 2017, as compared to 2012-xx number of people in CH/IPC Phase 3-5.⁹ Data suggests that the reduction of acute malnutrition (I2) has been achieved, reduced from 10 percent (2012) to 7.4 percent (2016) based on WHO data (NB: no 2017 data is available at the time of the evaluation). This is a positive trend, but causal attribution to the activities of the project might be misleading, as policies have been developed, but not yet implemented. Therefore, the reduction in acute malnutrition is rather a reflection of the stability of food security and nutrition in the region throughout the reporting period. Improved governance mechanisms (I3) can be demonstrated through the mobilization and engagement of the Pan-African Parliament, ECOWAS Department of Agriculture - Environment and Water Resources and ECOWAS West Africa Health Organization, the West African Alliance Against Hunger and Malnutrition, and the West Africa Nutrition and Food Security Working Group, actively convening regular meetings.
74. The outcome of GCP/RAF/476/GER demonstrates that ECOWAS has significantly advanced with its promotion of Zero Hunger and the integration of nutrition in the ECOWAP (O1 and O2). Key documents are available and were verified, i.e. *ECOWAP/CAADP 2025 Process: 2016-2020 Regional Agriculture and Food and Nutrition Security Investment Program (RAIP-FNS)*, and *ECOWAS 2025 Strategic Policy Framework; Conceptual framework and road map for the ZHI; strategy for social and political mobilization for the ZHI, etc.* Dedicated

⁹ Note that the collaboration of CISS/CH and IPC only really started in 2012/13, reinforcing and harmonizing approaches and analysis of the food security and nutrition (FSN) situation in the region. Since then, the analysis approach might have evolved.
http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/10.%20West%20Africa%20Brief.pdf

workshops on the Right to Food were organized for civil society and non-state actors.¹⁰ The momentum created through the workshops continues with active engagement of regional and national associations and CSOs, like ROPPA and ROAC. Lastly, no baseline or monitoring system for the tracking of government budget allocations was established, hence no updates on achievements can be made at this time. While the indicator is valuable to demonstrate government commitment, it might have been too early in the process of policy development and implementation, as most West African countries are about to complete their policies and investment plans, but have not yet moved forward with implementation.

Table 4: Impact achievements of GCP/RAF/477/GER

Goals	Indicator	Target	Achievement (verified by ET)
Impact - The food and nutrition security situation, and in particular dietary intake, of vulnerable households in sub-Saharan Africa is improved.	Prevalence of Stunting.	40% reduction in target countries (WHA target), to below 30%: Africa, Nigeria, DRC.	Africa: from 35.7% (WHO, 2012) to 33.5% (WHO, 2016) Nigeria: latest national prevalence: 32.9% (WHO, 2014/15) DRC: latest national prevalence: 42.5% (WHO, 2014).

75. Table 4 shows that the impact indicator for GCP/RAF/477/GER is relevant, although does not measure the full impact formulation, i.e. dietary intake. The aim to reach World Health Assembly targets within a three-year project are overambitious, given that WHA is intending to reach them by 2025. Country level data is difficult to obtain on annual basis, i.e. DRC and Nigeria data now are from 2014/15 only. Data on regional level, i.e. Sub-Saharan Africa is available from 2016 (WHO) and indicate a reduction in stunting. Attribution to the current activities of the project is not feasible, i.e. focus on capacity and policy development, but future implementation of the policies and strategies will support this positive trend further.

Nutrition integration in regional and national policies

76. Both projects have supported the integration of nutrition in agriculture policies and investment plans for countries and RECs through a variety of means:

- i. a technical expert to support the formulation of a policy, i.e. a short-term consultant to develop a country or regional policy, i.e. Namibia, Madagascar, Togo, IOC, etc.;
- ii. a short-term expert to support a dedicated output delivery, i.e. a short-term consultant for desk review for agriculture extension training materials, costing exercises, etc;
- iii. a long-term consultant, i.e. experts seconded to FAO offices/government offices to support nutrition integration, i.e. Democratic Republic of the Congo, Nigeria and NEPAD, etc; the project team, i.e. GCP/RAF/476/GER and GCP/RAF/477/GER

¹⁰ Regional Workshop – The Right to Food and ECOWAS Zero Hunger - to raise awareness of civil society organizations and strengthen their capacities on the Right to Food and ECOWAS Zero Hunger initiatives, in Abidjan in July 2017.

coordinators, providing continuous support to countries and RECs, i.e. country visits, technical backstopping, review of documents, workshops, capacity development, etc.

77. Table 5 below shows an overview of all countries and RECs that were supported with the development of a nutrition-sensitive policy or investment plan through the two projects under evaluation. Each country or region took a different approach to the development of their respective nutrition-sensitive documents. Countries and RECs have developed a *policy* (i.e. Ghana, Namibia), or a *strategy* (i.e. Seychelles, Togo) or a multi-stakeholder multi-annual *programme* (i.e. ECOWAS and IOC).

Table 5: Overview of all Countries and Regions who received support to policy and investment plan development

Contract	Country/Regional	Country/Regional Policy – Included in Nutrition Marker Review
GCP/RAF/476/GER	Benin, Burkina Faso, Cabo Verde, Cote d'Ivoire, Guinea Bissau, Liberia, Niger, Nigeria, Senegal, Sierra Leone, Togo and ECOWAS/Regional, UOMEA/Regional and CILSS/Regional (AGIR).	Nigeria, ECOWAS/Regional.
GCP/RAF/477/GER	Angola, Benin, Burkina Faso, Chad, Comoros, Cote d'Ivoire, DRC, Ethiopia, Gambia, Guinea, Guinea Bissau, Kenya, Liberia, Madagascar, Malawi, Mali, Namibia, Nigeria, Rwanda, Senegal, Seychelles, South Africa, Togo, Zambia and IGAD/Regional, COMESA/Regional, SADC/Regional, IOC/regional.	Namibia, Seychelles, IOC/Regional.

78. GCP/RAF/476/GER had a dedicated Output for the development of nutrition-sensitive policies (Output 3). Indicator O3.1 attained the target result with a total of 12 policies supported, ten national and two regional documents. The guidance note "*Guidance Note - Agriculture and Nutrition-sensitive Food Systems*" was developed and is available in French. O3.2 was indicated in the proposal, but activities were limited given financial constraints. Overall the Output can be partly measured as only policies and investment plans are available to be verified.
79. The outcome level of GCP/RAF/477/GER shows that the development of nutrition-sensitive policies and investment plans was achieved in 21 countries, this has been verified through document review. It was not feasible to verify the implementation of nutrition interventions, as policies have only just been completed and are mostly in validation stage at national level. Completion of regional level policies have been verified for six regional entities, two more than expected. Both, national and regional level indicators exceed the expected targets, which is commendable in such a short time and with limited resources. While all documents are available, their completeness and quality of nutrition integration will be investigated below through the *Nutrition Marker*.
80. The depth and completeness of nutrition integration into the national and regional agriculture policies and investment plans is critical to the ability to move forward with successful implementation of the policies. To assess the depth of nutrition integration, a

nutrition marker was developed (see Methodology). The nutrition marker assesses the extent to which a formulated policy document has met a set of established criteria used as proxies for the completeness of the policy and its integration of nutrition. Policies were rated for each criterion and a point system provides an assessment of the depth and completeness of the integration of nutrition in the respective document. For more details on the nutrition marker see Annex 4.

81. National policy documents from Namibia, Nigeria and the Seychelles, as well as the regional ECOWAS/ECOWAP and IOC/PRESAN were reviewed using the nutrition marker. An overview of the results and remarks are found in Table 6 below.

Table 6: Overview of Nutrition Marker results for selected country and regional policy documents

Country	Type of Document	Points (out of 13.75pts)	Comments
Namibia	Namibia Revised National Food and Nutrition Security Policy (2016 – 2025), Sept 2016.	11pts	The Namibia Policy falls short of the following criteria: Market expansion and promotion are not explicitly promoted (0.5pts), absence of an actual M&E framework (0.5pts), absence of reference indicators (0.75), absence of an implementation plan (0.5pts), absence of budget (0.5pts). The policy integrates nutrition well.
Nigeria	Agriculture Sector Food Security and Nutrition Strategy 2016-2025.	12.25pts	The Nigeria Policy falls short of the following criteria: Intervention axis of market expansion and multi-sectoral strategies are not explicitly referred to (2 x 0.5pts), absence of financing plan (0.5pts). The policy integrates nutrition well.
Seychelles	Seychelles National Food and Nutrition Security Policy (2013).	12.5pts	The Seychelles Policy falls short of the following criteria: Absence of detailed budget in Implementation Plan (0.5pts), absence of the reference indicators in implementation plan (0.75pts). The policy integrates nutrition well.
ECOWAS	2016-2020 Regional Agriculture and Food and Nutrition Security Investment Program (RAIP-FNS) – covers 15 ECOWAS countries.	13pts	The ECOWAS RAIP-FNS falls short of the following criteria: absence of the reference indicators in the targets and indicator framework (0.75pts). The RAIP strongly integrates nutrition.
PRESAN	Programme Regional de Securite Alimentaire et Nutrtritionelle (PRESAN 2017-2022), Feb 2016 – covers all IOC countries (Comoros, Madagascar, Maurice, Réunion et Seychelles).	12.25pts	The IOC PRESAN falls short of the following criteria: Use of only one reference indicator (0.5pts), absence of detailed implementation plan (0.5pts), weak formulation of capacity development (0.5pts). The programme integrates nutrition well.

82. In conversations during the country visits, key informants expressed pride about the development of a nutrition-sensitive policy by their country governments. Especially technical teams of line ministries recognized the importance and relevance of a dedicated nutrition focus. They did express that the support provided by both projects was timely

and appropriate, and in response to their requests made to FAO. However, key informants also expressed key challenges they are facing or expecting for the next steps of the implementation of their policy. The following challenges were voiced:

- i. Leadership for the policy implementation – a lack of clarity prevails at country level as to which line ministry takes the lead, and on who would hold the respective line ministries accountable for the implementation and achievements of the policies.
- ii. Implementation plan – the translation of policy content into real time practical action and implementation plans remains a challenge, with a lack of confidence of government teams in practically knowing how activities would need to be adjusted to reflect the nutrition integration in the policy. All country government key informants expressed need for support and guidance on the application of policy concepts.
- iii. Monitoring and evaluation (M&E) – while all country key informants were excited about the opportunity to improve data collection and monitoring processes, including reporting against CAADP commitments, none of them was really sure how this would be facilitated, and if they had the necessary capacities and resources.
- iv. Budget design and allocation – questions about resource allocations for the implementation of the policy remain, i.e. within existing allocations for line ministries, or additional resources made available for implementation.
- v. Technical knowledge and tools – all key informants expressed concerns about the individual capacities of ministry staff at central and decentralized levels in their respective countries, to have the knowledge and skills to implement the nutrition policies' activities. Key components identified as gaps with need for training and guidance material were: a) educational messaging, i.e. behaviour change and nutrition messages adjusted to the sub-sector, i.e. agriculture, fisheries and livestock; b) application of theory of change and causal pathways at local level to integrated local context and adjust activities of the policy; c) understanding nutrition measurement and monitoring indicators; d) collecting nutrition measurement and monitoring indicators; e) development of appropriate reporting processes and formats in line with policy M&E framework; and lastly, f) effective evidence creation and documentation of learning.

Integration of agriculture and social protection in nutrition policy

83. The concept of nutrition-sensitive social protection has enjoyed increased momentum since the Global Forum in Moscow in 2015. FAO (2017) promotes support to governments and partners by integrating social protection into national policies fighting hunger. Both projects under evaluation refer to integrating social protection and agriculture in policies as key outputs, i.e. GCP/RAF/476/GER's Output 2, and GCP/RAF/477/GER's Output 1 and Output 2.
84. Output 2 of GCP/RAF/476/GER was dedicated to the integration of social protection and agriculture. O2.1 produced a guidance note on social protection and agriculture investment plans, based on the FAO approach to Nutrition and Social Protection (2015) and is available in French. O2.2 planned capitalization of experience by three countries has not been achieved at this point in time. O2.3 supported six countries to mainstream social protection in their agriculture policies and investment plans, exceeding the planned target. All documents were verified, but not assessed for the quality of social protection integration.

85. The review of the developed guidance note under Output 2 of GCP/RAF/476/GER suggests that FAO's approach to nutrition-sensitive social protection and agriculture has been accurately captured. This is important, as the intervention logic in the project document of GCP/RAF/476/GER was not accurately reflecting FAO's approach.¹¹ The developed guidance note expands on the various social protection components that can address food insecurity and nutrition in nutrition-sensitive agriculture policies. Discrepancies between the project documents and FAO approach (2015 and 2017) likely emanate from the fact that the FAO approach was defined and documented in 2015 and 2017, while the proposal was developed in 2012, before corporate clarity and structure were available on the topic.
86. GCP/RAF/477/GER's achievements on Output 1 Indicators 2-4, and Output 2 Indicator 3 focused on the integration of social protection. O1.2's number of staff in regional institutions dedicated to nutrition and its integration was largely exceeded, with a target of six staff and an achievement of 17 staff. Exclusive attribution to the project is difficult as larger conversations on continental and global level influence and support the same objective. Project resources have contributed to some of these positions, i.e. NEPAD (2) and Southern African Development Community (SADC) (1), which is effective for the time of project duration. Creation of staff positions filled by experts and individual capacities is a first step towards increasing capacities at organizational level. However, it does not guarantee the organizational capacities being addressed or sustainable for long-term intervention and support. O1.3 similarly exceeds targets with seven regional initiatives starting their work, with some of these already in implementation stage, and others awaiting final steps. While regional level initiatives are an important successful step, trickle down and adoption on member state level is still unclear. O1.4 has exceeded its target objective with support provided to 18 countries. ECOWAS, IGAD, SADC and IOC levels have provided most of the regional support. The "*significance*" of the support provided, and what proportion of the support was dedicated to social protection only, cannot be verified. While the project has contributed to developing capacities on RECs level, it is difficult to hold the project itself accountable for the quality of the support provided by RECs to their respective member states.
87. Output 2 of GCP/RAF/477/GER Indicator 3 references social protection. Given that social protection was grouped together with agriculture and nutrition linkages, it is difficult to verify dedicated promotion of social protection. While the promotion of nutrition integration is feasible once awareness and understanding is created, design and implementation is a more significant step in the achievement of this indicator. Most countries have not yet proceeded to the implementation as previously discussed. Nevertheless, 21 countries are actively promoting nutrition integration in their agriculture policies.
88. Lastly, feedback from key informants indicated that social protection was a relatively new and unclear concept for them, in addition to ensuring nutrition integration. While they agreed to the relevance of the subject, they requested more time to build understanding of the concept of social protection for coherent integration in their agriculture policies.

¹¹ The project document states that the aim for social protection is for the beneficiary to graduate into productive workforce. On the contrary, FAO's approach argues that social protection should support the most vulnerable individuals and households who have no perspective of graduating from transfers to productive workforce, and need long-term social transfers (FAO, 2015 and 2017).

Integration of nutrition in food security information systems

89. GCP/RAF/477/GER's Output 3 focused on "Governments and their development partners have increased capacity to integrate nutrition indicators in food security information systems and conduct cross-sectoral analyses of the food and nutrition security situation." The project activities mainly focused on the promotion of nutrition indicators as part of monitoring systems, and on the promotion of nutrition awareness with African parliamentarians under this output. Indicator 3.1 demonstrates 80 percent achievement. Eight countries have successfully integrated relevant nutrition indicators in their M&E systems. Data is made available on regular basis, to feed into national database and other information systems, i.e. DHS, MICS, etc. The second part of the outcome, formulated as "... and cross-sectoral analyses of food and nutrition security situation." has not been separately reported on. No dedicated analysis products or reports are available for verification.
90. While M&E systems are important components in a national policy, the overall project result indicator¹² was promoting the integration of nutrition indicators in national food security information systems, i.e. national or regional early warning systems and food security situation/needs assessments. Hence, the original objective of nutrition indicator integration as stated in the project document has not been achieved.
91. Lastly, Indicator O3.2 is reported with 100 percent achievement in the project progress report of June 2017. This is not verifiable as no workshop/awareness session participant lists, nor were pre- and post-training tests available for verification. Additionally, this indicator does not establish a clear causal relationship with the overall Output 3 achievement focused on information systems. The indicator better contributes to Output 1 and Output 2, measuring capacities of government, RECs and partners on the promotion and integration of nutrition in agriculture policies.

The advancement of the Right to Food

92. GCP/RAF/476/GER explicitly promotes the Right to Food in Outcome Indicator 1 and impact statement formulation. There is no further reference to the Right to Food in the remaining results framework. Nevertheless, this aspect has advanced well and can be considered an achievement. During project implementation, activities were aligned to another FAO project implemented in the subregion and focusing on the promotion of the Right to Food. The project worked closely with selected countries in the region, i.e. Benin, Burkina Faso, Ghana, Guinea Bissau, Niger, Sierra Leone and Togo, sensitizing and providing support to parliamentarians and lawmakers on the understanding of the concept of the RtF, enhancing their ability to make informed decisions on the formulation and integration of the RtF in local law and constitutions. A regional workshop, focusing on the role, responsibilities and capacities of civil society organizations in the process of the promotion of the RtF was facilitated in Abidjan in 2017. Additionally, a study was conducted

¹² The project document states the following "N.B. this component would be implemented in close collaboration with other FAO projects providing technical support to countries' information systems, in particular the Integrated Phase Classification (IPC), policy mapping and analysis (e.g. Monitoring and Analysis Food and Agriculture Policies project (MAFAP) and the EU-FAO Global Governance for Hunger Reduction Programme. Collaboration with partners working on nutrition information systems (UNICEF, WFP, WHO), especially in the context of Scaling Up Nutrition activities at country level."

on the advancement and understanding of the RtF in the ECOWAS Region in 2013-2014. The following achievements per country can be noted:

Box 1: Right to Food achievements by country

Benin – support to the national assembly to set up a committee working on reflections and considerations of the RtF. An action plan has been developed, and the process is ongoing.

Burkina Faso – facilitation of understanding of concepts of the RtF with parliamentarians and local CSOs. Burkina Faso has adopted and explicitly included the RtF into its constitution.

Ghana - the Cluster of Parliamentarians for Zero Hunger and Malnutrition and RtF in Ghana, with support of the Nutrition and Food Systems Division (ESN); the training planned with support from FAO, World Food Programme (WFP) and Hunger Alliance of Ghana could not take place.

Niger – similar to Burkina Faso, awareness raising of the concept. Niger has now adopted RtF into its revised constitution.

Sierra Leone – already engaged with FAO on RtF, received additional support to CSO awareness and parliamentarian understanding for informed decision-making on the RtF. The constitution is under revision with CSO lobby ongoing to include the RtF.

Togo – support provided to lawmakers and CSOs on the concepts and formulations of the RtF. As the revision of the constitution in Togo in the near future is unlikely, lawmakers and parliamentarians are proposing a complementary law to give the RtF to the people of Togo. Formulations are ongoing.

Capacity of NEPAD, regional and national stakeholders to integrate Nutrition

93. Capacity development was a core element of GCP/RAF/477/GER featuring explicitly in Output 1–4, with capacity being built for NEPAD and RECs (O1), governments (O2), and governments and their development partners (O3 and O4). The achievement of these outputs has already been discussed under the integration of nutrition into policies, as a proxy for governments and RECs capacity development. Output 4 and 5 focused on development partners and in-house FAO capacity to support countries and RECs. The following paragraphs review Output 4 and 5 and the application of FAO's corporate Capacity Development strategy and approach in both projects.
94. Output 4 of GCP/RAF/477/GER focused on the capacity of governments and development partners, in particular technical capacities for individuals and for an enabling environment. O4.1 was achieved through a desk review and training toolkit development. While the project produced and disseminated training materials, this does not directly guarantee the strengthening of the services provided. Facilitation of in-depth trainings like in Burkina Faso and Togo are important for the roll out and application of the content of the materials. O4.2 was achieved through close collaboration with *Education for Effective Nutrition in ACTION* (ENACT) and its follow up initiative *ENACT en Afrique Francophone* (ENAF), for the development of class curriculum integrating nutrition into agriculture and agriculture extension services, for roll out at six universities in Benin (1), Burkina Faso (2), Burundi (1), Cameroon (1) and Niger (1) since 2015.¹³ This is a great initiative to reach large numbers of future professionals and mainstream nutrition from the onset of their career, creating a level of sustainability through integration into national education systems. Lastly, O4.3 was

¹³ L'Université d'Abomey-Calavi, Bénin, l'Université de Ouagadougou, Burkina Faso, l'Université de Ngozi, Burundi, l'Université de Dschang, Cameroun, le Centre Régional d'Enseignement Spécialisé en Agriculture (CRESA), Faculté d'Agronomie, Université Abdou Moumouni, Niger, and l'Institut de Développement Rural, Burkina Faso.

nearly achieved with nine out of ten planned countries benefiting from ENAF engagement. Additionally, the Democratic Republic of the Congo and Nigeria received support to facilitate an analysis of their systems and capacities for integration of nutrition into agriculture extension, and Togo received support to the development of data collection tools for preparation of training roll out.

95. Output 5 focused largely on FAO's internal capacity to support country efforts in integration of nutrition and agriculture. O5.1 was largely achieved, with FAO staff benefiting from three dedicated consultation workshops,¹⁴ with an expected total of above 120 participants. It is important to ensure internal FAO capacity development to facilitate adequate and appropriate support to countries and regions, within an evolving global and regional environment around nutrition action. These consultation workshops are crucial for FAO teams to be aware of latest developments in the sector. O5.2 facilitated support to countries through permanent FAO nutrition focal points, i.e. Madagascar/IOC, Nigeria, Ethiopia, and short-term support for critical deliverables as part of nutrition-sensitive agriculture policies, i.e. the Democratic Republic of the Congo, Namibia, Seychelles. Nine of seven planned countries were supported, exceeding the target for this indicator. Lastly, O5.3 focused on FAO's active engagement in multi-sector nutrition coordination efforts, especially in SUN/REACH countries. 18 out of the planned 20 countries have been covered, hence this indicator is 90 percent achieved.
96. While the breakdown of outputs, i.e. GCP/RAF/477/GER Output 4 and 5, is useful for simplification of measurement of capacity development activities, it is not necessarily supportive to establish a judgement of the quality of the capacity developed. While these indicators are reasonable proxy indicators for the creation of an *enabling environment* for capacity development, it does not automatically guarantee the effective translation into increased individual or organizational capacity necessary for successful nutrition integration and policy implementation. The depth and sustainability of capacity developed during the projects cannot be assessed.
97. Based on key informant interviews, a few additional relevant aspects for capacity development of each involved stakeholder, i.e. NEPAD, REC and governments, are presented here:
- i. NEPAD benefited from the secondment and funding of two technical positions throughout project duration. Close collaboration especially on monitoring indicators and the knowledge platform pilot reinforced capacities. GCP/RAF/477/GER worked closely with the NEPAD team in responding to member state requests for support to develop nutrition-sensitive policies. Feedback from the NEPAD team indicated appreciation for the FAO team. NEPAD has limited capacities and resources, but can respond to more country requests if resources are available or provided like through FAO. Additionally, they observed a lack of dedicated human resources with nutrition expertise on REC levels, i.e. regional nutrition officers to be the entry point for coordination and promotion of nutrition and agriculture at regional level, and promoters of nutrition with their respective member states.

¹⁴ Three FAO internal workshops: 1) the 2nd FAO Africa Regional Nutrition Coordination and Programming Consultation workshop in Accra in 2015 with 58 participants; 2) FAO Africa Regional Nutrition Team Consultation in Accra in 2016 with 18 participants; and 3) the upcoming 3rd FAO Africa Regional Nutrition Coordination and Programming Consultation workshop in Nairobi in March 2018, with an expected 81 participants.

- ii. RECs - GCP/RAF/477/GER seconded selected nutrition experts to regional institutions increasing their capacities, i.e. SADC, African Union, IOC, etc. ECOWAS established regional technical capacities through RAAF, providing regional support to countries. RAAF was set-up by the ECOWAS member states, with support from bilateral donors. GCP/RAF/476/GER has been working closely with the RAAF team, further strengthening their capacities and reaching all 15 member states in the ECOWAS region. The IOC PRESAN has a provision of three technical expert positions to support and advise member states during the implementation of the regional programme.
- iii. Governments – government capacity was mainly supported through individual technical skill building, and advocacy work on the enabling environment level. Trainings and symposia were organized to facilitate learning, exchange and capacity development. Key informants indicated that the project had supported them to understand the importance and integration of nutrition into agriculture policies. Not all countries were aware of the available training and guidance materials, but indicated need for support to facilitation and roll-out of trainings, especially with decentralized staff levels to develop the capacity needed for policy implementation.
98. The measurement of capacity development is generally complex, given its many different dimensions and levels to consider, i.e. individual vs organizational vs enabling environment dimension, and technical vs functional capacities (FAO, 2010). Neither of the project proposals features any reference to the FAO corporate capacity development approach or strategy. During the implementation, most capacity development activities for both projects focused on technical skills on the individual dimension, i.e. through trainings, workshops, awareness raising sessions and the development of guidance materials. Some elements focused on the enabling environment, i.e. symposiums and briefings to senior decision makers, politicians and parliamentarians, training material development, etc., which were focused on technical (nutrition) awareness and understanding. The organizational and functional capacity development were the weakest pillars in terms of concrete focus of the projects' activities, albeit their importance for organizations and institutions that are expected to manage the implementation of policy and programmes.
99. Evidence from key informant interviews confirms a similar perception, mentioning that overall organizational capacity will be the biggest challenge for the implementation of nutrition-sensitive policies, and that organizational skills are necessary for policy implementation. A more systematic approach to capacity development is necessary to create more comprehensive capacities, securing ownership and sustainability for the implementation of the policies. Table 7 shares an overview of the focus of both projects in terms of the application of FAO's capacity development strategy.

Table 7: Both projects' capacity development focus based on FAO Corporate Capacity Development Strategy (2010)

	Individual	Organizational	Enabling environment
Technical	Trainings, workshops, guidance and training materials for ministry technical staff on Hunger and nutrition concepts and nutrition/social	Awareness raising and advocacy on regional level, i.e. RAAF/ECOWAS, IOC, SADC, AU, etc.	Guidance notes, awareness raising sessions, workshops, advocacy with senior decision makers and parliamentarians.

	Individual	Organizational	Enabling environment
	protection and agriculture linkages, etc.		
Functional	Participation in policy formulation facilitated by external experts, knowledge management platform pilot with NEPAD in SADC countries, etc. multi-sector and multi-actor coordination, governance.	Gaps in Capacity Development.	Gaps in Capacity Development.

100. An aspect recurrently voiced by key informants was the lack of specialized nutrition capacities at national government, REC and FAO local level. This was generally a question of financial resources availability, rather than lack of human competencies' availability. At all levels, national, REC and FAO, nutrition focal points rather than nutrition dedicated staff are the norm, with little available time to fully engage as a resource person for nutrition, due to other portfolios and priorities. Dedicated nutrition staff are rarely available. While short- or long-term secondments for the duration of the projects can be made, a permanent and local solution is important to ensure sustainable and comprehensive development and implementation of nutrition-sensitive policies and investment plans.
101. Lastly, an outstanding initiative has to be mentioned, and might inspire replication. The government of Namibia, i.e. the Ministry of Health has two trained nutrition experts in country. Through the renewed debate about nutrition and agriculture, partly influenced by GCP/477/RAF/GER support, the government has decided to create a new university course focusing on nutrition. The class of 2018 is the first year of the Nutrition Diploma at the Namibia University of Science and Technology (NUST). The course is supported by a number of stakeholders, i.e. Ministry of Health, United Nations International Children's Emergency Fund (UNICEF), World Food Programme (WFP), University of Stellenbosch and the Global Fund. While FAO's engagement had influenced the initiative, FAO now does not further engage due to lack of dedicated nutrition capacity at FAO Namibia level.

Uptake of advocacy activities

102. Advocacy was one of the main pillars in both projects under evaluation to create individual and institutional awareness, understanding and capacities. The implementing teams reached out to governments, RECs and parliamentarians to promote nutrition and generate a broader understanding of nutrition and its importance to population well-being and national development. Most of the advocacy work was of technical nature, based on messages of health and wellbeing of the population, promoting opportunities for the agriculture and food security sectors to improve their diversity, quantity and quality of food produced. These messages worked very well to create support among government technicians and middle level managers, i.e. department heads.
103. However, gaps in political engagement and advocacy across both projects were observed. Engagement and mobilization of senior and executive levels of government offices and stakeholders was less powerful and complete. Adaptation of messages for political and non-technical stakeholders, i.e. Ministry of Finance, Ministry of Planning, Permanent

Secretaries and Prime Ministers, etc. was not facilitated as rigorously as the technical messaging. Opportunities for political advocacy messages for nutrition, framed around human development and financial implications of economic loss due to malnutrition, political positioning *vis-à-vis* donors and political commitments (i.e. CAADP, Malabo, etc.), etc., were not reinforced systematically. Although, the awareness creation and advocacy on higher level, i.e. Pan-African Parliament, Members of National Parliaments, regional institutions etc., were facilitated well and created an enabling environment and space for policy debate and considerations at their respective level.

104. Active engagement for advocacy and lobby support on regional and country level from the FAO senior management, i.e. FAO regional director, deputy director or FAO country representatives, was not always available, i.e. to support ECOWAS funding, engagement with parliamentarians, support regional or national coordination efforts, solve disagreements between UN member agencies, identify a Goodwill ambassador etc. Lastly, the gap in senior nutrition officer recruitment contributed to a gap in outreach on political engagement and support level.

Unintended results and achievements

105. As part of GCP/RAF/477/GER's collaboration with NEPAD, collaboration on a regional knowledge and information platform pilot in the Southern Africa region was possible. The initiative assessed the needs and ways of learning by governments in the region. This was an opportunity for the project to support work towards a longer term solution for knowledge and information management, linked to food security, nutrition and agriculture.

3.3 Evaluation Question 3: sustainability and ownership

- i. Sustainability and Ownership are difficult to judge at this stage of the process, as policies have just been formulated, but not implemented yet. Evaluation of implementation and sustainability of the action was not feasible during this evaluation process.
- ii. GCP/RAF/477/GER and NEPAD followed an appropriate process of demand-driven support provided to countries and regions. It is too early now to see if ownership and sustainability were created; time will tell if country teams are able to maintain the momentum and proceed to implementation of the national policies overcoming the current gaps.
- iii. Effective multi-stakeholder collaboration and multi-sector coordination remains a challenge in most countries and at regional levels supported through both projects. Coordination fora and events have been successfully supported, i.e. ECOWAS Nutrition WG, Namibia NAFIN, SUN gathering, etc.
- iv. Opportunities to collaborate with ReSAKKS arose in the contribution to their annual report 2015 and side session at the ReSAKKS 2016 event. The collaboration with the Hub Rural was proactive and constructive for the support and access to 15 ECOWAS countries and the NAFSNIPs development process.
- v. Both projects had limited engagement and collaboration with NGOs, academic or policy institutions, and the private sector for the implementation of the projects.

Regional and national ownership

106. Both projects together have supported a total of 22 countries and 6 RECs in the development of nutrition-sensitive agriculture policies. Countries have worked on agriculture policies and investment plans for many decades and this project supported changes of the traditional ways of formulating and implementing policies. In link with ownership and sustainability, it is important to consider dynamics between countries and external stakeholders, i.e. the UN, NEPAD, etc. A positive relationship and demand-driven support are essential to avoid a feeling of imposture of changes on national level from outside. This affects ownership and buy-in into the process of policy development. GCP/RAF/477/GER and GCP/RAF/476/ECOWAS, together with NEPAD and ECOWAS, followed an appropriate process of demand-driven support made available to countries and regions. Countries work on their own pace to design and implement policies, and their competing priorities need to be respected. Countries struggle with the finalization and implementation of policies (see country boxes) might not be a sign of lack of ownership per se, but a healthy combination of readiness to change, but lack of competencies to implement the wanted change as of yet.
107. While multi-stakeholder coordination is generally challenging, the definition and decision on who takes the lead and manages the policies and programmes in country is crucial for implementation, ownership and sustainability. The data collected from countries shows that countries struggle with management aspects stalling the implementation of their policies for a variety of reasons (see country boxes). Both projects prepared countries for these next steps through advocacy and awareness raising, capacity development and demand-driven support. It is too early now to judge if ownership and sustainability were created. Time will tell if country teams are able to maintain the momentum and proceed to implementation of the policies. In the political arena of governments and policy work, changes in government representatives or whole government structures after elections tend to influence priorities and continuation of policies and approaches. It is crucial to ensure nutrition is owned by, and remains on the forefront of, political interest in these most affected countries.

Multi-stakeholder partnerships

108. National and regional level coordination was supported through the promotion and strengthening of existing regional and national coordination structures, i.e. ECOWAS Regional Nutrition and Food Security Working Group, ECOWAS Nutrition Forum, Namibia Forum for Nutrition (NAFIN), etc. National level support was facilitated during direct country engagement, i.e. when team members or consultants were on country support mission, or where FAO has a dedicated nutrition staff, i.e. Madagascar. Reactivation of old and dormant coordination bodies were observed through the influence of the project, i.e. the Namibia Food Security and Nutrition Council previously active in the mid-1990s. Coordination remains a major challenge for countries and regional levels, to bring on board relevant stakeholders on regular basis.
109. Active multi-stakeholder collaboration was promoted through both projects, i.e. regular support to SUN and REACH country level coordination mechanisms, engagement with NEPAD, etc. Outstanding opportunities used for collaboration and coordination were the CAADP NEPAD Regional Capacity Development Workshop on Nutrition in March 2016 in Accra, and the SUN Gathering in Abidjan in November 2017. Both were supported through GCP/RAF/477/GER and strengthened collaboration, bringing together a variety of nutrition

- stakeholders and actors, with focus on sharing and learning, as a successful medium to engage with technicians from regional and national levels.
110. Furthermore, the two projects actively supported the organization of two regional events: the African Food and Nutrition Security Days and the Regional Symposium held in November 2017 in Abidjan.
 111. The collaboration of GCP/RAF/477/GER with NEPAD throughout project implementation has been significant, and details have been mentioned above, i.e. promotion of CAADP results framework, workshops and symposia sessions, knowledge management platform pilot.
 112. GCP/RAF/477/GER engaged with the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) facilitated by the International Food Policy Research Institute (IFPRI). Team members for the project contributed to the ReSAKSS 2015 Annual report "*Achieving a Nutrition Revolution For Africa: The Road to healthier Diets and Optimal Nutrition*". Additionally, a side event on "*The UN Decade of Action on Nutrition 2016-2025 in Africa: Mutual Accountability for Achieving Nutrition Commitments of Malabo, ICN2 and SDGs in Africa*", was facilitated at the ReSAKSS event in October 2016.
 113. The Hub Rural¹⁵ is a neutral structure supporting rural development in West and Central Africa. It plays the role of Think Tank for ECOWAS and facilitates the ECOWAP process. GCP/RAF/476/GER closely collaborated with the Hub during the implementation of the project. Feedback from key informants indicates that the engagement with the Hub was constructive and beneficial for both initiatives, i.e. in the promotion of nutrition in agriculture, available technical backstopping and support to countries, and sustainable technical information and dialogue available for country support, etc.¹⁶
 114. GCP/RAF/476/GER and GCP/RAF/477/GER had limited engagement and collaboration with NGOs and academic or policy institutions for the implementation of the projects. Some interaction happened at coordination meetings or events organized through various channels, i.e. SUN gathering or regional working group meetings. The only academic engagement during the projects was with ENACT and ENAF for the integration of nutrition into University Agriculture Extension curriculum. No collaboration for impact measurement, evidence creation or policy processes was facilitated.

¹⁵ www.hubrural.org. The Hub centres its support around information, advice and dialogue on six topics, i.e. agricultural policies, land policies, climate change, bioenergies and rural development funding, supported through a small high-level expert panel based in Dakar, Senegal.

¹⁶ Dedicated collaboration with the HUB RURAL was facilitated for the following events: a) organization of the regional launch workshop for the formulation of the RAFNSIP and the NAFNSIPs (Abidjan); b) facilitation of four workshops of the ECOWAS 2025 Regional Technical Support Group, to work on the methodology guide for the Regional Agriculture, Food and Nutrition Security Investment Plan (RAFNSIP) and the National Agriculture, Food and Nutrition Security Investment Plans (NAFNSIP), providing technical assistance in the formulation of the ECOWAS Strategic Orientation Framework 2016-2025 and the RAFNSIP 2016-2020; c) organization of country visits to all 15 ECOWAS member states to assess the level of NAFNSIP formulation and identify challenges; d) organization of the regional workshop to launch the West Africa Milk Offensive Regional Task Force, in the framework of ECOWAS 2025.

4. Conclusions and Recommendations

4.1 Conclusions

Conclusion 1. The overall project activities and their implementation were able to effectively achieve both projects' formulated outputs, addressing critical country and REC capacity needs, in support of the achievements of the CAADP and Malabo declaration commitments. Results could have been more solid and in-depth with additional time and resources available to support countries and RECs.

Conclusion 2. The lack of a theory of change on all project levels led to a lack of clarity and overall understanding of dynamics between activities, outputs, outcomes and impact, challenges and chronology of activities for project implementation. Applying a Stages of Behaviour Change model could support the overall understanding of how change happens, and influence the design of both projects, the development of their synergies and planning of the timeline to achieve change.

Conclusion 3. The choice of project framework indicators, lack of clarity on indicator formulation and lack of systematic monitoring on impact and outcome levels reduced the ability to fully demonstrate success and achievement of both projects. Some of the chosen indicators are relevant, although incomplete or lack attribution, and the time frame available for achievements was too short.

Conclusion 4. Both projects could have benefited from stronger project management and oversight by FAO internally, to improve implementation coherence and engagement with stakeholders. The lack of more strategic oversight led to some missed opportunities for the projects, and FAO as an Organization.

Conclusion 5. The incomplete application of FAO's Corporate Capacity Development approach led to gaps in capacity development components of both projects. A more balanced approach to the promotion of organizational and functional capacities would have been appropriate.

Conclusion 6. The prioritization of country support through a demand-driven process by NEPAD and GCP/RAF/477/GER was effective to support policy development. A demand-driven process is more constructive to building ownership and the country capacity assessments were supportive in structuring engagement with countries.

Conclusion 7. All countries have advanced with their policy design and formulation, some countries struggle with policy implementation which might be due to a lack of competencies and capacities, and a lack of time to move policy implementation forward within project duration. It is crucial to ensure nutrition action remains on the forefront of political interest in the most affected countries, in spite of regular political change and government turnover.

Conclusion 8. Coordination remains a critical challenge and has the potential to undermine the successful implementation of the policies and investment plans on national and regional level. Coordination and collaboration with a variety of technical and political stakeholders will be crucial to maintain political interest for nutrition and support implementation of policies and investment plans.

4.2 Recommendations

Recommendation 1. To FAO

Recommendation 1.1. Improve design and formulation of policy change projects to enhance monitoring and measurement of achievements, and create a more structured and coherent project approach.

115. Suggested actions under Recommendation 1:

- i. Strengthen consultation with beneficiary institutions during the formulation process.
- ii. Use simplified SMART monitoring indicator frameworks and measurements for projects. Higher level strategic support is recommended to improve the choice and formulation of impact and outcome statements and indicators, in coherence with organizational priorities, project focus and time frames. Nutrition indicators should align to other global monitoring and result frameworks, i.e. stunting as a nutrition indicator like WHA and SGDs.
- iii. Systematically develop TOCs at project design stage, and review during project inception. If multiple projects have similar objectives and goals in the same target area, mapping them in one overall programme TOC should be considered. If country level engagement is foreseen, the development of individual TOCs on country level together with local stakeholders and government should be considered.
- iv. Identify the most appropriate change model, and consult the model for better understanding of policy change processes, to improve the strategic vision, design, planning and implementation of longer term policy change engagement and programmes.

Recommendation 1.2. Improve project management and oversight to enhance strategic coherence of project approach and implementation, and engagement with partners and stakeholders to position FAO as a key player in nutrition and nutrition-sensitive agriculture.

116. Suggested actions under Recommendation 2:

- i. Consider the implementation of a joint steering committee management process for similar projects implemented in Africa. For projects with focus on stakeholder involvement, consider the stakeholders' participation and role in the project management and oversight.
- ii. Consider the systematic integration of communication and marketing strategies in projects and programmes, or alternatively significantly reinforce the communication and marketing at FAO regional and subregional level.

Recommendation 1.3. Expand on the capacity development approach and portfolio for projects with capacity development and knowledge management components.

117. Suggested actions under Recommendation 3:

- i. Strengthen internal understanding and systematic application of FAO's Corporate Capacity Development Approach for the design and implementation of projects. Country capacity assessment tools should be reviewed and updated to align with the

FAO approach and systematically balance technical and functional, and individual and organizational capacity development.

- ii. Continue to support country and REC nutrition-sensitive/social protection policy formulation and implementation, and focus on addressing critical capacity gaps identified and provide capacity development for technical and functional levels, in all three dimensions.
- iii. Facilitate dedicated learning exchanges across countries to learn from challenges and successes. Focus on dedicated documentation and evidence creation of policy implementation and experiences. Consider interactive, low-cost extension worker capacity development through new technologies and outreach, in possible collaboration with private sector partners.
- iv. Continue to work with NEPAD, RECs and University networks on capacity development and maintenance, focus on the sustainability and quality of capacity development. Continue to collaborate with ENACT/ENAF-type initiatives, facilitate a similar curriculum roll-out with Universities to anglophone Africa, and conduct a follow-up and learning exercise for the ENAF countries to inform other regional university networks.
- v. Promote ECOWAS RAAF, PRESAN and HubRural technical structures and approaches as possible models to support capacity development in other subregions.
- vi. Consider complementary formalized collaboration and partnerships with national and international NGOs to support advocacy, technical efforts and capacity development and learning in countries, especially where FAO has no permanent nutrition presence; and with regional, subregional and national universities for measurement and evidence creation of policy impact.

Recommendation 1.4. Continue to seek funding support and resources from a variety of donors to expand and maintain project achievements, and promote nutrition-sensitive agriculture through CAADP, NEPAD and other partnerships.

118. Suggested actions under Recommendation 4:

- i. Create a multi-donor, multi-year funding approach to Ending Hunger that includes a variety of stakeholders like countries, RECs, policy partners and centres of excellence across the continent.
- ii. Engage support from known nutrition policy support donors, i.e. Department for International Development (DFID), European Union, BMZ, Gates Foundation, Power of Nutrition, etc. to fund a long-term intervention.
- iii. Leverage emerging donors to support the multi-year approach, i.e. Dangote Foundation, Arab Donors, etc., especially in their own or partner countries.

Recommendations 2. To the donor

Recommendation 2.1. In line with its global and national commitment to Ending Hunger, the Government of Germany should continue to support countries and RECs through policy change and capacity development.

119. Suggested actions under Recommendation 1:

- i. Aim for and support the creation of a multi-donor, multi-year funding approach to Ending Hunger that includes a variety of stakeholders like countries, RECs, policy partners and centres of excellence across the continent. Leverage emerging donors to support the multi-year approach, i.e. Dangote Foundation, Arab Donors, etc.
- ii. Commit to an appropriate time frame and resource envelope needed for effective and sustainable policy change, possibly 10-15 years, in line with CAADP, WHA and SDG commitments and result frameworks.
- iii. Improve the strategic integration with other ongoing, German-funded initiatives to better leverage partners, facilitate linkages and creating economies of scale, promoting own Ending Global Hunger strategy.

Recommendation 2.2. In line with global SDG and WHA commitments, other mainstream donors should support countries and RECs through policy change and capacity development.

120. Suggested actions under Recommendation 2:

- i. Support a multi-donor, multi-year funding approach to promote policy change and implementation for nutrition-sensitive agriculture in Africa.

Recommendations 3. To the partner - ECOWAS

Recommendation 3.1. Pursue the implementation of ECOWAP 2016-2025 investment plans and create more ownership and sustainability within the REC and members states.

121. Suggested actions under Recommendation 1:

- i. Honour commitments for financial contributions to projects and engagements to demonstrate leadership and role as a key policy player in the West African region. If financial contribution in full is not possible, making a smaller contribution to continue the engagement and ownership of initiatives is recommended.
- ii. Continue to actively promote the implementation and monitoring of ECOWAP 2025 by its member states, hold member states accountable to the implementation of their policies/National Agriculture Investment Plans and actions, and support the strengthening of CAADP and Malabo results frameworks at regional and country level.
- iii. Review country support selection process and facilitate a more demand-driven process for prioritization using critical criteria, like country and local level food security and nutrition needs, the state of the national sectoral policy or investment plans, existing capacity levels and motivation of the country to engage into policy support, HANCI positioning, country interest in the improvement of its policy and practice around nutrition, etc.
- iv. Foster engagement with regional and national universities, academic and policy institutions for the promotion of nutrition-sensitive agriculture in curriculum and application, as well as for creation of evidence, learning and policy impact measurement approaches and documentation.

Recommendations 4. To the partner - NEPAD

Recommendation 4.1. Continue to work with RECs and member states to build their capacity for nutrition -sensitive agriculture implementation, monitoring and reporting.

122. Suggested actions under Recommendation 1:

- i. Continue the collaboration with ReSAKKS to strengthen monitoring systems and reporting mechanisms. Consider low-cost opportunities and systems in possible collaboration with the private sector through new technologies.
- ii. Define a user-friendly, proactive, and sustainable knowledge, information management platform and process for use by all African Union/CAADP member states and RECs that is harmonized with the Cadre Harmonise and CountrySTAT.
- iii. Consider conversations with regional and national food security and early warning information systems, i.e. national SAPs/EWSs, CILSS/Cadre Harmonise and the SADC VAC system, to promote the integration of nutrition-sensitive indicators and benefit from indicator collection for CAADP reporting.

Recommendations 5. To the partner – National Governments

Recommendation 5.1. Continue to pursue nutrition as a main development and social issue for the prosperity of the people, and maintain nutrition as a key political priority.

123. Suggested actions under Recommendation 1:

- i. Clarify leadership, governance and coordination of, and budgeting for Nutrition components in national policies and investment plans and their implementation.
- ii. Create the resources and space for active capacity development on central and decentralized levels for the successful implementation of nutrition-sensitive policies. Strengthen learning and evidence creation through engagement with other member states, academic and other technical or policy institutions in country or region.
- iii. Use the new policies to structure and unite action on agriculture and nutrition in country, centralize and own coordination of all actors and donors contribution to the achievement of the policy on national level.

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Appendix 1. Key stakeholders and partners

Surname	Name	Role/Position	Organisation/Institution	Location of Interview
Discussions and Interviews – FAO				
AG BENDECH	Mohamed	Former LTA GER 477	FAO RAF	Accra, Ghana
FUMEY	John	Budget Support GER 477	FAO RAF	Accra, Ghana
HONOUGA	Kofi	Budget Support GER 476	FAO RAF	Accra, Ghana
NKAZI	Serge	Budget Holder GER 477	FAO RAF	Accra, Ghana
NYARKO-BADSHU	Kwami Dzifanu (Alex)	Budget Holder GER 476	FAO RAF	Accra, Ghana
SABLAH	Mawuli	Project Coordinator GER 477, CTA GER 476	FAO RAF	Accra, Ghana
SEKI	Richemont	Project Coordinator GER 476	FAO RAF/ RAAF ECOWAS	Lomé, Togo
TAOKE	Adama	Former LTA GER 476	FAO RAF	Accra, Ghana
Discussions and Interviews - Ghana				
ABOAGYE	Peter	Assistant Director, Nutrition Unit	Ministry of Agriculture Ghana, Women in Agriculture Development Department (WIAD)	Accra, Ghana
AMOR	Maxwell	NSP Policy Division	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
AMPONSAH	Lila-Karen	Planning Analyst	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
AWUATI-ADJAPONG	Eugenia	Planning Analyst	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
K. AFOOTSI	Emmanuel	ACP	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
MPESEH	Mary	Deputy Director	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
ODOTFI	Nii-Odor	Planning Analyst	National Development Planning Commission, Ministry of Planning Ghana	Accra, Ghana
WAYO	Theresa	Deputy Director, Value Addition Unit	Ministry of Agriculture Ghana, Women in Agriculture Development Department (WIAD)	Accra, Ghana
Discussions and Interviews - Togo				
ALASSANI	Ennardja	Director Planning, Policy and Monitoring and Evaluation Division	Ministry of Agriculture, Togo	Lomé, Togo
BEBOU	Midassirou	Food Fortification, Nutrition Division	Ministry of Health, Nutrition Unit, Togo	Lomé, Togo
BOURAIMA	Honarrigatou	Chief Nutrition Division	Ministry of Health, Nutrition Unit, Togo	Lomé, Togo
SIDE	Claude-Stephane	Project Coordinator, GCP/RAF/461/SPA	FAO RAF/ RAAF ECOWAS	Lomé, Togo
Workshop- Lomé January 11th, 2018				
ALASSANI	Ennardja	Director Planning, Policy and Monitoring and Evaluation Division	Ministry of Agriculture, Togo	Lomé, Togo
DJIWA	Oyétounde	Program Officer	FAO Togo	Lomé, Togo

Surname	Name	Role/Position	Organisation/Institution	Location of Interview
GUISSOU	Sibraogo Richard	Planning Manager	RAAF/ECOWAS	Lomé, Togo
KONLANI	Kanfitim	Project Manager Food Security	RAAF/ECOWAS	Lomé, Togo
SABLAH	Mawuli	Project Coordinator GER 477, CTA GER 476	FAO RAF	Accra, Ghana
SABLAH	Mawuli	Project Coordinator GER 477, CTA GER 476	FAO RAF	Lomé, Togo
SEKI	Richemont	Project Coordinator GER 476	FAO RAF/ RAAF ECOWAS	Lomé, Togo
TABE	Gnanoli	Program Assistant	FAO Togo	Lomé, Togo
TAOKO	Adama	Policy Officer West Africa	FAO RAF	Lomé, Togo
TESSITORE	Savina	Evaluation Manager	FAO OED, Rome	Lomé, Togo
WELA	Magnoudewa	ANJE Manager	Nutrition Division, Ministry of Health	Lomé, Togo
Discussions and Interviews - Nigeria				
ADEYEMI	Olutayo	Nutrition Officer, Nutrition Division	Ministry of Agriculture Nigeria	Abuja, Nigeria
YAMAR	Dr	Executive Director	Le Hub Rural	Abuja, Nigeria
Discussions and Interviews - Namibia				
AMAKALI	Lahja	Agriculture Scientific Officer	Ministry of Agriculture Namibia	Windhoek, Namibia
BETTS	Marcus	Deputy Country Representative	Unicef Namibia	Windhoek, Namibia
BRANTUO	Dr Mary	Child & Adolescent Health and Nutrition Officer	WHO Namibia	Windhoek, Namibia
KAMBAZEMBI	Maria	Deputy Director, Department Maternal and Child Health	Ministry of Health Namibia	Windhoek, Namibia
KUVARE	Uparura	National Program Coordinator, Conservation Agriculture	FAO/Ministry of Agriculture Namibia	Windhoek, Namibia
MASABANE	Petronella	Acting Permanent Secretary	Ministry of Health Namibia	Windhoek, Namibia
MUTUMBA	Obert Lubasi	Head of Programme Coordination and Operations	WFP Namibia	Windhoek, Namibia
NASHANDI	Hilda	Department Maternal and Child Health	Ministry of Health Namibia	Windhoek, Namibia
NOCODEMUS	Sophie	Department Maternal and Child Health	Ministry of Health Namibia	Windhoek, Namibia
RUTABANZIBWA	John	Action Deputy Director, Department Maternal and Child Health	Ministry of Health Namibia	Windhoek, Namibia
SANKOH	BaiMankay	Country Director and Representative	WFP Namibia	Windhoek, Namibia
SHUUYA	Frans	Agriculture Scientific Officer	Ministry of Agriculture Namibia	Windhoek, Namibia
VAN WYK	Marjorie	Nutrition Focal Point	Ministry of Health Namibia	Windhoek, Namibia
WALIOMUZIBU	George	Nutrition Specialist	Unicef Namibia	Windhoek, Namibia
Discussions and Interviews - Madagascar				
MUHIGIRWA	Luis	Deputy Country Representative	FAO Madagascar	Antananarivo, Madagascar
RAHARIMAIVO	Volantiana	Communication	FAO Madagascar	Antananarivo, Madagascar

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Surname	Name	Role/Position	Organisation/Institution	Location of Interview
RANAIVOARISON	Rija	PRESAN Consultant, Program Formulation	FAO Madagascar	Antananarivo, Madagascar
RAOBELINA	Holy	Nutrition Officer	FAO Madagascar	Antananarivo, Madagascar
RATSIMBAZAFY	Fanja	PRESAN Consultant, Coordination and Resource Mobilisation	FAO Madagascar	Antananarivo, Madagascar
TALLA	Patrice	Country Representative	FAO Madagascar	Antananarivo, Madagascar
Meeting – Antananarivo - 22nd January - FAO/IFAD				
MARIHARIVETO	Victor	Program Associate	FAO Madagascar	Antananarivo, Madagascar
RAHARIJAONA	Rand	AFAOR Administration	FAO Madagascar	Antananarivo, Madagascar
RAHARIMAIVO	Volantiana	Communication	FAO Madagascar	Antananarivo, Madagascar
RAHERIVETONJANA	Aime Michel	Monitoring and Evaluation	FAO Madagascar	Antananarivo, Madagascar
RAKOTOANADIJY	Dina	Logistics Assistant	FAO Madagascar	Antananarivo, Madagascar
RAKOTOARIMANAIVA	Eloi	Operations	FAO Madagascar	Antananarivo, Madagascar
RAKOTOHARRIVONY	Andry	Executive Secretary	TFNAC	
RAKOTONDRAMANANA	Henry	Agronomist	FAO Madagascar	Antananarivo, Madagascar
RAKOTUSON	Johanne	Monitoring and Evaluation Officer	FAO Madagascar	Antananarivo, Madagascar
RANAIVOSON	Hautarinoro	Administration Assistant Procurement	FAO Madagascar	Antananarivo, Madagascar
RANDIVARIBLE	Thierry	Agronomist/Program Officer	FAO Madagascar	Antananarivo, Madagascar
RAOBIDOLA	Rina	Operations Assistant	FAO Madagascar	Antananarivo, Madagascar
RASEHENOARISATA	Fanja	Human Resource and Travel Assistant	FAO Madagascar	Antananarivo, Madagascar
RASOAMANANA	Koly	Operations Officer	FAO Madagascar	Antananarivo, Madagascar
RASOAZANAJAONA	Aime	Information Resource Assistant	FAO Madagascar	Antananarivo, Madagascar
RAZAFIMBAHINY	Hasina	Program Assistant	FAO Madagascar	Antananarivo, Madagascar
RAZAFINDRAIBE	Menja	Project Support Manager	FAO Madagascar	Antananarivo, Madagascar
RAZAFINTSALAMA	Annie	Office Assistant	FAO Madagascar	Antananarivo, Madagascar
SATA	Germain	Procurement Assistant	FAO Madagascar	Antananarivo, Madagascar
VAHIDKO	Manolla	Administration Assistant	FAO Madagascar	Antananarivo, Madagascar
Meeting – Antananarivo - 22nd January - various Ministries				
ANDRIANARISON	Didier H.		MCC/SAC	Antananarivo, Madagascar
ANDRIANOME	Vonji Nirina	Department for School Feeding Programs	Ministry of Education	Antananarivo, Madagascar
ANDRIANTSARAFARA	Lalahharizaka		ONN/CSSE	Antananarivo, Madagascar

Surname	Name	Role/Position	Organisation/Institution	Location of Interview
HANTA BARAKA	Dr Charlotte	Public Health Specialist	Ministry of Population, social protection and promotion of women (MPPSPF)	Antananarivo, Madagascar
MERISOA	Mamy Vorunirina	Department for School Feeding Programs	Ministry of Education	Antananarivo, Madagascar
MUHIGIRWA	Luis	Deputy Country Representative	FAO Madagascar	Antananarivo, Madagascar
RABENASOKO	Mamilala Saraha	Department for School Feeding Programs	Ministry of Education	Antananarivo, Madagascar
RAFIDY	Jotielle		Ministry of Commerce and Consumption	Antananarivo, Madagascar
RAHARIMAIVO	Volantiana	Communication	FAO Madagascar	Antananarivo, Madagascar
RAMANAKOTO	Mamy Hanine		SNUT/DSFA	Antananarivo, Madagascar
RANARIVELO	Lucien		Ministry of Agriculture and Livestock	Antananarivo, Madagascar
RANDRIAMANANTSOA	Jafetra	Senator	Senate of Madagascar	Antananarivo, Madagascar
RANDRIANARISOA	Jose Clement		AT/SG/MSANP	Antananarivo, Madagascar
RAOBELINA	Holy	Nutrition Officer	FAO Madagascar	Antananarivo, Madagascar
RASAMOELIARISOA	Voldruame		MRHP	Antananarivo, Madagascar
RASOLOFONDRAHANTA	Lariko		MCC/CESG	Antananarivo, Madagascar
RATSIFERANA	Holy Mahefa	Department for School Health	Ministry of Education	Antananarivo, Madagascar
Meeting – Antananarivo 23/24th January - Small Island Developing States- Indian and Atlantic Ocean				
AHAMED	Mansouri	Director	National Strategies, Ministry of Agriculture and Livestock, Comoros	Antananarivo, Madagascar
ALI	Soilihi Adabi	Program Support Officer	FAO, Comoros	Antananarivo, Madagascar
CALDERIN	Sara Estico	Fisheries Officer	Ministry of Fisheries and Agriculture, Seychelles	Antananarivo, Madagascar
MOUSTACHE	Antoine-Marie	Director, and national Correspondant for FAO in the Seychelles.	Ministry of Fisheries and Agriculture, Seychelles	Antananarivo, Madagascar
MZE	Ahamed Marichali	Monitoring and Evaluation Officer, Planning Department	Ministry of Agriculture and Livestock, Comoros	Antananarivo, Madagascar
N'GUETTA	Alicia	Monitoring and Evaluation Officer	FAO, Comoros	Antananarivo, Madagascar
SOLOMAO LALUZ	Ricardo Alex	Program Officer	Ministry of Agriculture, Cabo Verde	Antananarivo, Madagascar
WASSILAT	Ahmed Abdallah	Coordinator, National Community Nutrition program	Ministry of Health, Comoros	Antananarivo, Madagascar
Other Discussions and Interviews				
DUFOUR	Charlotte	Former Project Coordinator GER 454	Former FAO Rome	Copenhagen, Denmark
GIYOSE	Boitshepo Doreen	Senior Nutrition Policy Officer - Nutrition and Food Systems	FAO SADC	Johannesburg, South Africa
HARRIS	Dr Jody	Researcher on the Ethics of Policy Making, and	Institute for Development Studies (IDS)	Brighton, UK

Appendix 1. Key stakeholders and partners

Surname	Name	Role/Position	Organisation/Institution	Location of Interview
		SUN Multi Stakeholder coordination.		
LAPIORE	Cristina	Consultant FAO Nutrition Strategy	OED FAO, Rome	Rome, Italy
MOALOSI	Kefilwe Roba	Nutrition Programme and Research officer	NEPAD	Johannesburg, South Africa
ONIBON	Alain	TCA Investment Support Office	FAO SADC	Johannesburg, South Africa
SANOU	Dia	Nutrition Officer	Sub-regional Officer for Eastern Africa, FAO Liaison office to UNECA and AUC	Addis Abeba, Ethiopia

Annexes

Annex 1. Contribution to the Evaluation of FAO Nutrition Strategy

<http://www.fao.org/3/ca8045en/ca8045en.pdf>

Annex 2. List of country and regional documents – policies, strategies, investment plans and programmes

<http://www.fao.org/3/ca8046en/ca8046en.pdf>

Annex 3. List of events and trainings supported and organized through both projects

<http://www.fao.org/3/ca8047en/ca8047en.pdf>

Annex 4. Nutrition policy marker to assess nutrition integration in policy documents

<http://www.fao.org/3/ca8048en/ca8048en.pdf>

Annex 5. Overview of findings, conclusions and recommendations

<http://www.fao.org/3/ca8050en/ca8050en.pdf>

Annex 6. Stages of change

<http://www.fao.org/3/ca8051en/ca8051en.pdf>

Annex 7. Task and notes from working groups at Lomé workshop

<http://www.fao.org/3/ca8052en/ca8052en.pdf>

Annex 8. Country review - Namibia

<http://www.fao.org/3/ca8053en/ca8053en.pdf>

Annex 9. Country review - Nigeria

<http://www.fao.org/3/ca8054en/ca8054en.pdf>

Annex 10. Country review – Seychelles

<http://www.fao.org/3/ca8055en/ca8055en.pdf>

Annex 11. REC review – ECOWAS

<http://www.fao.org/3/ca8057en/ca8057en.pdf>

Annex 12. REC review – PRESAN

<http://www.fao.org/3/ca8058en/ca8058en.pdf>

Annex 13. Evaluation Framework

<http://www.fao.org/3/ca8059en/ca8059en.pdf>

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