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PROGRAMME COMMITTEE

Hundred and Third Session

Rome, 12 – 16 April 2010

Follow-up to the Evaluation of the FAO Emergency and Rehabilitation Assistance in the Greater Horn of Africa (2004-07)¹

A. CONTEXT OF THE EVALUATION AND OF ITS FOLLOW-UP

1. The Evaluation of FAO's Emergency and Rehabilitation Assistance in the Greater Horn of Africa (HoA) was carried out in 2007 in order to review and propose improvements to FAO's emergency and rehabilitation work in the region, given that (i) the HoA was, and continues to be, one of the most food-insecure regions in the world, hosting a population of about 160 million and subject to recurring drought, flood and conflict; and (ii) funding for FAO's emergency and rehabilitation programme in the HoA had witnessed a three-fold increase to US\$ 240 million between 2004 and 2006. The Evaluation was submitted to the Ninety-ninth Session of the Programme Committee (PC) in May 2008. This document first provides a summary of the main findings and recommendations of the review which Management largely concurred with in its response as presented to the PC in May 2008 (paras 2-3); it subsequently summarises the actions undertaken as a follow-up to the Management Response (para 4, Table in Annex).

B. SUMMARY OF THE MANAGEMENT RESPONSE

2. Management welcomed the evaluation's appreciation of FAO's engagement with food security systems in the region and the evaluation's positive recognition of both, projects providing livelihood and food security data at the country level in Kenya, Somalia and Sudan, as well as the roll-out of the Integrated Food Security and Humanitarian Phase Classification (IPC) tool at the regional level. Management fully agreed with the general need emphasised by the evaluation, to develop an effective mechanism of information and information-sharing on food security based on institutional coherence and complementarities among partners, and with the specific recommendation to ensure that key partners buy-in to the IPC roll-out process. Management was

¹ cf. PC 99/3 a); PC 99/3 a) Sup. 1

pleased to report that FAO had already received support from major donors for the roll-out of the IPC in the HoA, and the tool was being adopted by all UN agencies and many NGOs involved in the Humanitarian Arena in the Great Lakes and Horn of Africa regions.

3. Management agreed with the evaluation's recommendations to promote better coordination, a more sustainable response and more consistency between the short and long-term response in the Horn of Africa but noted that donors still favoured funding immediate impact actions although attitudes were slowly changing in this regard. In addition, Management was pleased to note that some of the recommendations including, training and development for national staff, disseminating clear and effective information products in local languages, engaging with technical capacities at regional level and introducing a more effective partnership agreement with NGOs, were already being implemented, with scope for expansion, additional uptake and/or more improvement.

C. THE WAY FORWARD

3. Follow-up to many of the recommendations of the 2007 Evaluation of the Horn of Africa consisted in continuing or expanding initiatives and activities that had started prior to the evaluation. Management's effort to improve the preparedness and institutional capacity of FAO to respond to the complex nature of the crises in the Horn of Africa has meant greater coordination between divisions and departments at headquarters, between country, sub-regional and regional functions and between country offices and HQ. The Table in the Annex provides account of the actions undertaken.

ANNEX

Reporting on Follow-up Action to Management Response (HoA Evaluation)							
Recommendations (the content of each recommendation has been summarized)	Action agreed (fully or partially), with comment	Action to be taken			Action Taken?		Comments/ explanations
		Action	Timing	Unit Responsible	Yes (with date)	No	
Recommendation 1 Develop institutional coherence with respect to food security information systems and take a lead in harmonizing existing information systems	Fully accepted TCE/Regional Emergency Office for Africa is already cooperating with all major humanitarian actors in the HoA through the Roll-out in the Integrated Food Security Phase Classification System (IPC) and the support of the Regional Food Security Working. Three donors, Canada, EU and UK are already supporting this Food Security Information Integration Initiative. It will be difficult to find a donor who is willing to finance FAO's internal search for coherence. Additional resources could stem from existing projects. In any case this requires a consolidated effort not an initiative by TCE above.	Speeding up the finalisation of MoU with UK and UE.	Dec 07	TCE	Yes March 2007		Done; a joint report for the IPC initiative has been submitted to donors. An IPC task force has been re-activated at HQ level.
		Hold an internal workshop to formulate a joint proposal.	Early 2008	GEWS ESAF TCE EMPRES			
Recommendation 2 Promote information systems that are of value to emergency as well as developmental understanding and responses	Partially accepted TCE: The IPC is a good example of how to integrate different information systems. The IPC is being rolled out in several countries in the Horn of Africa (Kenya, Uganda, Ethiopia and Djibouti). In particular, the Government in Kenya offers a good example of adoption of this tool. The SUDAN Institutional Capacity Programme: Food Security Information for. Action (SIFSIA) project in the Sudan is closely integrated within the government structure. In Somalia, the Somalia Water	Expand the IPC to all countries in the subregion.	2008	GEWS ESAF TCE EMPRES	Yes ongoing since 2008		IPC present and led by FAO at national level in: Kenya, Somalia, Uganda. IPC present at national level, supported but not led FAO (FEWSNet): Djibouti. IPC initiated in/by some regions only (not at national level): Ethiopia, Sudan (South) and Tanzania.

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	and Land Information Management (SWALIM) project is developing liaison offices within Somalia with GIS capabilities and access to datasets in Nairobi and ensuring training of government employees in information management. The recommendation requires a corporate effort, not an initiative by TCE alone.						A regional IPC Map is consolidated by FAO Regional Emergency Office for Africa (REOA-Nairobi) every six months and posted on the Internet (http://www.ipcinfo.org)
Recommendation 3 Promote greater use of indigenous knowledge, disseminate clear and effective information products, assess how existing systems can be made more relevant to local decision-making	Fully accepted TCE: Point well taken. Already efforts made to increase relevancy for example by the Food Security Analysis Unit to include translation of products into Somali language and wide distribution within the country. It will suppose skilled National Staff and FAO should become a more attractive employer.	Use of participatory methods for project/programme formulation. Dissemination of knowledge in a more accessible manner. FAO Employment of national expertise	ongoing	TCE TCE/OEK TCE/ CSH	Yes, ongoing since March 2007		More than 20 IPC trainings have been organized by FAO in the HoA (training of trainers). In Kenya and Ethiopia regional staff of the Ministry of Agriculture and NGOs have also been trained. NPP contracts have been re-activated for National staff
Recommendation 4 Support the IPC rollout	Fully accepted TCE: A regional IPC roll-out project is underway.	Expand the IPC to all countries in the subregion.	2008	ESAF TCE	Yes, ongoing since 2008		All countries of the HoA, except Eritrea, are part of the IPC network.
Recommendation 5 Develop and improve methodologies for FS assessments	Fully accepted Lessons are to be learnt from several FAO initiatives on this matter.	Participants in the workshop (mentioned under recommendation 1) should formulate the ToR of a study aiming	First sem. 2008	ESAF TCE	Yes		Some initiatives have been taken to develop new methodologies, but for “slow crises” like drought, Governments still rely on and favour the known Crop and Food Supply Assessment approach done jointly by FAO and WFP, to capture the Food Security

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		at proposing a methodology for FS assessment.					context. In the meantime, a livelihood assessment toolkit has been developed by TCE to better capture disaster impact beyond short-term Food Security issues.
Recommendation 6 Promote coordinated response, emergency preparedness, contingency funding, and strategic reserves	Fully accepted (first part only) TCE: fully agrees with the first part of the recommendation. TCE is fully involved in FAO's disaster risk management (DRM) initiatives. Contingency funding mechanisms, while desirable, require review of the feasibility of such mechanisms in the FAO environment.	Action is ongoing. Further advocacy is required with potentially responsive donors.	First sem. 2008	TCE FAOR/OSD	Yes, ongoing		TCE has been part of numerous initiatives at national, regional and international level to better explain the situation in HoA and voice the concerns of pastoralists. In 2007 a Regional Emergency and Rehabilitation Plan of Action for the Drought HoA was prepared by FAO-REOA in agreement with partners to allow for a more coherent response. This plan of action is being updated for the period 2010-2011. DRM is an integral part of the Strategic Objective I and the main framework for TCE's new Operational Strategy.
	TCE has some serious reservations with respect to strategic reserves of items such as veterinary drugs as these have implications with respect to storage and keeping up to date which, in turn, have cost implications. In any case a project profile on contingency funding is being included in the Cooperative Agreement 2008 with OFDA. As far as emergency preparedness, REOA will be coordinating ECHO's Drought Preparedness Program II in the HoA.						As already mentioned, Donors are still reluctant to support advanced contingency funding mechanisms.
Recommendation 7 Advocate for more appropriate and sustainable food security and	Fully accepted This is a continuing effort with some success in certain countries where TCES is operating	TCE: proposes that TCEO/REOA and SFE	2008	TCEO REOA	Yes, October		Guidelines for Plan of Action (PoA) were released in October 2007 and PoA's were

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livelihood interventions	(Somalia and Sudan). However, funding mechanisms are not always appropriate, e.g. in Southern Sudan there is a gap between short-term funding covered by the CHF and longer-term development funding covered by the MDTF. In certain cases this objective is being pursued through the development of the Plan of Action (PoA), in cooperation with FAORs and Sub-regional offices in Africa (SFE, SFC, SFS). In all cases the primary humanitarian objectives should not be missed	(Subregional Office for Eastern Africa), in cooperation with the FAORs, should formalize joint guidelines for the implementation of the PoA.		SFE	2007		prepared by FAO for Ethiopia, Djibouti and Uganda. A PoA is being formulated for Kenya and Somalia in 2010.
Recommendation 8 Actively engage in the development of medium term strategies	Willing to contribute to this but in many cases it goes beyond the mandate of TCE. See comments under recommendation 7	See action under recommendation 7	2008	TCE SFE	Yes 2009		FAO is committed to align all strategic documents in the HoA, as, e.g., Emergency PoAs with the FAO NMTPF as far as possible.
Recommendation 9 Continue to mobilize and coordinate resources at regional level	Partially accepted TCE agrees with the mobilization and coordination of financial resources at the regional level, although we have some reservations about strategic reserves/stocks mentioned in the comments on recommendation 6.	This activity is ongoing.		TCE	Yes, always on-going		TCEO has mobilized funds for several HoA Drought initiatives from Sweden, EU-ECHO and recently EU-European Commission thematic funding. More than US\$ 17 million have been mobilized since 2007 at regional level. Many activities lead to DRM activities of medium term nature.
Recommendation 10 Study the long-term, root causes of food insecurity	Fully accepted While we agree with this proposal, it is not up to TCE to carry out the analysis. Information generated by FSAU is for example regularly used to inform CAP proposals prepared by FAO Somalia. FAO Representations should be involved in such process and be the basis of the institutional memory of the Organization as	Contribute to FAO corporate effort to identify the long-term causes of food insecurity. Seek synergies with FAO Representations at field	ongoing	TCI TCA ESAF OSD	Yes, Since 2008 2010		The FAO Sub-Regional Office in Addis (SFE) has taken the lead in several long-term initiatives in collaboration with IGAD. The project entitled "IGAD Livestock Policy Initiative" supported by the EU has already facilitated critical gaps identification in the Sub-region. On this basis, SFE is implementing a new TCP project to support capacity building and to promote formal marketing and trade of livestock and livestock products from the

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	the studies will be used for several exercises (NEPAD, UNDAF,)	level.					Horn of Africa, one of most critical gaps identified
Recommendation 11 Be more proactive in challenging assumptions and the status quo of interventions and ensure that these are based on good practice and comprehensive NA	Fully accepted We strive to achieve this objective. However, donor requirements are not always conducive to innovation as there are often limitations on emergency funding with respect to duration and type of activities that can be funded i.e. a high percentage to be spent on goods. However, TCE is implementing a pilot initiative to promote FAO good practices within the Cluster Approach especially the Food Security Cluster as created by the recent UN humanitarian reform.	Ensure a large diffusion of the preliminary conclusions of the pilot initiative.	First sem. 2008	TCE	Yes, since 2008		As far as TCEO is concerned, all IPC workshops as well as Agriculture or FS clusters at country level, have been used to largely disseminate conclusions of positive initiatives. The regional food security working group comprising NGOs, UN agencies and FAO has been strengthened at Nairobi level in 2008 to monitor the FS situation in the Region and to increase the level of information shared. Visibility missions with KCI have been organized on FAO activities in the HoA , focusing on practical example of good practices. Materials prepared have largely been disseminated through various media.
Recommendation 12 Develop a more diversified approach to promote recovery and resilience of local production systems to climatic shocks	Fully accepted Improve coordination with SFE and country offices on the elaboration of plans of action.	Advocacy with donors, develop more regional activities.	First sem. 2008	TCE	Yes since 2008		This approach is still fully advocated by TCE, but the issue remains of having different interlocutors for emergency and development within Donor's own set up. However, the Disaster Risk Management Approach being implemented by TCE at regional level since 2009 as a basis for action may help to overcome some issues and pave the ground for a smoother transition.
Recommendation 13 Distributions of agricultural inputs should remain an option when deemed truly necessary. Inputs should be supplied earlier. Distribution times should be decreased	Fully accepted Although this is desirable, in order to preposition suitable inputs early enough for timely distribution, it is crucial to secure funding well in advance of the agricultural season. The current CAP funding cycle (and also that of the CHF in the Sudan) does not allow this for the main agricultural season in	Conduct market research with or without funding in order to anticipate agricultural season requirements.	ongoing	TCE CSA	Yes since 2008		TCE is reducing dependence on direct distributions, which are now exceptions and it supports various kinds of voucher schemes, which allow local sourcing and timely organisation. However, timely funding from Donors remains a bottleneck for voucher schemes also.

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	the Horn of Africa. Although efforts are made to source local seeds, in these food deficit regions, they are often not readily available in the quantity required. FAO Procedures are still too complex, hence too time-consuming especially regarding procurements. Furthermore, delayed delivery is not always due to FAO. We do not have evidence of any unjustified or not needs-based distribution	More delegation of Authority should be given to FAORs for local procurements. TCE together with OCD is organizing training for field officers.	ongoing	TCE CSA OSD			With the increase of Delegation of Authority to FAO Reps up to USD 100.000, and with many of them being granted authority above this ceiling, the situation with respect to timely delivery has improved.
Recommendation 14 Inputs should be procured from networks of local, predictable and professional producers or stockists, and delivered through input fairs and voucher systems	Fully accepted In Southern Sudan there is a plan to re-introduce seed-fairs using the voucher system. However, this intervention is likely to be limited in scale owing to problems posed by security considerations as well as poor infrastructure and limited manpower/capacity in the FAO ECU. There is a requirement for a diversity of interventions tailored to meet requirements as far as possible given the constraints. Procurement rules may need to be reviewed and amended. The present level of delegation of authority to FAO Representatives is a limiting factor to local procurement. See comments under rec.13.	More delegation of authority to FAORs. More training to ERCU staff or alternative delivery of inputs (journals, vouchers). Keep dialoguing with AFSP	2008 Training ongoing	TCE CSA OSD TCE AGP CSA	Yes since 2008		See comments Recommendation 13

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Recommendation 15 Review the various CAHWs networks in the Horn of Africa	Fully accepted This would be helpful and should be carried out by TCE in conjunction with AGAH.	Action being taken by TCE in cooperation with AGAH in selected countries to expand to the network and effectively utilized it (this is part of recommendation 26).	2008	TCE AGA	Yes since 2008		It is being done through the project OSRO/RAF/801/EC and OSRO/RAF/913/EC. Several trainings have been organized and didactic materials developed, especially in Ethiopia, Kenya, Uganda and Djibouti.
Recommendation 16 Engage more fully with existing technical capacities at regional level; control/eradicate transboundary diseases; help open international market access to livestock	Fully accepted Already strong links have been developed between TCE and AU-IBAR and an Emergency Officer: dedicated to the livestock sector is being recruited in REOA to strengthen relations between livestock institutions. However, it should be noted that such engagement may help, it is not sufficient to significantly improve international market access to livestock and livestock products from the HoA which requires dedicated projects and intervention at the political level.	Develop stronger links on livestock issues between IGAD and FAO. This recommendation is already being implemented through the Food Security and Nutrition Working Group (FSNWG) in Nairobi. Activities to be more systematically undertaken in cooperation with SFE		TCA REOA - FAOR Djibouti REOA SFE CGIAR IUCN (World Conservation Union)	Yes 2008		An Emergency livestock Officer has been recruited in Nairobi in 2008, building up a strong network of knowledge sharing among the main emergency stakeholders of the livestock sector in the HoA, with the assistance of AU-IBAR (ECTAD) Nairobi Office for the Animal trans-boundary diseases and SFE livestock officer of the FAO Regional Multidisciplinary Team. Relationships with IGAD have improved, partly due to the increasing FAO emergency programme in Djibouti and also from the direct support and contact with FAO-SFE Office in Addis Ababa.

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Recommendation 17 Base interventions on livestock emergency guidelines and standards	Fully accepted AGAH has worked on and is about to release the LEGS (Livestock Emergency Guidelines and Standards)	LEGS will be adopted for all livestock emergency interventions	2008	AGA TCE	Yes 2007		A document on Livestock Emergency Guidelines and Standards (LEGS) led by FAO continues to be disseminated widely, and is well appreciated by all FAO partners.
Recommendation 18 Adopt a more strategic approach to partnerships	Partially accepted TCE already makes considerable use of strategic partnerships with NGOs (e.g. Somalia) and has developed an interim standard partnership agreement to replace the LoA which has been approved by ODG. Further work at the strategic level is being carried out with an informal working group including members of TCOM, TCAP, TCE, AUD, LEGA, AFFC, AFSP, AFDS, ODGS with a view to developing a more definitive partnership agreement(s) over the long term. Currently a comparative analysis of Partnership. Arrangements of other UN agencies with Non-Governmental Organizations are being finalized. The Regional Cassava Mosaic project in the Great Lakes Region funded by ECHO is an excellent example and a lesson learnt case of this approach. In fact it gathers together Governments, National Research institutions, International and local NGOs. FAO is Team leader and Coordinator. In certain instances partners cannot be easily 'selected' as the choice is limited and sometimes conditioned by the donor.	Finalization of the comparative analysis of partnerships. Training of local partners on FAO procedures and	First sem. 2008 ongoing	TCE TCE TCA	Yes 2008 2009		Although the study was finalized and well-received there have been no further developments in terms of tools enabling more definitive partnership agreements over the long term. In view of the Organization's increased emphasis on Partnerships such tools are needed more than ever. This work might be continued under Functional Objective X. The Regional Cassava Mosaic Project initially funded by ECHO has developed since December 2009 into an initiative covering seven countries (in East and Central Africa) funded by the Food Security Thematic Funding of the European Commission for a three years implementing

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		mandate and training of TCE officers and partners' procedures mandate and partner collaboration.					period. (US\$ 7 million)
Recommendation 19 Finalize and introduce a more effective partnership agreement with NGO partners	Fully accepted Work underway, see answer to recommendation 18. However, in many areas as Southern Sudan, and some parts of Somalia, there is no choice with respect to selection of an appropriate partner as only one NGO may operate in a specific targeted area. The Regional Food Security and Nutrition Working group in Nairobi supported by FAO may be the right forum to discuss this issue and find solutions.	Action as above.	2008	TCE TCA	Yes 2008 2009		See answer to Recommendation 18. LoA remains the main tool available for our contractual arrangements with NGOs. As mentioned several times, it might not be adequate and more diversified instruments are needed. However NGOs and FAO have developed effective, complementary and consistent links through various fora but especially within the UN Cluster mechanism.
Recommendation 20 FAO should capitalize on its lead coordination role by..... and effectively linking humanitarian and development agendas.	Partially accepted By definition, a leading coordination role is based on effective information exchange. This is a pre-condition not a consequence	All actions mentioned above to strengthen effective information exchange are pertinent. (see recommendation No. 1)		TCE ESAF	Yes 2008 2009		See comments Recommendation 19. TCE is promoting FAO's role in the humanitarian clusters with respect to both agriculture and food security. These are important fora for coordination in an emergency context.
Recommendation 21 Undertake a review of human resources required in each country	Fully accepted Although desirable, reliance on short term funding means this is often difficult to achieve. A Coordinator's fund-raising skills are critical to providing the means to expand the programme and permit recruitment of	Revised criteria for selection of ERCU staff.	ongoing	TCE CSH	Yes since 2007 Ongoing		Done. An increasing number of international TCE staff have a field post and all national staffs have been converted to the re-instated NPP contract. Many NPPs and General Service staff have attended various trainings regarding FAO procedures (contracts,

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	more diversified human resources. More attention should be given to seeking skilled nationals.	Launch regular vacancy announcement for roster to benefit of a rich active roster for different levels of responsibilities. Diversified composition of ERCU staff. Training FAOR and TCE national staff.	ongoing ongoing	 TCE CSH OSD			procurement, FAS, etc..). NPP staff are increasingly being given international opportunities in the region with the new regulation allowing NPP to support other emergency operations up to six months.
Recommendation 22 Prioritise the development of national staff	Fully accepted Fully agreed. Training cost for nationals should be better budgeted within each project document. Throughout the year, TCE/REOA has offered national staff courses on administrative and finance issues, as well as a language course (ongoing).	Encourage participation of national staff in any training activities organized by FAO. Encourage international assignment for NPP for broader exposure. National Staff appraisal mechanism to be reviewed with AFHO	ongoing May 08	TCE OSD CSH TCE	Yes Since 2008		See comments Recommendation 21
		TCE/REOA has	First	CSH			

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		planned a training on logical framework both for its national and international staff	quarter 2008	TCE/ REOA			
Recommendation 23 ECUs should be well integrated into the structure of the Office of the FAOR. Regular funding must be secured for core functions of “stand alone” ECUs.	Fully accepted Highly desirable, but not up to TCE alone. Note the Somalia programme is completely integrated as the Senior Emergency Coordinator is the FAO Officer-in-Charge. As a result a holistic programme has been developed with both short-term emergency and longer-term rehabilitation and development projects. The only “core” funding available for the Somalia programme is for one secretary and one NPO. Partially accepted Common training, as organized in 2006 bringing together FAOReps and ECU Coordinators, should become regular. Better understanding between persons and their respective role and competence has already led to better integration between FAOR and ECU	Common training of ERCU and FAOR staff. Involvement of ERCU and FAOR staff in planning activities	ongoing	TCE OSD CSH TCE CSH OSD		No	TCE is still entirely dependent on projects for its staffing structure at field level.

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Recommendation 24 SFE must be mandated to provide technical support and clearance for field operations	Partially accepted Agree with respect to technical support. Operational support from the SFE is only for sub-regional projects that are non-emergency.	Close cooperation and information sharing. Technical clearance subject to type of intervention (AVI related interventions are still under CVO/AGAH/HQ clearance).	ongoing	TCE OSD	Yes 2009		Done. SFE is already the Lead Technical Unit for the majority of TCEO projects in the region.
Recommendation 25 REOA should complement the SFE, and support ECUs in situation analysis and strategic planning; PCM; institutional learning; coordination of strategic reserves; resource mobilization	Partially accepted The role and composition of REOA cannot be subject to changes on an annual basis. This may affect efficient complementarity of REOA and SFE.	- periodic strategic meeting between two entities REOA/SFE. - joint training. - joint field visit.	ongoing	TCE/ REOA SFE OSD	Yes 2009		Recommendation 25 describes exactly the present role of TCE REOA, based in Nairobi, in the sub-region.
Recommendation 26 Apply internal guidelines, training materials and best practice; monitor the impact; share good practice between countries and actors in the region	Fully accepted Much remains to be done. Work on monitoring guidelines is proceeding and training of ECU staff should begin soon. Monitoring and impact assessment is acknowledged as a critical weakness in current emergency and rehabilitation operations.	- finalization of beneficiary monitoring guidelines - implementation of monitoring system in accordance with guidelines in pilot countries. - harmonization of	Dec. 2007 May 2008	TCE TCE	Yes 2008 2009		The beneficiary monitoring guidelines have been finalized (English and French) in 2008. However the TCE project timeframe is still a limiting factor for real impact assessment exercises. REOA Monitoring unit has not yet been implemented.

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	The usual timeframe of TCE projects (twelve months or less) does not facilitate monitoring exercise, especially on impact. Some flexibility on budget use may be needed. REOA: has been playing an active role in sharing best practices. Thanks to a secondment from SIDA, REOA will soon implement an M&E unit.	experience/guidelines used by various ERCUs in one internal guideline doc. - periodic subregional TCE meetings with ERCU & FAOR staff with dedicated sessions on sharing of good practices. - enhanced role of REOA on good practice through information sharing material on ad hoc sessions. - advocacy with donors, as more resources and flexibility are needed.	May 2008 2008 ongoing 2008	TCE TCE OSD TCE TCE			Work is being done through a monitoring working group at headquarters to review and assess TCE monitoring initiatives and to develop a monitoring framework for TCE activities which will be results-based and in line with the corporate system also under development.