

*Evaluation of Visibility of EU external action*

Final Report

Volume 6 – Thematic Report on Food Crisis

June 2012

*Evaluation for the European Commission*







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**Evaluation of Visibility of  
EU external action**

**Final Report**  
**Volume 6– Thematic Report**  
**on Food Crisis**

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## ACRONYMS

<b>ACP</b>	Africa Caribbean and Pacific countries
<b>AF</b>	Action Fiche
<b>AU-IBAR</b>	African Union- International Bureau for Animal Resources
<b>CAP</b>	Common Agricultural Policy
<b>CFA</b>	Comprehensive Framework for Action
<b>CfP</b>	Call for Proposals
<b>CFS</b>	Committee for World Food Security
<b>CSO</b>	Civil Society Organisation
<b>CSP</b>	Country Strategy Paper
<b>DCI</b>	Development Cooperation Instrument
<b>DEVCO</b>	Directorate General for Development and Cooperation
<b>EEAS</b>	European External Action Service
<b>ECHO</b>	European Commission Humanitarian Office
<b>EDF</b>	European Development Fund
<b>ENPI</b>	European Neighbourhood Policy for Integration
<b>EP</b>	European Parliament
<b>EQs</b>	Evaluation Questions
<b>EU</b>	European Union
<b>EUD</b>	European Union Delegation
<b>FAO</b>	Food and Agriculture Organization
<b>FAFA</b>	Framework for Action Financing Agreement
<b>FASLM</b>	Food Aid to Stimulate Local Markets
<b>FF</b>	Food Facility
<b>FS</b>	Food Security
<b>FSTP</b>	Food Security Thematic Programme
<b>GDP</b>	Gross Domestic Product
<b>GoL</b>	Government of Liberia
<b>HLPE</b>	High Level Panel of Experts
<b>HPIC</b>	Heavily Indebted Poor Country
<b>HLTF</b>	High Level Task Force
<b>HQ</b>	Headquarter
<b>GPAFSN</b>	Global Partnership for Agriculture, Food Security and Nutrition
<b>IFAD</b>	International Food and Agriculture Development Agency

<b>IMF</b>	International Monetary Fund
<b>IO</b>	International Organization
<b>LRRD</b>	Linking Relief, Rehabilitation and Development
<b>LT</b>	Long Term
<b>MDG</b>	Millennium Development Goals
<b>MS</b>	Member State
<b>MT</b>	Medium Term
<b>NGO</b>	Non-Governmental Organization
<b>NIP</b>	National Indicative Programme
<b>NSA</b>	Non-State Actor
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>PFS</b>	Pastoral Field School
<b>PSNP</b>	Productive Safety Net Programme
<b>RC</b>	Relief Committees
<b>RG</b>	Reference Group
<b>ROM</b>	Results-Oriented Monitoring
<b>ST</b>	Short Term
<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNHETF</b>	United Nations High Level Task Force
<b>VACNADA</b>	Vaccines for Neglected Animal Diseases in Africa
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme

## 1 INTRODUCTION

### 1.1 General context and background

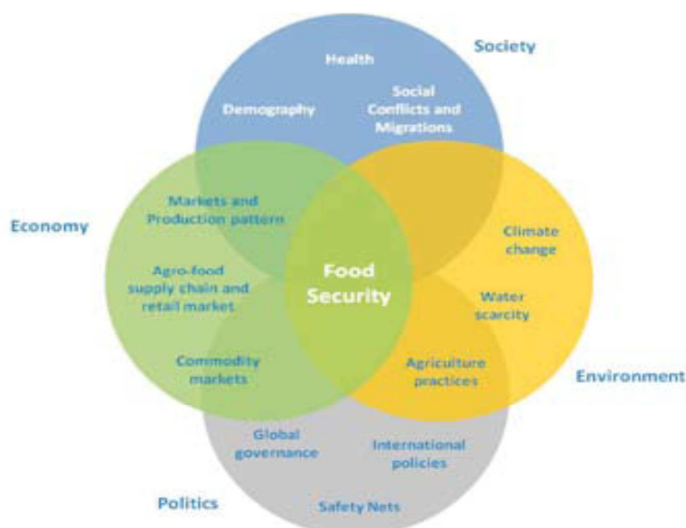
The 1996 World Food Summit agreed that food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.

Projections<sup>1</sup> estimate that the number of undernourished in the world have risen to 1,02 billion people during 2009, 147 million people more compared with the 2006 data. This issue affects 16% of the world's population. The majority of malnourished people are found in developing countries where approximately 98% of the total lives. A more detailed examination of developing countries shows that the region with the highest number of malnourished people is Asia. There are 566.2 million people affected by this phenomenon on the Asian continent, more than double those who live in Africa (217 million people). In Latin America, there are 45 million, while in the Middle East there are around 29 million. Considering that in 2050 there will be 2.3 billion people more than today to feed, the current situation could worsen.

The overall demand for food in the world is continually increasing as a result of population growth and of more people seeking higher meat content in their diets. The supply of food is increasingly affected by weather events, lack of access to land and water and an overall slowdown in productivity gains. Access to natural resources is also affected by the effects of climate change on agricultural production and food systems.

Supply failures, especially in developing countries, result from decades of under-investment in small-scale agriculture and rural development; from structural weakness and dysfunctional behaviour of markets for food and of trading systems; from the gradual reduction in biodiversity and overall availability of land and water; and from the lack of accountable governance for the production and delivery of nutritious food. The consequence is that millions of people are not only unable to enjoy their right to food but also lack any form of redress<sup>2</sup>.

**Figure 1: Food Security: a multi-dimensional phenomenon**



*Source: The European House-Ambrosetti, 2009*

<sup>1</sup> FAO, 2009

<sup>2</sup> Food and Nutrition Security : a Comprehensive Framework for Action, HLTF, August 2011

## 1.2 EC general policy of food security

The European Consensus on Development<sup>3</sup> adopted by the Council and the Representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission states that food security is a priority area of concentration and the European Community will continue to work to improve food security at international, regional and national level. The EU food security policy tackles the issue on three dimensions: availability of food at regional and national levels, access to food by households and food use and nutritional adequacy at individual level.

The negotiations on the Lomé IV Convention in 1995 took place at a time when the effectiveness of the aid provided by the European Union was called into question. With a view to enhancing this aid, the Commission undertook a wide-ranging internal and external consultation which is discussed in a communication entitled "Linking Relief, Rehabilitation and Development"<sup>4</sup> (LRRD). The main point made by this paper, which to a large extent served as a basis for the 2001 communication<sup>5</sup>, is that the gap between humanitarian aid and development aid needs to be filled. Whilst the former is provided according to the immediate needs of individuals by non-governmental and international organisations, the latter relates to development policies and strategies in the form of partnerships between countries. By focusing on the interdependence of the two policies, the Commission emphasized that better development could reduce the need for relief, that better relief could contribute to development and that the transition between the two is facilitated by rehabilitation.. However the LRRD is mostly a tool to be used for bridging emergency to development in the framework of recovering from natural disasters.

Management of the POST-CRISIS phase is ensured by the LRRD strategic framework, which aims at the creation of synergies between the withdrawal of humanitarian aid and the transition to development activities. The Commission underlines the need to improve the framework, through better integration of governance, institutional development and security in particular. Tools available to the EC for the grey zone between relief and rehabilitation include food security and aid, the protection of human rights, democratisation and conflict prevention. However the Food Price Crisis is considered as an economic crisis that has to be addressed with others instruments than only the LRRD.

## 2 NORMATIVE AND POLICY FRAMEWORK

### 2.1 Context of the food price crisis of 2008

The global food and financial crises of 2007 and 2008, which have pushed an additional 115 million people into hunger, highlight the severity of the hunger and poverty problem that has challenged the world for decades, and was worsened by the world economic recession of 2009. The immediate consequences of high food prices are impacting on the world's ability to achieve the Millennium Development Goals (MDGs) and, in particular, MDG1 "Eradicate Extreme Poverty and Hunger<sup>6</sup>."

Estimates by the Food and Agriculture Organisation (FAO) put the number of malnourished people worldwide at over 1 billion for 2009, compared to 915 million in 2008. This is the highest number since 1970. The soaring food prices had severe consequences for poor countries and poor people. The FAO reports that food prices rose by nearly 40 percent in 2007 and at the end of 2008, prices of the main agri-food commodities were 40% higher than the average recorded in 2007 and 76% higher than 2006 levels. Nearly all agricultural commodities—including rice, maize, wheat, meat, dairy products, soybeans, palm oil, and cassava—were affected. In many parts of the world, smallholder farmers—who number about one-third of the world's population—struggled to access quality seeds

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<sup>3</sup> OJEU C 46, 24.2.2006, p. 1.

<sup>4</sup> COM(1996)153.

<sup>5</sup> Linking relief, rehabilitation and development - An assessment". COM(2001) 153 final, 23.4.2001.

<sup>6</sup> Institutional Response by UN to Food Crisis and FF final response, Final Report, EC 2009.



and fertilizers, decent storage facilities, good transport, modern technology and well-functioning marketing and credit systems. This Soaring of Food Prices had quickly become a serious security issue.<sup>7</sup> These increases have only once before been recorded during another significant period for the agri-food sector, the two-years 1973-1974.

The significant public countermeasures put in place to face the crisis have highlighted the current market limits. Limits related both to transparency and efficiency. In this context, the incredibly rapid increase of agricultural product prices caused extreme difficulties in food price crisis management and dramatic consequences for the poorest population. The main reasons of the imbalances identified are to be found both on the demand and the supply side of agricultural products.

The main causes to which the soaring food prices were attributed in 2008 include<sup>8</sup>:

- Poor harvests in major producing countries linked to extreme weather events;
- Declining food stocks – world stocks were at their lowest since the 1970s;
- High oil and energy prices raising the cost of fertilizers, irrigation and transportation;
- Lack of investment in the agricultural sector;
- Subsidized production of bio-fuels that substitute food production;
- Speculative transactions, including large commercial traders hedging in futures markets and small traders hedging and building up storage;
- Export restrictions leading to hoarding and panic buying.

Some recommendations were also proposed by the FAO such as:

- Diversifying and intensifying agricultural production and building the resilience of smallholder farmers to cope with climate and market shocks are key to improving food and nutrition security over the long term
- Paying greater attention to agriculture in domestic and international policies, including policies that focus on increased investments in agricultural infrastructure, the research, development and delivery of new technologies and the sustainable management of soil and water resources.

And also<sup>9</sup>:

- Measures have to be taken to ensure access – physical, social and economic – by all people to sufficient, safe and nutritious food with particular attention to full access by women and children.
- Food should not be used as an instrument for political and economic pressure
- Any recipe for confronting the challenges of climate change must allow for mitigation options and a firm commitment to the adaptation of agriculture, including through conservation and sustainable use of genetic resources for food and agriculture.

## 2.2 International response

A rapid and effective response to the immediate emergency was required by the international community, through an integrated stakeholders' approach, that could prevent reverting the

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<sup>7</sup> IFPRI, International Food Research Institute and Policy, Feb 2008

<sup>8</sup> <http://www.fao.org/isfp/background/en/>

<sup>9</sup> Final Declaration, FAO World Food Summit, November 2009

political and developmental gains made over the years, hence bringing about significant humanitarian, human rights, health, environmental, and economic costs for the entire global community<sup>10</sup>.

- At the UN level, on top of the rapid and active mobilization of the individual agencies, the Secretary-General established the UN High-Level Task Force (UNHLTF) on the Global Food Security Crisis. In July 2008, the Task Force responded to the request for a plan of action and produced the Comprehensive Framework for Action (CFA)<sup>11</sup>, which provides a framework that sets out the joint position of HLTF members on proposed actions aiming at easing the immediate plight of vulnerable consumers and producers of food, and building resilience to similar price shocks in the future. It aims to be a catalyst for action by providing governments, international and regional organisations, and civil society groups with a menu of policies and actions from which to draw appropriate responses. The CFA is rooted in a two-track approach, aimed at both easing the immediate plight of vulnerable consumers and producers of food, and building longer-term resilience to similar price shocks in the future. To the best extent possible, this is to be done by leveraging the untapped networks and regional systems that are already in place<sup>12</sup>.

### **The comprehensive twin-track approach<sup>13</sup>:**

Governments, donors, the United Nations, nongovernmental organizations, civil society and the private sector must immediately combine their efforts in a strategic, twin-track approach to address the impact of high food prices on hunger. This should include: (i) measures to enable the agriculture sector, especially smallholders in developing countries, to respond to the high prices; and (ii) carefully targeted safety nets and social protection programmes for the most food-insecure and vulnerable.

This Comprehensive Framework for Action inspired the establishment of the EU Food Facility<sup>14</sup> as a medium-term instrument, complementing other forms of assistance.

Furthermore, the FAO High-Level Conference on World Food Security (June 2008) discussed the challenges that climate change, bio-energy and soaring food prices posed to world food security. Its final declaration<sup>15</sup> called on the international community to increase assistance for developing countries, in particular the least developed countries and those that are most negatively affected by high food prices. This call was echoed by the G8+ Summit in Japan (July 2008), the Madrid Conference (January 2009), the G8/G20 meetings in L'Aquila (July 2009) and the FAO World Summit on Food Security (November 2009). Particularly relevant is the L'Aquila Food Security Initiative - AFSI<sup>16</sup>, where leaders of the 40 countries and heads of international organizations committed themselves to putting together 20 billion dollars over the next three years to aid rural development in poor countries and to tackle food insecurity, based on country-led strategically coordinated processes. It also stressed that emergency aid will remain an important instrument.

Finally, leaders hope for reinforcement of global and local governance for food security as a crucial factor in defeating hunger and malnutrition, as well as promoting rural development. Improved governance on a global level must be based on existing international organizations and financial institutions, making use of their comparative advantage and boosting their coordination and efficacy, while avoiding overlap. Towards this end, the G8 of July 2008 in Japan supported the UN High Level Task Force on the Global Food Security Crisis and the basic reform processes currently in-progress at the FAO, the Committee for World Food Security (CFS), Consultative Group on International Agricultural Research and global agricultural research through the Global Forum on Agricultural Research.

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<sup>10</sup> Institutional Response by UN to Food Crisis and FF final response, Final Report, EC 2009

<sup>11</sup> <http://www.un.org/issues/food/taskforce/background.shtml>

<sup>12</sup> <http://www.fao.org/isfp/isfp-and-the-un-high-level-task-force-on-the-food-security-crisis/en/>

<sup>13</sup> State of the World Food Insecurity, FAO, 2008

<sup>14</sup> Regulation 1337/2008 Food Facility

<sup>15</sup> Final declaration on Soaring Food Price, FAO, World summit, 3-5 June 2008

<sup>16</sup> [http://www.g8italia2009.it/G8/Home/News/G8-G8\\_Layout\\_locale-1199882116809\\_1246708102771.htm](http://www.g8italia2009.it/G8/Home/News/G8-G8_Layout_locale-1199882116809_1246708102771.htm)

The concept of a Global Partnership for Agriculture, Food Security and Nutrition (GPAFSN) was initially launched at the June 2008 FAO Food Summit. It concluded with a Declaration that includes calls for increased food production, fewer trade restrictions and increased agricultural research.<sup>17</sup> This initiative has, amongst others, led to the reform of the Committee for World Food Security (CFS), launched in October 2009 to be a central stakeholder platform of the evolving Global Partnership complementing the work of a High Level Panel of Experts (HLPE) and the UNHLTF. A detailed response around three major pillars has been outlined<sup>18</sup>:

- investment in food aid and food security networks for those in greatest need;
- increase in investment in agriculture and in development policies;
- the realization of international trade policies, differentiated for developed and developing Countries.

The implementation of these supporting measures are in line with the Declarations on aid effectiveness<sup>19</sup> and is focused on small and medium-sized farms for family and food-producing agriculture, particularly those run by women, and poor populations most affected by the food crisis, avoiding any kind of distortion of local markets and production; agricultural inputs and services shall as far as possible be locally purchased.

The commitment to the Paris Agenda is reflected in the EU Food Facility Regulation, and has been a guiding principle in its implementation<sup>20</sup>. This is evidenced by the fact that: a) sharing resources: most of the Food Facility projects and programmes that are implemented by International Organisations are based on joint country assessments and proposals by UN agencies and the World Bank, coordinated by the UNHLTF; b) improving coordination: in 2009, several coordination meetings between the European Commission and the UNHLTF were held; c) use of local system and network: where feasible within the timeframe and cooperation context, budget support has been chosen as implementation modality; d) harmonization: in most target countries where the Call for Proposals was relevant, in-country workshops were organised to enhance coordination and guide the orientation of response proposals.

### **2.3 EU response to the food crisis of 2008**

At the G8 summit of July 2008 the president of the European Commission, Mr. Barroso committed an amount of 1 billion € to respond to the Food Price Crisis. At the beginning this amount was expected to come from the CAP budget releases. Due to some MS opposition to the use of this source of funds, the EC finally derived this amount from various internal financial sources. As a complement to the European Union's existing development policy instruments, a financing facility for a rapid response to the crisis caused by volatile food prices in developing countries was proposed by the Commission and adopted by the European Parliament and the Council in December 2008<sup>21</sup>. The € 1 billion EU Food Facility aims to respond to the food insecurity in 50 countries worst hit by the high food prices and the economic crises, which constitutes the main EU response addressing the period in-between emergency aid and medium - to long-term development cooperation. In that sense, it complements the interventions of both the humanitarian instruments and of the longer-term development instruments such as the country-based development interventions and the FSTP.

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<sup>17</sup> <http://www.un.org/issues/food/taskforce/background.shtml>

<sup>18</sup> [www.un-foodsecurity.org](http://www.un-foodsecurity.org).

<sup>19</sup> Declaration on Aid Effectiveness adopted by the High Level Forum on Aid Effectiveness, held in Paris, on 2 March 2005 (the 'Paris Declaration on Aid Effectiveness') and the Agenda for Action adopted by the High Level Forum on Aid Effectiveness, held in Accra, on 4 September 2008 (the 'Accra Agenda for Action').

<sup>20</sup> Report from the Commission to the Parliament and Council; Food Facility: Interim Report on measures taken; {COM (2010) 81 final}; 12.03.10.

<sup>21</sup> EC/2008/ regulation 1337, OJ L 354/62 of 31.12.2008.

The Food Facility enabled the EU to respond rapidly to problems caused by soaring food prices in developing countries: the Regulation 1337/08 Food Facility was signed in December 2008. Four batches have been approved according to the following timeframe and approved budget:

DCI Decision	FF budget
30 March 2009	313.9 M€,
29 April 2009	393.8M€
9 Dec 2009	129.7 M€
22 April 2010	145.3M€.

Operating over a 3-year period from 2009-2011, the fund bridges the gap between emergency aid and medium to long-term development aid. Its chief objectives are to encourage a) food producers to increase supply in targeted countries and regions, b) support activities to respond rapidly and directly to mitigate the negative effects of volatile food prices on local populations in line with global food security objectives, including UN standards for nutritional requirements and c) strengthen the productive capacities and the governance of the agricultural sector to enhance the sustainability of interventions<sup>22</sup>.

In concrete terms, it supports:

- measures to improve access to agricultural inputs like fertilizers and seeds and services like vets and advisors – with special attention to local facilities and availability
- safety-net measures allowing for social transfers to vulnerable population groups, often in the form of labour-intensive public works (roads, irrigation projects etc) to maintain or increase agricultural production capacity and help meet the basic food needs of the most vulnerable populations, including children
- other small-scale production-boosting measures aiming at increasing agricultural production based on countries' individual needs – microcredit, investment, equipment, infrastructure and storage – and vocational training and support for agricultural professional organizations.

Over € 550M of the Food Facility funds are channeled through the international organisations. On 31 December 2009, the European Commission signed contracts for a total of 509,970,972 € as follows:

Agency	Budget €
FAO	215,352,085
World Bank	100,950,000
WFP	83,864,476
IFAD	31,682,272
UNRWA	39,700,000
UNDP	13,193,139
UNICEF	11 229 000
Others	14,000,000

<sup>22</sup> Report from the Commission to the Parliament and Council; Food Facility: Interim Report on measures taken; {COM (2010) 81 final}; 12.03.10

## 2.4 Visibility of the Food Facility

Drawing on the basic descriptive documents for the Food Facility and information received from interviews in Brussels this section provides an initial outline of the measures taken to make the Food Facility visible to the public.

Most of the Food Facility projects have developed a communication/media coverage/visibility plan<sup>23</sup> according to the FAFA Visibility guidelines in the case of IO-UN projects, or to general EC visibility guidelines for the other agencies as the World Bank, Regional Projects and NGOs (Annex 2). It has been particularly pointed out to IOs that communication activities should be documented in progress reports. The implementation of this FF programme is resulting in numerous communication activities at field level.

The use of communication plans has been of paramount importance to have efficient communication (for IOs to keep track and report the communication activities and for the EC to evaluate performances). A communication plan of IO-UN includes the requirements of the FAFA but it goes also beyond them since it synthesizes them in a strategic approach as some IO-UN made a joint Communication Strategy for implementing the Food Facility in a specific country (Annex 3 from Progress Report)

For some IOs, this tool was used for the first time, at least with regards to EC funded projects. In this sense, the approach has been innovative for the EU-UN partnership, since this is not common practice for other programmes. The communication plan is a reference document shared among EC HQ, EUD and IO (HQ and on the field).

Further to communication at field level, the following communication activities are coordinated at HQ level: Examples of high visibility via several international press releases (especially World Food Day 2009 and 2010) and press conferences during summits: Barroso at G20 in Canada 2010 “We pledged, we delivered”, De Gucht at World Food Summit 2009 in Rome.

Events have been organized to present the instrument (Info-point, Dev Days, Third Forum of Rural Development etc, journalists' workshops).

The Food Facility was the only example among EU external cooperation activities to be included in the booklet "the EU and you in 2010". Visibility to this instrument is given in several other booklets on:

- MDGs,
- UN –EU cooperation,
- the Europe Aid Annual Report,
- the EU best projects

In general, the Food Facility is mentioned often in speeches and reports of different nature, this being ensured by a continuous and working relationship between the Food Facility sector and the Communication Unit of DEVCO.

There is also a flow of information between the Food Facility officials in the European Commission and the communication officers of International Organizations, especially with FAO, which is the main partner under this programme.

The EC makes also regular use of the Results-Oriented Monitoring (ROM) system to provide external, independent and objective feedback on the performance of cooperation projects. In the context of the Food Facility an international tender has been launched for ROM (Results Oriented Monitoring) and quality assessment of approximately 120 projects on a total of 279 projects financed by the Food Facility Regulation. The visibility is also monitored in the ROM process.

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<sup>23</sup> Interim report on Measures Taken; Accompanying document to the Report from the Commission to the European Parliament and the Council; {COM (2010) 81 final}; 12.03.10

### **3 RATIONALE FOR CHOICE OF CASES AND COUNTRY**

The Food Facility Regulation is implemented in 50 countries. The selection criteria have been defined according to the importance of the Food Facility in the recipient country. Therefore these 2 criteria have been proposed to select the show case country:

- a) Number of FF channels in the country should be more than one.
- b) Rural Development is a focus sector of the CSP

Considering the RGs comments on the proposed countries submitted for consideration in the Inception Report of the Visibility Evaluation of the Food Facility as well as the country criteria selection the choice for the country show case has been Kenya for the following reasons:

- a) There are 4 channels for providing FF funding: WB, IO-UN (FAO), Regional project (African Union-International Bureau for Animal Resources) and NGOs
- b) Rural Development is a focus sector of the CSP

### **4 HYPOTHESES TO BE TESTED DURING THE FIELD MISSION**

The consultant has analyzed how agencies implementing the Food Facility address the visibility of the EU as a financing source of their projects. While it was expected that the analysis would be easier with NGOs projects selected through the Calls for proposals, as the visibility of EU is addressed as part of the selection criteria of the proposals, it was expected to be less clear how I.O-UN, WB and Regional projects addressed this issue in the field. It was necessary to review their plans to see how the Visibility of the Food Facility has been addressed and then later to analyze field reports to see how the visibility requirements are implemented.

The following hypotheses have been advanced for testing in the field mission:

1. Is the overall visibility of the EUs Food Facility likely to be reduced by the large variety of projects implemented by different types of actors (principally IOs and CSOs) according to different modalities?
2. Has the adoption of the Food Facility Regulation demonstrated the EU's visibility in its ability to react rapidly and substantially to food security problems in developing countries caused by the food price volatility of 2007/08?
3. While NGOs using funds from the Food Facility generally adhere to and execute correctly the visibility clauses in the EU's financing contract, is the visibility of the EU well addressed in the Food Facility projects implemented by NGOs?
4. Do the Food Facility projects implemented by IOs produce enough visibility through media involvement?

### **5 DATA COLLECTION DURING THE FIELD MISSION (METHODOLOGICAL ISSUES) IN KENYA**

#### **5.1 Background to the task in Kenya**

The mission was realized from 11 to 21 of June 2011 in Kenya.

At the EU Delegation a briefing and debriefing took place with the Head of Cooperation in charge of Rural Development and task managers at the beginning and end of the mission. Another one has taken place with the Press and Information Officer. (Presentation of the mission in Kenya is in Annex 4). Several interviews were organized in the country: with the EU Delegation with UN, WB, Regional Projects, and NGO project managers and one person representing the target audience.

Several meetings were held at the project level with several stakeholders as they do follow various EC visibility guidelines. Joint EU-UN visibility on UN projects (co-)funded by the EU is an EU priority. The EU and the UN agreed on joint visibility guidelines<sup>24</sup> for EC-UN Actions in the field in 2008. The guidelines state that efforts should be made to develop more dynamic visibility and communication activities in addition to static visibility. Interviews on one joint EU-UN/ FAO project in Kenya was therefore expected to provide a snapshot of joint visibility work and its effects.

The EU overall guidelines<sup>25</sup> for Visibility have also been used by the Food Facility stakeholders. The WB<sup>26</sup> and Regional Organisations have prepared Visibility plans following these guidelines. Some interviews have also been organized with WB and AU-IBAR (Vaccines for Control of Neglected Animal diseases in Africa - Vacnada) project managers. NGOs have also a budget for Visibility allocated in their contract of FF implementation. Interviews have also been realized with NGOs tasks managers.

To collect responses related to the Hypotheses raised during the desk analysis, the field mission focused on the following approach:

- to understand how visibility actions have been perceived in terms of adequacy and effectiveness by different stakeholders in the country in building a coherent message for a common approach on food crisis.
- to survey local stakeholders and general public perceptions of the food facility role and activities and in general of the EU policy & actions in the food security field.
- to understand if the EU is seen as a trusted partner and a source of advice on dealing with the challenges of food security with third countries

Methodology used for the field evaluation:

- Review project documentation and visibility plans of all the FF projects implemented by FAO, WB, AU-IBAR and 4 NGOs in Kenya (cf. project summaries in Annex 4).
- Prepare EQs according to the Visibility around the Food Price Crisis and the Food Security – the Food Facility
- Sending EQs to stakeholders prior to meet them
- Consolidate EQs replies with interview of project managers of Press and Information Officer, EUD staff, WB, IO-UN, regional project (AU-IBAR), NGOs (4) and target groups
- Asking the FF projects to collect Press articles and media support related to their project in Kenya
- Process data according to EQs criteria for the Evaluation of the Visibility of the EU external actions.
- Consolidation of responses to Hypothesis following country FF visibility evaluation

## **6 CONSOLIDATING THE EVIDENCE IN RESPONSE TO THE HYPOTHESES**

The findings related to each hypothesis have been summarized in the following points:

6.1 Hypothesis One: Is the overall visibility of the EUs Food Facility likely to be reduced by the large variety of projects implemented by different types of actors (principally IOs and CSOs) according to different modalities?

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<sup>24</sup> United Nations: [HTTP://WWW.UNDP.ORG/EU/DOCUMENTS/EC-UN JOINT VISIBILITY GUIDELINES.PDF](http://www.undp.org/eu/documents/ec-un-joint-visibility-guidelines.pdf)

<sup>25</sup> Communication and Visibility guidelines for EU External Actions, 2010

<sup>26</sup>[http://ec.europa.eu/europeaid/work/procedures/implementation/international\\_organisations/other\\_documents\\_relating\\_world\\_bank/documents/joint\\_visibility\\_guidelines.pdf](http://ec.europa.eu/europeaid/work/procedures/implementation/international_organisations/other_documents_relating_world_bank/documents/joint_visibility_guidelines.pdf)

The EU FF visibility is not as strong as it should be according to the several Visibility guidelines (EC general and EC IO-UN), and the various contractual agreements with the stakeholders (FAFA for IO-UN, Convention with EC HQs for WB and RO, Contracts under competitive procedure for NGOs, Convention at EUD level for MS) that do not provide a *coherent* message.

Summary per stakeholder: 1) some stakeholders (NGOs) have so little funds<sup>27</sup> allocated for visibility within the project budget submitted under the Food Facility Call for Proposals that this allows only for passive visibility efforts and moreover some do not want to undertake active visibility work because they prioritize results<sup>28</sup> 2) FAO has a large budget that would allow active visibility but there is no proper management at country level to ensure adequate monitoring of the contractor. The visibility budget is managed separately by the FAO HQs as part of the EU-FAO Food Facility multi country contract with the EU 3) WB does not wish to implement the visibility plan. 4) RO applies a mix of passive and active visibility.

In detail:

- a) WB: its Visibility plan was made by a consultant using the EU general visibility guidelines. The proposed visibility plan was not implemented that was considered too costly for the FF project that is being implemented through governmental structures. It considers that the visibility is highlighted in regular steering committees with stakeholders' participation and visit of government officials to project sites. Therefore a low cost visibility has been adopted.
- b) IO-UN: The FAO uses a general Visibility logo for the Food Facility called "Food for Life". For this FAO project, EU-UN guidelines under FAFA agreement have been used to prepare a Visibility plan. However Visibility of the project has been reduced as 1) contract problems have been encountered in the implementation of plan by a local contractor; 2) Media did not recognize EU as a donor even after receiving the media pack.
- c) AU-IBAR: The Visibility EU guidelines have been used to prepare the visibility plan of the VACNADA project. This plan representing 1 % of project budget has 2 components: publicity and awareness. The visibility plan helps to provide a coherent flow of information between EU HQs, EUD and this regional project implemented in 33 countries. The ROM monitoring improves also internal visibility.
- d) NGOs have a small budget in their contract to inform beneficiaries, audience and general public about project activities. Visibility is addressed according to contract requirements in a passive way. NGOs do not use the media to improve visibility of their achievements. However some media have made several NGO FF press issues on FF for example in Annex 7. Some NGOs refer to EC guidelines for Visibility Planning but consider their budget too limited to make an active visibility strategy.

Generally the variety of FF stakeholders using the EU Visibility guidelines appears to limit EU visibility for several reasons:

- According to some interviews the visibility budget of some FF stakeholder projects is considered too little for contracting professional media.
- Stakeholders do not have the same priority in term of Visibility: the WB did not implement the EU Visibility plan as Visibility is not a priority of the WB; the FAO visibility plan failed because too little attention has been provided to monitor the contract with the contractor; According to interviews NGOs would not consider increasing visibility as a priority as they focus first on achievement prior to the visibility of these achievements.

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<sup>27</sup> NGO budget for Visibility in the Full Application document of Project proposal according to the EC Guidelines for Call for Proposals

<sup>28</sup> NGO interviews



6.2 Hypothesis 2: Has the adoption of the Food Facility Regulation demonstrated the EU's visibility in its ability to react rapidly and substantially to food security problems in developing countries caused by the food price volatility of 2007/08?

Rapidity:

The EU has been able to react rapidly as all the process of projects preparation and launching has been realized in a few months following the approval of the FF Regulation in December 2008 such as for the *fact finding* (Country needs assessments for any beneficiary country) , *identification* (one Action Fiche per project covering the Identification and Preparation of the project if IO-UN, WB, RO, and one Action Fiche for the whole CfP), *contracting*(call for proposals for NGOs, FAFA agreement for IO-UN, WB and RO) and ROM standard *monitoring* for all projects. FF projects started operating by mid 2009<sup>29</sup>.

Details:

In relation to the *implementation*, the Visibility been improved in the whole Project Cycle Management of the Regulation1337/08 Food Facility as follows:

6.2.1 Relevance: The EU visibility has been strengthened by the methods, tools and systems selected for the FF projects. Their design in tackling the effects of the Food Price Crisis has improved the EU visibility in its ability to speed up FF project regular operations.. Rapidity of reaction of the FF can be essential to reduce volatility of food price.

- WB:
  - a) The FF project is an extension of a former WB project. The results of the former project are visible in media and documented in reports. A good Lesson Learnt is the use visible tool like the voucher system is efficient and delivers good achievement. It has been faster using this Good Lesson Learnt for scaling up a new FF project.
  - b) The EU visibility guidelines and action plans also considers the project achievement as an important component of the EU visibility. The use of the voucher system to provide agricultural inputs is a visible food assistance tool that is rapidly understood by the beneficiaries. Therefore it rapidly increases and diversifies food production due to the high visibility (and traceability) of the tool. It benefits to the EU visibility when voucher is printed with EU logo.
  - c) the steering committee of the project increases the visibility of project activities as it involves various partners such as the government representatives, private sector and NGOs
- IO-UN:
  - a) the steering committee with stakeholders/ beneficiaries improves visibility of activities
  - b) the radio broadcasts the EU-FAO FF training activities added with field Work Shop improved the rapidity to disseminate appropriate technology to many direct beneficiaries. The audience is informed that it is an EU-FAO project.
  - c) the digital pen for livestock disease control promoted by the project improved the rapidity to processing the data for providing faster interventions of the veterinarian to protect the herds. This performing data monitoring system improves the visibility of the EU among beneficiaries and stakeholders as the EU-FAO FF being the system developer integrating EU visible information such as logo and sticker on support material
  - d) the use radio broadcast for raising awareness has reached a large audience.

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<sup>29</sup> ROM

- AU-IBAR:
  - The advertising process has raised the demand for countries to join as the Vacnada project is funded under an European Union –African Union agreement. From 17 countries initially integrated in Vacnada, 33 countries joined after project started. It means that the EU visibility linked to the project has reached more beneficiaries than expected. The final evaluation should inform if the substance of the results has not been too fragmented.
- NGOs :
  - a) the quality of results bring other actors and potential donors to participate in food security projects and so replicates FF project results
  - b) Internal visibility tools such as accountability, transparency and good governance enhance the substance (quality) of FF project results.
  - c) Exit strategy by linking with GoK Vision 2030 increase rapidity of intervention.
  - d) Replication of former project as a FF project is an entry strategy that increases rapidity of intervention
  - e) Food aid voucher system is a visible tool that increases rapidity of intervention and also consolidates the substance of the FF by strengthening local market building resilience

6.2.2 Efficiency: The EU visibility has been strengthened by the methodology used to implement tools and systems under for the FF projects. Generally the use of resources for Visibility planning and activities has been appropriate to improve the rapidity and quality of the FF interventions. However 1) Visibility budgets of IO-UN and NGOs are considered to be too small to allow a professional media coverage a project/country level. 2) Budget of AU-IBAR seems to be enough for a passive visibility of the project: Tee shirts...while the awareness raising component could have been more important 3) Initial visibility Budget of the WB had been cut as considered too expensive .

Some NGOs (Save the Children) feel that a communication strategy is needed. It has contracted a consultant in communication for its operations in Kenya.

- WB:
  - a) The Visibility Plan was made using the EU general visibility guidelines but the plan was not followed as the WB does not emphasized on visibility in its internal rules. The budget of the visibility plan has been drastically reduced by the WB from initial budget of 760,000 Euros prepared by a consultant, cut to 25,000 Euros.
  - b) As the FF project is implemented through the government, politicians visits to project serves to highlight project results for free through all media
  - d) The Visibility is highlighted in regular steering committees
  - e) Progress reports shared by WB with EU HQs highlight the Visibility of achievements.
- IO-UN:
  - a) Used EU-UN guidelines but failed implementation by a local contractor. Funds allocated to contract a media company did not succeed to provide enough visibility
  - b) Resources were not adequate for a professionally managed visibility campaign
  - c) Media did not recognize EU as a donor after receiving the media pack.
- AU-IBAR:

- a) Used EU guidelines with plan of 1 % of total budget for publicity and raising awareness. The funding was geared more to reducing the impact of disease through direct intervention.
- b) ROM monitoring improves visibility for coherent flow of information as it provides an assessment of the EC visibility at project level.<sup>30</sup>
- c) It is costly to invite more participation of news media especially radio and TV coverage
- NGOs :
  - a) Budget is too fragmented to allow for professional communication to inform beneficiaries, audience and general public.
  - b) Contracting a communication officer
  - c) Training and awareness campaign managed at project level

6.2.3 Effectiveness: The EU visibility has been strengthened by the results of the methods, tools and systems implemented by the FF projects. Some examples of results that have improved the EU visibility are:

- WB:
  - a) Transparency with a mechanism for complaints.
  - b) Voucher system streamlines consistent response to food crisis
  - c) Involvement of local stakeholders in steering committee
  - d) Radio broadcast with Work Shop and credit facilities
  - E) Media/communication department within the MoA
  - F) Project visit of politician/ministers supported by media coverage
- IO-UN:
  - a) Digital pen processing data improves livestock disease control
  - b) Involvement of beneficiaries in steering committee
  - c) Radio based training for dairy farmers was highly visible with 1.2 million people listening in every week
- AU-IBAR:
  - a) Hosting explanatory meetings before start of activity
  - b) Meetings with stakeholders at various levels
  - c) Visits of high ranking figures to project sites brings international media
  - d) Radio both local (FM rural radio broadcast in local language and national radio) international radio, TV, local newspapers
  - e) As visibility is high from project launch, number of countries that joined the programme climbed from 17 to 33 as it is a common agreement of the African Union- European Union
  - f) Reverse effect of high visibility is atomization of the budget in certain countries that want the project to be nationwide

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<sup>30</sup> ROM, Background Country Sheet, chap 6.3 Visibility

- NGOs :
  - a) Consistency of messages, cross cutting issue, participatory approach, territorial planning, community organizing, communication officer
  - b) Radio broadcast training +local WS + input availability and access
  - c) Cross fertilization on radio broadcast with beneficiary-to-beneficiary sharing good practices
  - d) Dissemination of video documentation of project work and lessons learnt
  - e) Print media – documentation and sharing of published project work in leading newspapers
  - f) All type of press coverage of food security forum/steering committee outputs
  - g) Selected projects from calls are the extension of ongoing projects. It allows the replication of lessons learnt to reach broader beneficiaries and audience
  - h) International WS organization to share experience (Save the Children)
  - i) Visibility can be over done at the expense of technical/ key information being put across

**6.2.4 Impact:** The EU visibility has been strengthened by the replication of methods, tools and systems implemented by the FF projects. Some example of impacts that have improved the EU visibility are:

- WB:
  - The voucher system facilitates traceability of operations in support of improvement of agricultural production. It has allowed the system to replicate at a larger scale under the FF.
- IO-UN:
  - a) Training in communication local radio animators enable broadcast to provide suitable information about project activities. The audience has been well over initial estimation<sup>31</sup>.
  - b) The digital pen system improving the management of data transferred by blue tooth with mobile phone for faster traceability of animal disease has been adopted by the GoK.
- AU-IBAR: Awareness campaign on disease control at farmer level reduces livestock mortalities and increases income. While the project results have been achieved in priority areas of every country, a second phase of the programme is preparation for EU financing to support inter country control of disease.
- NGOs :
  - a) Visibility of actions and results in media contributes to adoption of good practices by a wider community and
  - b) Contributes the GoK Vision 2030.
  - c) Visibility of food aid voucher allows traceability of LRRD process by strengthening local producers and market

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<sup>31</sup> Interview

6.2.5 Sustainability: the EU visibility has been strengthened by the ownership methodology for sustaining tools and systems implemented by the FF projects. Some example of ownership that has improved the EU visibility are:

- WB: the voucher system
  - a) practical: paper in the hand of the beneficiary
  - b) private partners and NGOs in decision making process improves the local economy, thus improving the GoK recognition for the EU supporting the resilience capacity of beneficiaries
  - d) system institutionalized by the GoK.
  - e) food crisis preparedness instrument
- IO-UN: Integration of the FF disease control system in the GoK regular activities.
- AU-IBAR:
  - a) allowing beneficiary countries to participate in the development of the visibility materials, but still with EU logo
  - b) improving raising awareness networking system within the EU-AU agreement
- NGOs:
  - a) messages of mass communication, awareness campaign, WS, labeling project outputs, demonstration plots re-enforcing the behaviors promoted for finding solution
  - b) food aid voucher boost local agricultural production, local food consumption and the local economy through the support of local traders

6.2.6 Coherence: the EU visibility has been strengthened by the coherence of the tools and systems implemented by the FF projects. The messages carried out by the FF projects have been coherent with the Food Facility regulation and GoK Food Security and Nutrition policy as well as the GoK vision 2030.

- EUD: the programming is coherent with other EU external actions as FF projects are topping and scaling up NGO/ECHO/IO-UN projects/concepts. Ministries are projects counterparts for WB, IO, AU-IBAR
- WB: it is a project implemented by the GoK. The voucher system provides a consistent flow of information using EU logo.
- IO-UN: the messages are coherent with EU and GoK policy as project been implemented by the government. The support of NGOs as sub contractors of the project mean that NGO and IO-UN can bring a coherent image in implementing the FF.
- AU-IBAR: national projects are coherent with country agricultural policy. There is a programme coordination mechanism that supervises also the coherence in any country benefiting of the programme. The activities in disease control are directed as priorities of each government
- NGOs: The activities carried out are coherent with GoK Food Security and Nutrition policy developed by the Ministry of Agriculture (updated). Coherence is reinforced through harmonization/consistency of messages, cross fertilization of experience

6.3 Hypothesis 3: While NGOs using funds from the Food Facility generally adhere to and execute correctly the visibility clauses in the EU's financing contract, is the visibility of the EU well addressed in the Food Facility projects implemented by NGOs?

The Kenya example shows that there is one visibility plan per stakeholder because there is only one FF project implemented by IO-UN/FAO, one by the WB, one by a RO for the multi countries and one per each of the 4 projects/4 NGOs. In total there are 7 Visibility plans for the Food Facility in Kenya. While it can be seen, as an example for another country (Annex 3) shows that a common Visibility Strategy can be prepared for several IOs-UN, this is not the case for NGOs because each of them had to prepare its visibility strategy according to the competitive rules of the Call for Proposals. This leads to a fragmented budget that does not allow for a professional approach to communication and visibility of the FF. There is an exception for Save the Children (StC) that contracts a communication officer, while in this case not only for the StC FF project but for all the interventions of StC in Kenya. The fragmented visibility plan per NGO shows also press media coverage done per project as shown in annex 7. It may be the reason why the NGOs do not like to much media coverage as long as they do not achieve results.

It means that there was a lack of *complementarity* of the NGO Visibility at country, EC HQs and UNHHTF levels.

#### 6.4 Hypothesis 4: Do the Food Facility projects implemented by IOs produce enough visibility through media involvement?

The case study of the field mission in Kenya could not provide such joint strategic plan for communication on the FF because there is only one IO-UN (FAO) operating the FF in Kenya. As mentioned in Annex 7, media press coverage in Kenya is realized according to projects. However the Annex 3 in Liberia shows that there has been a common Visibility strategic plan among the IOs operating in Liberia although there has not been a common FF visibility and communication strategy for all stakeholders at country level. It shows also that the Fafa agreement allows the IO-UN agencies to prepare a joint communication strategy at country level even with FF IO-UN/EC multi country contracts. The IO-UN agencies have the flexibility to prepare their visibility plans for contracting media accordingly. It also shows that it has not been possible to have a common Visibility Strategy for each FF Implementing Channel, even under a common coordination of WB and UN agencies by the UNHHTF, as the WB implements also a FF project in Kenya with a separate Visibility plan.

It means that there was a lack of *coordination* of the Visibility within Implementing Channel of the FF at country, EC HQs and UNHHTF levels.

## 7 **RESPONSES TO EQS**

The desk analysis has provided some information that needed to be completed with some hypothesis on the field (Evaluative Questions in Annex 1). While Visibility is a component of every FF project, there was a need to verify some hypothesis on the field according to the general frame of evaluative questions. Some EQs have been selected as particularly for the present study. The aggregated response to each of these EQs based on the all the evidence collected is provided in the table below. The details of the evidence for each EQ are in the tables in Annex 1.

<b>EQ 1</b>	<p>“How well does the image of the external action of the EU perceived by the stakeholders correspond to the key issues outlined in the definition and objectives of this external action (Nice Treaty: Art. 8 &amp; 11; Lisbon Treaty: Art. 3 &amp; 21) and to the image the EU seeks to convey?”</p> <p><b>Preliminary Findings:</b> Government officials, journalists, International Organisations and non-state actors are well aware of the Food Facility funds provided by the EU during the global financial crisis due to the many FF stakeholders working in the beneficiary country. There are often several FF channels of implementation per country such as UN agencies, the World Bank, ONGs and Budget support. Each of them (except Budget Support) applies a Visibility Plan according to EC Visibility guidelines. On the other hand it has been noticed</p>
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	<p>that Visibility plans are not always properly executed and does not outline the benefits of EU support for the general public.</p>
EQ 2	<p>“How well do the Visibility communication priorities (Key Communication Messages from Commissioner Ferrero-Waldner, i.e.: why, what, how) achieve their objectives?”</p> <p><b>Preliminary Finding:</b> The visibility communication priorities are partly achieved in terms of “Acting together”. Various agencies work together to have a common joint Visibility plan for the Food Facility (ex in Annex 4 in the case of EU-UN FF visibility plan for Liberia involving several UN agencies). However Visibility plan are made separately by implementing channels using various EU Visibility guidelines: EC-UN using EU-UN Visibility guidelines and NGOs, WB, RO using general EU Visibility guidelines. In the meantime the stakeholders also recognize the EU as a Global player because FF delivers stability as improves the resilience of local markets, prosperity with FS is at household levels, local, regional and national, democracy with participatory planning of beneficiaries.</p>
EQ4	<p>“How well do stakeholders perceive the benefits of EU external action and not just its main features?”</p> <p><b>Preliminary Finding:</b>The stakeholders of the FF are often not aware that funds for the project originate in the FF. They are not always sufficiently exposed to a communication from the EU Food Facility because the message and budget of the Visibility are fragmented according to the EC contracts with the stakeholders. The FF is considered as a transitional tool that is not well perceived by the stakeholders because project documents shows there is not exit strategy foreseen for most of the projects. It is a limitation of the EU visibility as it cannot emphasize on any substantial medium and long term benefits to the stakeholders. When not too fragmented, the communication is too wide, as a logo “Food for Life” hardly bring any substantial understanding for the local stakeholders</p>
EQ6	<p>Are the EC’s messages coherent across different EU external action and internal policy areas?</p> <p><b>Preliminary Finding:</b> The Food Facility is considered as a rapid instrument to respond to a specific problem of Food Price Crisis in developing countries. However its implementation process has shown some incoherence with EC external policies and sectors of RELEX, DGDEV and AIDCO resulted from a top down process of EU HQs consultation with the EUD that may be in contradiction with the decentralization process of responsibilities from EU HQs to EUD.</p> <p>Its origin may also be incoherent with EU internal policy to promote bio-ethanol production has been closely link to the soaring of food prices in 2007/08<sup>32</sup> .</p>
EQ7	<p>“How far does the perception of the value added of the EU as a global actor emerge clearly from its presence as in the major international organisations/fora? “</p> <p><b>Preliminary Finding:</b> The EU image at international level benefited from its capacity to respond rapidly by mobilizing funds and preparing a Regulation that delivered a wide range of supports to reduce the effects of the 2007/08 Food Price Crisis in 50 countries.</p>
EQ8	<p>“How far are the resources mobilized by the EC adequate (human resources, budget) to carry out its visibility/communication strategy?”</p> <p><b>Preliminary Finding:</b> The resources mobilized by the EC may be considered as adequate in term overall funding per country or per agency. The inconsistency in the communication and</p>

<sup>32</sup> IFPRI, International Food Policy Research Institute, May 2008

	message are more due to an absence of FF strategy at country level..
<b>EQ10</b>	<p>How effectively does EC external action staff from different services translate the visibility strategy they are expected to implement into action plans that are consistent amongst each other?</p> <p><b>Preliminary Finding:</b> There is no FF Visibility overall strategy at country level as there are various EC visibility plans managed under different rules by various stakeholders implementing the FF. There is no overall FF Visibility strategy guidelines and plan at country level for all FF stakeholders.</p>

## 8 CONCLUSIONS AND RECOMMENDATIONS

Conclusion Hypothesis 1: The fragmented and sometimes incoherent message produced by the Visibility action plans is more due to an improper visibility management than to the variety of guidelines and projects. The lack of harmonization in the EU Visibility guidelines is not a problem at project level, but can reduce the overall image of the EU at country level.

Recommendation Hypothesis 1: The Visibility of the FF should be coordinated at country level to improve coherence and harmonization.

Conclusion Hypothesis 2: The adoption of the Food Facility Regulation demonstrated the EU's visibility in its ability to react rapidly and substantially to food security problems in developing countries caused by the food price volatility of 2007/08 because the FF projects have been implemented soon after the Regulation was adopted using EU visibility guidelines to prepare visibility action plans..

Recommendation Hypothesis 2: The preparation of the visibility plan should stay under the responsibility of the implementing agency and its implementation

Conclusion Hypothesis 3: The visibility action plans of the NGOs contracted from the EC HQs under the FF Call for Proposals links the visibility of the EU with the specificity of their activities (logo, stickers, Tee shirt) and results (information board on project sites, publication). The NGOs contracted locally by WB, IO and RO for implementing FF projects have supported the EU visibility from the visibility plans of these organizations. Messages have been fragmented according to organization objectives.

Recommendation Hypothesis 3: Consistently develop EU communication and visibility action plans according to a Food Facility strategy at country and regional levels. Countries where rural development and food security are not focus/priority sectors could benefit from sharing experience of the EU strategy in countries where these are focus sectors.

Conclusion Hypothesis 4: While media involvement has shown visibility at international level (Logo "Food For Life" of EU/FAO) its role is hazardous as it has not been the logo for all the FF projects at country level.

Recommendation Hypothesis 4: Visibility action plans should be prepared according to a unified communication integrated in a FS/FF strategy defined at national/regional and/or international level.



## ANNEX 1: STANDARD FORMAT FOR EVIDENCE IN RELATION TO EQS (KENYA)

<b>EQ 1</b>	“How well does the image of the external action of the EU perceived by the stakeholders correspond to the key issues outlined in the definition and objectives of this external action (Nice Treaty: Art. 8 & 11; Lisbon Treaty: Art. 3 & 21) and to the image the EU seeks to convey?”
<b>Expected Judgement Criteria &amp; Indicators</b>	<b>Evidence identified from ...</b>
JC.1.1. The EU has managed to disseminate the message to the relevant stakeholders in terms of content and reasons for its external action	The EC has given the guidelines to several agencies and they have followed them to varying degrees according to management capacity and priority
<p><u>Indicator 1.1.1</u>The stakeholders know the definition of the external action of the EU</p> <p><u>Indicator 1.1.2</u>The stakeholders know the content of the definition of the external action of the EU</p>	<p>Finding: Use of EC Visibility guidelines (general or FAFA for IO-UN).</p> <ul style="list-style-type: none"> <li>• 1. WB: internal rules do not allow visibility as a priority. It had prepared Visibility plan according to EU general guidelines for Visibility but does not apply it. No EU visibility</li> <li>• 2. FAO: made a visibility plan according to EU-UN guidelines. Media local contractor failed to deliver visibility. Visibility budget considered too small. EU passive visibility (Tee shirt, “Food for Life” logo). More active Visibility is provided through radio training sessions</li> <li>• 3. AU-IBAR: EU visibility A) following implementation of plan according to EU guidelines with 2 components: publicity and awareness. B) VIPs visit to project sites and press releases</li> <li>• 4.NGOs: EU passive visibility (Tee shirt, logo, information panels...) and active with Press releases. However the budget for visibility is too small budget for active visibility with professional media. A Communication consultant is recruited for all activities of Save the Children.</li> </ul> <p>Source: Action Fiche for IOs, RO and WB; Interviews, Visibility plans and Progress reports</p>
JC.1.2. The EU has managed to transmit an image to stakeholders that correspond to the image that was sought to be conveyed	The stakeholders have prepared their visibility plans according to the EC guidelines for visibility as part of their contractual agreement.
<u>Indicator 1.2.1</u> The images that are widely perceived by the stakeholders	Finding: Visibility plans are prepared according to EC guidelines

correspond to the communication objectives of the EU on its external action	Source: guidelines published on the EC internet site
<p><b>Preliminary Finding:</b></p> <p>Government officials, journalists, International Organisations and non-state actors are well aware of the Food Facility funds provided by the EU during the global financial crisis due to the many FF stakeholders working in the beneficiary country. There are often several FF channels of implementation per country such as UN agencies, the World Bank, ONGs and Budget support. Each of them (except Budget Support) applies a Visibility Plan according to EC Visibility guidelines. On the other hand it has been noticed that Visibility plans are not always properly executed and does not outline the benefits of EU support for the general public.</p>	

<b>EQ 2</b>	“How well do the Visibility communication priorities (Key Communication Messages from Commissioner Ferrero-Waldner, i.e.: why, what, how) <sup>33</sup> achieve their objectives?”
<b>Expected Judgement Criteria &amp; Indicators</b>	<b>Evidence identified from ...</b>
JC 2.1: The priorities (why, what, how) have been well perceived and understood by the stakeholders	The stakeholders’ projects have been prepared and implemented according to the priorities of the Food Facility.
<p><u>Indicator 2.1.1</u> The stakeholders perceive well why the EU does have an external action</p> <p><u>Indicator 2.1.2</u> The stakeholders perceive well what defines EU as an actor on the world stage</p> <p><u>Indicator 2.1.3</u> The stakeholders perceive well how the EU deploys its instruments around the world</p>	<p>Finding: They know the overall context of their projects through competitive (call for proposals) or negotiated (conventions, agreement) procedures of the EC.</p> <p>Source: Interviews with target groups, audience</p> <p>Finding: The stakeholders are contracted by the EC to implement the FF in each of the 50 beneficiary country</p> <p>Source: Press release, EC interview</p> <p>Finding: FF projects are prepared under FAFA agreement, Conventions, and Call for Proposals</p> <p>Source: Press release, interviews with stakeholders and EC</p>
JC 2.2.: The formulation of the priorities would have to be changed in order to gain an increased impact	Visibility plans priorities and implementation modalities have been irregular
<u>Indicator 2.2.1</u> The stakeholders express the need for another formulation about the external action of the EU in order to	<p>Finding: The implementation of the FF visibility plans while in irregular way:</p> <p>WB: The Visibility of the EU disappears because the FF project is implemented through the GoK while the visibility plan is not</p>

<sup>33</sup> Section 2.2 of Commissioner Ferrero-Waldner’s Draft Communication to the Commission: 2 Feb 2006, “The EU in the World: Towards a Communication Strategy for the EU’s External Policy 2006-2009”

make it more visible	<p>implemented. Therefore the politicians and media visiting the projects do not recognize the EU as a donor.</p> <p>IO-UN: a) The FAO has named its multi country FF component “Food for Life” with EU logo on the media package that are also in use in Kenya. However the media in Kenya does not recognize the EU as a donor because the visibility plan failed to be implemented by proper media company. B) At project level in Kenya the EU has gained some Visibility as the radio training sessions have mentioned the EU as the donor.</p> <p>AU-IBAR: Media have reported the EU image through high ranking visits at project site, particularly at the project launch in Uganda on May 9 th 2010. Newspapers report regularly the EU being the donor.</p> <p>NGOs: a) They apply mostly a passive visibility (stickers, T-shirt, logo) in the implementation of the FF projects. B) They participate in the Kenya Food Security Steering Group</p> <p>Source: Evidence from some stakeholders according to interviews, Project reports, Visibility plans</p>
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**Preliminary Finding:**

The visibility communication priorities are partly achieved as for “Acting together”, various agencies work together to have a common joint Visibility plan for the Food Facility (ex in Annex 3 in the case of EU-UN FF visibility plan for Liberia involving several UN agencies). However Visibility plan are made separately by implementing channels using various EU Visibility guidelines: EC-UN using EU-UN Visibility guidelines and NGOs, WB, RO using general EU Visibility guidelines. In the meantime the stakeholders recognize the EU as a Global player because FF delivers stability as improves the resilience of local markets, prosperity with FS is at household levels, local, regional and national, democracy with participatory planning of beneficiaries.

<b>EQ 4</b>	“How well do stakeholders perceive the benefits of EU external action and not just its main features?”
<b>Expected Judgement Criteria &amp; Indicators</b>	<b>Evidence identified from ...</b>
JC 4.1. The stakeholders are sufficiently exposed to a communication from the EU on Visibility of its external action that is organised to improve impact, retention, credibility and buying intention	Visibility is only a small part of their contracts to implement the Food Facility project. Stakeholders know the overall FF context of their project. They have Visibility guidelines.
<u>Indicator 4.1.1</u> The communication strategies are designed to improve impact, retention, credibility and “adherence/agreement” at the level of targeted stakeholders	Finding: communication strategies are in guidelines for Visibility Source: Visibility guidelines, documentation
<u>Indicator 4.1.2</u> The communication strategies are implemented to improve impact, retention, credibility and buying intention at the level of targeted stakeholders	Finding: if active visibility, yes, while not in passive visibility Source: Implementation of visibility plans through contracted media, press release, project information, EC logo

<p><u>Indicator 4.1.3</u>The communication strategies are monitored and evaluated on impact, retention, credibility and buying intention at the level of targeted stakeholders</p>	<p>Finding: Monitored according to Visibility plan                  Source: ROM (Result Oriented Monitoring), Progress reports</p>
<p>JC 4.2. The stakeholders perceive and value the differences between the benefits of the EU external action and the results or the features/instruments</p>	<p>They charge for administrative costs</p>
<p><u>Indicator 4.2.1</u>The communication strategies are designed to improve the perception of benefits at the level of targeted stakeholders  <u>Indicator 4.2.2</u> The communication strategies are implemented to improve the perception of benefits at the level of targeted stakeholders  <u>Indicator 4.1.3</u>The communication strategies are monitored and evaluated on the perception of benefits of targeted stakeholders</p>	<p>Finding:</p> <ol style="list-style-type: none"> <li>1. While the stakeholders have several EC Visibility guidelines the visibility plans are not always implemented due to internal priority or mismanagement.</li> <li>2. While the visibility is a contractual component for any stakeholder of the FF, the fragmentation of the message tends to provide a partial information</li> <li>3. There is no follow up of the EU FF communication at country level because there is no FF steering committee at country level as some contracts are centrally managed and others are managed by the EUD</li> <li>4. There may be no focal point at the level of a ministry to own the process of the Food Facility implementation.</li> <li>5. Passive visibility (logo, stickers, T-shirt) used in communication by NGOs does not provide at lot of substance of the message of the FF</li> </ol> <p>Source: ROM system at the level of BCS (Background Country Support sheet) Visibility guidelines and plans, Project documentation and reports</p>
<p><b><u>Preliminary Finding:</u></b>                  The stakeholders of the FF are not always sufficiently exposed to a communication from the EU Food Facility because the message and budget of the Visibility are fragmented according to the EC contracts with the stakeholders.</p>	

<p><b>EQ 6</b></p>	<p>Are the EC's messages coherent across different EU external action and internal policy areas?</p>
<p><b>Expected Judgement Criteria &amp; Indicators</b></p>	<p><b>Evidence identified from ...</b></p>
<p>JC6.1 – EU policy in other areas do</p>	<p>The initiative of the Food Security had been first to allocate 1 billion € from some release of the CAP. The soaring of world</p>

not contradict EU external action	food price decreases the amount of subsidies from CAP for exports of agricultural commodities. These funds not used from the CAP were not authorized by MS to be used mitigate the effects of Food Price Crisis in developing countries.
<p><u>Indicator 6.1.1</u> Evidence of incoherence between formal policies</p> <p><u>Indicator 6.1.2</u> Awareness among outside observers of incoherence in the EU's policy</p> <p><u>Indicator 6.1.3</u> Evidence from officials working in one EC policy sector that they have taken steps to improve policy coherence between their area of policy and other areas</p>	<p>Finding: There may be an incoherence between DG Agriculture CAP agriculture in its policy of subsidies to the EU farmers to export agricultural commodities and the support from the Food Facility of DG Relex/DG DEV to the farmers of developing countries to mitigate the effects of soaring of food prices. The EC give subsidies to its farmers to export agricultural commodities when world food price are low, and provide aid to farmers of developing countries when world food price are high. The need of agricultural export subsidies decreases when the need to mitigate effects of FPC increases. However the CAP funds that were “saved “ from the decrease use subsidies for export due to higher competitive EU products in world markets have not been allowed to be used by MS for the Food Facility. The 1 billion euro had to be found within the DG DEV and DG Relex own budgets.</p> <p>2) Top down process from EU Hqs to EUD in contradiction with decentralization process of responsibilities</p> <p>3) A prominent difference between the current food price crisis and earlier ones is the increase in demand for coarse grains due to biofuels production in the United States and the EU. Biofuels and the related consequences of low grain stocks, large land use shifts, speculative activity, and export bans, have been held responsible for the 70–75 per cent increase in food prices (D. Mitchell, 2008)<sup>34</sup>.</p> <p>Source: FF documents, interviews</p>
JC6.2 – Existence of contradictory messages being conveyed by different policy sectors	The message provided using of “fast track” procedures to prepare and implement the Food Facility has sometimes been incoherent with some policy sectors.
<p><u>Indicator 6.2.1</u> Evidence of contradictions between the visibility and communication strategies of different EC departments responsible for different policy sectors</p> <p><u>Indicator 6.2.2</u> Evidence that EC officials have taken steps to coordinate the messages to be conveyed on different policies so as to iron out possible contradictions</p> <p><u>Indicator 6.2.3</u> Awareness among outside observers of apparent</p>	<p>Findings:</p> <ol style="list-style-type: none"> <li>1. Managing the FF contracts at EC HQs is incoherent with the Decentralization process of managing projects at the EUD level.</li> <li>2. Highlighting a Short Term bridging process of the FF is incoherent in countries where Rural Development is not a focus sector of the EC.</li> <li>3. The Country Needs Assessments have been prepared by the same international agencies that also implement these projects</li> </ol> <p>Source: CSP, Action Fiche, Country Assessment, interviews</p>

<sup>34</sup> UN conference on Trade and Development, G24 intergovernmental paper: The 2008 Food Price Crisis: Rethinking Food Security policies, A. Mittal, June 2009

<p>contradictions (lack of coherence) between the messages conveyed by EU officials</p> <p><u>Indicator 6.2.4</u> Existence of press enquiries and requests for explanations about seeming contradictions in messages conveyed by EU</p>	
<p><b><u>Preliminary Finding:</u></b></p> <p>The Food Facility is considered as a rapid instrument to respond to a specific problem in developing countries. However its implementation process has shown some incoherency with EC policies and sectors.</p>	

<b>EQ 7</b>	“How far does the perception of the value added of the EU as a global actor emerge clearly from its presence as in the major international organisations/fora? “
<b>Expected Judgement Criteria &amp; Indicators</b>	<b>Evidence identified from ...</b>
JC 7.1 The Commission has displayed political leadership in the implementation of its overall communication strategy and visibility activities, both internally and towards Council, MS ,EP and International Organisations	Political declaration to allocate 1 billion € in FF followed by the use of fast track procedures for implementation of the FF 1 Billion in projects in 50 countries
<p><u>Indicator 7.1.1</u> The degree of leadership (political and managerial) exercised internally to produce policy documents and take decisions (HQ and DEL)</p> <p><u>Indicator 7.1.2</u> The degree of leadership (political) related to key events with Council, MS and EP</p> <p><u>Indicator 7.1.3</u> Policy document with clear communication and visibility objective + implementation strategy produced with contribution of all external family DGs</p> <p><u>Indicator 7.1.4</u> Communication/visibility tools provide improved access to information on EU policies</p>	<p>Finding: Mr. Barroso announcement of the 1 Billion € FF at the G8 summit of July 08 in Japan.</p> <p>Source: FF background information</p> <p>Finding: Preparation of the Regulation by the Parliament member (Gay Mitchell).</p> <p>Source: Regulation 1337/08 approved by Parliament in December 2008. Publication of the Regulation in the JO.</p> <p>Finding: Country assessment made with the support of GD DEV, DG Relex, EUD, UN organisations, World Bank and other international agencies (USAID) and MS agencies in the participatory process of Country Selection/Project identification</p> <p>Source: Country assessment</p> <p>Finding: Decisions taken within 5 DCI to approve the FF Overall plan and Projects allocations to IO, RO, BS and NGOs.</p> <p>Source: FF background documentation</p>

<p>JC 7.2 The Commission has actively supported the further consolidation of the overall EU institutional architecture enabling a more coherent and effective communication and visibility</p>	<p>It used fast track procedures has been able to keep visibility as a component of the projects.</p>
<p><u>Indicator 7.2.1</u> To what extent is the EU Institutional architecture conducive to ensuring responsive and coherent decisions have a strong visibility impact</p> <p><u>Indicator 7.2.2</u> To what extent EC has expressly push for reforms having a visibility impact</p>	<p>Finding: Impact is due to the rapidity of reaction for which the EC used fast track procedures to prepare and implement projects rapidly to respond to the sudden soaring price of food.</p> <p>Source: Country assessment, Action Fiche, Call of proposals, DCI, joint contracting of IO/country, joint communication strategy among IO-UN/country</p>
<p>JC.7.3 The EU Delegation contributed to strengthen the image of the EC in the third countries and the knowledge on the EU policies and activities</p>	<p>The EUD have been involved in the preparation of the Country assessment including project identification while they have been less involved in the management of the FF.</p>
<p><u>Indicator 7.3.1</u> How the presence of Delegation in third countries is perceived by local stakeholders, including MSs and International organizations</p> <p><u>Indicators 7.3.2</u> To what extent the stakeholder in the country knows the EC policy and actions</p>	<p>Finding: EUD played an essential role to prepare the country assessment with a close participation of the IO-UN, WB and overall donor community, while played less role in coordination the FF projects including its Visibility..</p> <p>Source: interviews of EC officials</p> <p>Finding: Stakeholders of FF are selected as subject matter specialists</p> <p>Source: Contracts and conventions for FF implementation</p>
<p>JC 7. 4 If and how the EU has been able to demonstrate its specific added value in relation to the Presidency and MS and to influence the international organizations/bodies while making it visible externally</p>	<p>The EU used fast track procedures for the Project Cycle Management of the FF in order to respond rapidly with a wide range of supports to the effects of soaring of food price in developing countries</p>
<p><u>Indicator 7.4.1</u> Constant key role of the EC in reaching EU common positions to be presented in the ECOSOC, selected Trust Funds, UN HR Council.</p> <p><u>Indicator 7.4.2</u> How the EC role is perceived by selected International Organisations (HQ and field)</p> <p><u>Indicators 7.4.3</u> How the role of the EC in international fora is perceived by governments of third parties and OECD countries</p>	<p>Finding: FF is coordinated by the UNHLTF from the UN, Country Assessments have been prepared by the IOs</p> <p>Source: FF background information</p> <p>Finding: The overall Food Facility is coordinated by the UNHLTF that coordinates the FF components of UN and WB agencies. IOs had to use EC general guidelines to prepare their Visibility plans. However not all IOs have applied their Visibility plan.IO-UN beneficiated of the FAFA agreement to implement the FF. IO have been selected following the CA made at country level and according to project identification in close coordination with EUD.</p>

	Source: Action Fiche, Country assessment
<p><b>Preliminary Finding:</b> The EU image at international level benefited from its capacity to respond rapidly by mobilizing funds and preparing a Regulation that delivered a wide range of supports to reduce the effects of the 2007/08 Food Price Crisis in 50 countries.</p>	

EQ 8	“How far are the resources mobilized by the EC adequate (human resources, budget) to carry out its visibility/communication strategy?”
Expected Judgement Criteria & Indicators	Evidence identified from ...
JC 8.1 The Commission has sufficient levels of capacity (at HQ and in Delegations) to manage the various dimensions of communication/visibility actions (strategy programming, support to implementation, M and E)	The visibility is a component of any project that has also be monitored according to ROM standard procedures. Visibility had also been managed by the related HQs of the EU-UN the agency,
<p><u>Indicator 8.1.1</u> Qualification and tasks of staff dealing with communication/visibility in dedicated Unit and at DEL</p> <p><u>Indicator 8.1.2</u> Number of staff in HQ and Delegation compared with similar organisations (UN Agency and/or MS)</p>	<p>Finding: There is one communication officer at EUD. However she does not have to coordinate the Visibility of the FF.</p> <p>Source: interview</p>
JC.8.2 Financial amount of communication visibility budget and % of dedicated budget from projects, programmes, budget support and dialogues	Budget usually considered as too fragmented as split over the various stakeholders. However UN agencies had made an overall FF Communication Strategy for their projects in one country.
<p><u>Indicator 8.2.1</u> Financial amount for staff and management services at HQ</p> <p><u>Indicator: 8.2.2</u> Financial amount for staff and management services at Delegation</p> <p><u>Indicator: 8.2.3</u> % or amount dedicated to visibility in financed projects/programme to CSOs, UN Agencies, Foundations, and Universities.</p> <p><u>Indicator 8.2.4</u> Availability of budget lines specifically related to visibility or other means to M &amp;E visibility</p> <p><u>Indicator: 8.2.5</u> EC Resources used to check visibility compliance for projects/programme</p> <p><u>Indicator 8.2.6</u> Resources used for policy</p>	<p>Findings: For example in Kenya:</p> <p>EUD: A communication and media officer has been recently contracted at the EUD, not specifically for the FF.</p> <p>WB: From initial budget of 760,000 euro, GoK and WB cut it to 25,000 euro. There is a media/communication department within the MoA that implements this project. Politicians’ visits to project highlight projects results for free through all media.</p> <p>IO-UN: Resources were not adequate for a professionally managed visibility campaign. Funds allocate to contract a media company did not succeed to be implemented with professionalism due to poor contract preparation.</p> <p>AU-IBAR: 2 % of the budget is forecasted for project</p>



<p>dialogue and new delivery methods</p>	<p>Visibility: publicity (1 %) is through the passive way of logos, Tee shirt, boards on project sites. Raising awareness (1%) is not enough to invite more participation of news media especially radio and TV coverage as these are costly.</p> <p>NGO : a) Visibility budget is too fragmented to reach a large audience b) communication is usually not handle professionally except in one case c) Visibility is not considered as a strategy to improve the project. However show case, demonstration sides, open days, Work Shop are used for Visibility of project results.</p> <p>Source: ROM used for 120 FF projects, Project report and budget, visibility plan</p>
<p>JC.8.3 The financial amount available for implement the communication visibility strategy is known by the Commission and the strategy is designed accordingly</p>	<p>The budget of the project including the Visibility budget has usually to be approved by the EC part of the negotiation. The strategy for visibility is designed according to the budget available. .</p>
<p><u>Indicator 8.3.1</u> To what extent the strategy is designed taking in consideration the available resources (staff/budget)</p> <p><u>Indicator: 8.3.2</u> Involvement and training of external DGS and DEL personnel on visibility /communication not working in Communication Units</p>	<p>Finding: Visibility strategy is designed according to resources for visibility budget is a fragmented way as rules are different according to Implementing channels and stakeholders.</p> <p>Source: Project budget, FF documentation</p> <p>Finding: Communication officer is recruited at DEL (in show case country)</p> <p>Source: interview</p>
<p><b><u>Preliminary Finding:</u></b></p> <p>The resources mobilized by the EC may be considered as adequate in term overall funding per country or per agency. However its fragmentation among Implementing channels and Stakeholders means that Human resources to manage the overall Visibility at country level has been deficient because the various contracts were managed by the agencies headquarters, and not under an overall umbrella at the EUD or the UNHLTF levels. The EC has also passed multi countries contracts with IOs according to the 4 Batches of projects that have passed the 4 DCI committees but with no allocation of Visibility funds at country level. The IO allocation was later approved by the IO HQs after definition of the Visibility plans of IOs at country level. It is a specific case to have a common IOs Joint Strategic Visibility Plan as mentioned in Annex 3. There was only one IO-UN agency (FAO) operating in Kenya. In the case of NGO, Visibility concept is already considered within their Concept Note and Visibility Budget indicated in the Full Application according to the EC CFP guidelines.</p>	

<b>EQ 10</b>	How effectively do EC external action staff from different services translate the visibility strategy they are expected to implement into action plans that are consistent amongst each other?
<b>Expected Judgement Criteria &amp; Indicators</b>	<b>Evidence identified from ...</b>
JC10.1 – Commission staff coordinate with their colleagues in other departments on their visibility work	<b>Coordination of FF projects is under the UNHLTF but no evidence that it coordinates the Visibility strategy at country level</b>
<p><u>Indicator 10.1.1</u> Evidence of coordination mechanisms (eg. minutes of meetings, correspondence on coordination, etc)</p> <p><u>Indicator 10.1.2</u> Evidence of changes in draft visibility action plans of different services as a result of having coordinated with colleagues in other services</p>	<p>Finding: <u>At country level</u> there is no Visibility strategic plan of the Food Facility. Visibility budget is fragmented among organizations with various EU Visibility guidelines and rules. EUD staff participates in national Food Security steering committees while not related to visibility.</p> <p>Source: Interview, Progress report of FF in annex 3; Visibility budget of IOs determined according to multi country contracts</p> <p>Finding: The budget and visibility plan of each NGO had to be approved by the EC HQs staff according to the Full Application because the NGOs have their Projects proposals approved through a Competitive process of the Call for Proposals. The situation is different for the IO-UN, WB and RO that propose FF projects according to a multi annual framework of procedures (ex: one FAFA agreement for all IO-UN, as translate in one single UN Visibility Strategy in Liberia as indicated in annex 3). In such case the EC recognize all the management procedures of these organizations once the contract is signed with one of them. However any FF projects of any stakeholders has been monitored according to the same ROM standard</p> <p>Source: Visibility plan and implementation, ROM (Background Country Sheet 6.3), Progress reports.</p>
JC10.2 – Commission staff formulate action plans that are clearly based on their visibility strategy	Action plans of the FF are not formulated according to a visibility strategy. Visibility is a component of the action plan.
<p><u>Indicator 10.2.1</u> The links between the action plans and the visibility strategy they are based on are clear and logical</p>	<p>Finding: Visibility plan is made according to EC guidelines, and also negotiated at multi country level in the case of IOs multi country contracts according to FAFA agreement</p> <p>Source: Project documents</p>
JC10.3 – The visibility action plans produce expected results	They are expected results that are not achieved while there are also unexpected results, for example in reaching more audience than anticipated.
<u>Indicator 10.3.1</u> Evidence of	Finding: Results are various as NGOs have a passive visibility

<p>results official expect and linked back to their own action plans</p> <p><u>Indicator 10.3.2</u> The logical chain of the action plans to the results is solid</p>	<p>plans while IOs have also an active visibility plan</p> <p>Source: Progress report, Visibility plans, ROM</p>
<p><b><u>Preliminary Finding:</u></b> There is no FF Visibility overall strategy at country level as there are various EC visibility plans managed under different rules by various stakeholders implementing the FF. There is no overall FF Visibility strategy guidelines and plan at country level for all FF stakeholders.</p>	

## **ANNEX 2: EXAMPLE OF COMMUNICATION PROVIDED FOR THE VISIBILITY OF THE FOOD FACILITY**

- 1) Communication and visibility from the Action Fiche for FAFA visibility agreement for IO-UN FF project

### **Communication and visibility**

In accordance with the visibility provisions under the European Commission-UN Financial and Administrative Framework Agreement (FAFA) and with the European Commission -UN Joint Action Plan on Visibility signed in September 2006, the European Commission and the implementing organisations will work together to ensure appropriate visibility actions for the programme as a whole, as well as for specific interventions and activities under the programme.

Standards regarding visibility will be derived from the "EU visibility guidelines for external actions"  
[HTTP://EC.EUROPA.EU/EUROPEAID/WORK/VISIBILITY/INDEX\\_EN.HTM](http://ec.europa.eu/europeaid/work/visibility/index_en.htm)

- 2) Instruction provided on Visibility for the Call for Proposals for BGos

The selected projects must include clear visibility and communication plans in accordance with the Communication and Visibility Manual for EU External Actions:

[http://www.cc.cec/dgintranet/europeaid/info\\_com/visibility\\_issues/documents/communication\\_and\\_visibility\\_manual\\_en.pdf](http://www.cc.cec/dgintranet/europeaid/info_com/visibility_issues/documents/communication_and_visibility_manual_en.pdf)

### **ANNEX 3: IO-UN JOINT COMMUNICATION STRATEGY TO THE IMPLEMENTATION OF THE FF IN LIBERIA (FROM PROGRESS REPORT OF UNDP 2010).**

Note: The show case of the Field mission in Kenya could not provide such a joint strategic plan for communication on the FF as this one from Liberia, because there is only one IO-UN (FAO) operating the FF in Kenya. This example shows that there has not been a common FF visibility and communication strategy for all stakeholders at country levels. It shows also that the FAFA agreement allows the IO-UN agencies to prepare a joint communication strategy at country level even with FF IO-UN/EC multi country contracts

## JOINT COMMUNICATIONS STRATEGY AND WORK PLAN [2009-2010]

European Commission support to the Government / UN Joint Programme on Food Security and Nutrition in Liberia through the EU Food Facility

#### **Implementing Agencies:**

Food and Agriculture Organization (FAO), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNPF), and the World Food Programme (WFP)

#### **European Commission (EC) support to the Government / UN Joint Programme on Food Security and Nutrition in Liberia**

This document sets out a broad communications strategy and visibility work plan that will be implemented either individually or jointly by UN entities, covering all activities which are funded through the **EU Food Facility** and fall under the framework of the Government of Liberia and United Nations Joint Programme on Food Security and Nutrition (Joint Programme). This document has been formulated in keeping with the EC-UN Joint Visibility Action Plan and is in line with FAFA obligations.

The visibility strategy concentrates on Liberia-specific, and European Union targeted communication activities to highlight the joint efforts of EU, GOL and UN system in responding to food security and nutrition issues in Liberia. It has been jointly developed by participating UN agencies (FAO, UNDP, UNICEF and WFP) and includes all communications interventions that will be implemented with funding from the EU Food Facility. The strategy provides basic guidelines on joint communication activities as well as individual initiatives carried out by UN agencies. Joint communications efforts will use 'pooled funding' provided by the various implementing agencies.

The finalization of visibility plans are subject to the endorsement of the EC Delegation in Liberia.

## 1. OBJECTIVES

- a. To showcase the results of EU funded joint food security programme to targeted audiences in Liberia and the European Union (EU)
- b. To highlight the role of the EU, Government of Liberia and the UN System in combating the negative impacts of global food crises in Liberia

## 2. TARGET GROUPS

The target audiences for the visibility projects are as varied as the different projects, ranging from the beneficiaries of the specific project, civil society, local and international media and the population of the European Union. The specific target groups are given below.

### a) Beneficiaries

Implementing agencies will carry out visibility projects that ensure those receiving the assistance, and civil society, will be aware of the funding organization (EC), as well as the implementing partner (the UN).

### b) Government of Liberia

The GoL is a primary audience of any communications effort, given that the Joint Programme focuses on national priorities, with the UN and EC working with various GoL entities in implementing the Joint Programme. All communications relating to the joint programme will include the logos of the UN and the EU/EC.

### c) Staff at UN entities, the EC and EU member countries' representations in/for Liberia

UN agencies and the EC office in Liberia will work together to ensure any formal communication that is for public release is also distributed via electronic and hard copy format to staff in both institutions.

### d) Non-UN/non-EC Implementing Partner

Any implementing partner will also be included in the distributions lists of formal, publicly available communications. Implementing UN entities will ensure that partners are aware of, and adhere to, the visibility guidelines.

### e) Population within the EU

Both the UN and EC will work together in promoting the projects, as well as their results and benefits, to the population within the EU.

*Efforts will include details on how the United Nations is 'At Work Together', is working with the Government of Liberia, and the EC in providing sustainable solutions that are in keeping with national priorities. All parties will promote the positive aspects of the intervention, with specific focus on how they are benefitting the target population.*

## 3. SUGGESTED KEY MESSAGES

1. The EU Food Facility funding allows participating UN agencies to respond in a timely and appropriate way to rising hunger as a consequence of high food prices, compounded by the global economic crisis.
2. Or, The EU Food Facility strengthens the joint efforts of the GOL and United Nations in Liberia in reducing the vulnerabilities of food insecure populations in Liberia
3. Initiatives and activities carried out by the United Nations, and funded by the EU Food Facility, boost agricultural production and have a quick and lasting impact on food security in Liberia;

4. Actions funded by the EU Food Facility deliver an immediate productivity boost, while setting priorities necessary for the recovery and development of the agricultural sector in post conflict Liberia
5. The EU Food Facility highlights the successful partnership between EU, Government of Liberia and the UN System
6. EU Food Facility funding is helping the United Nations carry out activities that meet the basic food needs of thousands of vulnerable children in Liberia, enabling them to stay health and go to school.

#### 4. COMMUNICATION ACTIVITIES

In keeping with the objectives of this strategy, and with the identified target audiences in mind, communications efforts will encompass a variety of activities, some of which are described below.

- Proactively promote the project with local and international media, especially with regard to its benefits to the community and GoL.
- A few beneficiaries to be selected and photo essay/video produced, depicting the various stages of the project as well as the stages of beneficiary involvement. This can be exhibited through the EC and UN offices in the EU, or at photo exhibitions in the EU member states.
- Make use of opportunities where there is beneficiary communication or training to ensure they are aware of the implementing partner (UN) and EC (funding agency).
- Conduct media field visits
- Establish partnership with community radios for regular broadcast of announcements, jingles and activity updates
- Periscope, the UNCG's radio programme, to produce and broadcast at least 2 radio programmes in 2010.
- Conduct donor field visits
- Print and distribute promotional items, such as t-shirts, bumper stickers, posters, flyers etc.
- Appointment of public champions who will support the broader food sufficiency effort.

#### 5. COMMUNICATION TOOLS

This section deals with some of the tools that can be used in implementing the visibility plan.

- Every **major** project site has to have a signboard, and where appropriate, a plaque
- Advertisements for the Joint Programme (jobs, call for tenders etc)
- Media conferences
- Media releases - where appropriate, the launch and completion of significant projects should include media releases, banners, media conference and invites to the media and EC/UN officials for events
- Media visits
- Newsletters/leaflets/publications/brochures
- Photo essays
- Audio and video material

- Banners – inaugurations, conferences, and significant events
- Websites – UN or Joint Programme specific. These should link to the Liberia website of the EC or the EuropeAid Cooperation Office. Articles on EC supported projects on food, security and nutrition to be featured on the UN Liberia website every month
- Equipment being used for the project (vehicles, supplies or equipment). All vehicles/major equipment should have the EC logo, in addition to that of the UN and GoL, and have the wording ‘provided with the support of the EU’

Every media release, signboard, training session or other beneficiary communications event / intervention, equipment being used by the project, and those provided to beneficiaries (where appropriate) **should** have the Government of Liberia, the EC, and the UN At Work Together logos. It is at the discretion of the UN entity implementing the project if it wants to include the individual agency logo. It is also recommended that the logos of all nine UN agencies contributing to the Joint Programme appear on presentation and letter templates, in order to give coherence to documents, signboards, video materials etc. produced in the framework of the JP.

***Not every event and piece of equipment will need logos and other visibility interventions. Discretion of the Communications Officers and Programme Managers, in consultation with the EC Communications Officer, should be exercised in deciding which of these will bear logos and text as described above.***

## 6. INDICATORS FOR COMMUNICATIONS INTERVENTION

- Number of media releases/communications material produced and distributed
- Number of media conferences
- Number of signboards. *(Some interventions may be too small to have expensive signboards set up).*
- Stickers/logos painted on equipment (where appropriate).
- Number of media and donor field visits
- Publications
- Feedback from beneficiaries on the impact of the joint programme

## 7. Human Resources

Communications Officers/Focal Points at the various UN agencies will primarily be responsible for the implementation of the visibility strategy and work plan. The joint programme steering committee, including the Joint Programme Manager, will oversee the implementation of all aspects of this visibility plan. The FS&N Secretariat will coordinate visibility actions, with support from the Office of the Resident Coordinator, where deemed necessary.

## 8. BUDGET

The joint visibility plan will be implemented with a total “pooled” budget of **USD 81,490**. Participating UN Agencies will contribute towards the pooled budget; a breakdown of the pooled budget is provided in the table below:



## Budget summary

Agency	Contribution to the Joint Visibility Initiative (US \$)
FAO	15 000
UNDP	33 000
UNICEF	11 000
WFP	22 490
<b>TOTAL</b>	<b>81,490</b>

## 9. GENERAL

UN entities and the EC should take the following into consideration when implementing the visibility plan:

- Methods of communication and messages should be compatible with prevailing social, cultural and religious norms in the community/county/Liberia
- Communications interventions should respect the local environment
- In all communication activities, the local languages should be used as far as possible.

Reference should be made to the Joint Visibility guidelines for the EC-UN actions on the field (attached), as well as the Financial and Administrative Framework Agreement signed in 2003.

## 10. ACTIVITY PLAN AND ESTIMATED COSTS\*

Activity	Quantity (where applicable)	Implementation – Agency/person	Timeframe	Estimated costs (US\$)	Contribution by agencies
Quarterly media briefing	4 at the least	All agencies WFP and FAO taking the lead	April, June, Sep, Dec 2010	1,550	500 (FAO) 1,050 (WFP)
Printing of promotional t-shirts	1000	WFP FAO (300 nos. banners, caps, leaflets, stickers)	May- June 2009	5,100	2,100 (WFP) 3000 (FAO- banners, leaflets, caps and stickers are included in this allocation)
Printing of promotional 2011 wall calendars	1000	WFP	Dec 2010	1,400	1,400 (WFP)
Sign boards for selected project sites/areas – entire JP		WFP FAO (6) UNDP	May-July 2010	10,000	900 (FAO) 2,100 (WFP) 7000 (UNDP)
Radio promos, documentaries and programmes (community and		FAO WFP UNICEF	Duration of project	7,150	900 (FAO) 1750 (WFP) 1500 (UNICEF)

Activity	Quantity (where applicable)	Implementation – Agency/person	Timeframe	Estimated costs (US\$)	Contribution by agencies
Monrovia radio stations)		UNDP			3000 (UNDP)
Community sensitization – continuous awareness raising and mobilization of communities by mobilizers.		WFP/FAO/UNDP	April – August 2010	5,700	5000 (UNDP) 700 (WFP)
Quarterly newsletter		All Agencies; WFP taking the lead	June 2010, Sep 2010, Dec 2010	5,600	5,600 (WFP)
Fact Sheets, Brochures		WFP	Duration of project		Other programme costs
Field trips for selected print and broadcast journalists and Monrovia based correspondents of major international broadcasters		All Agencies UNDP	Duration of project	5,200	700 (WFP) 1500 (UNICEF) 3000 (UNDP)
Supplements and pictorials in printed newspaper		UNDP	Duration of the project	4,000	4,000 (UNDP)
Video documentary – for distribution to visiting delegations, media, and during any events in EU		All Agencies, lead role UNDP	Sep 2010	5,000	5,000 (UNDP)
Photo and video exhibition in Europe, EU Day etc		All Agencies, with assistance from Brussels offices. WFP and UNICEF – lead agencies	By Dec 2010 Ground work to commence April/May 2010	6,500	5000 (UNICEF) 1,500 (WFP)
International media coverage by selected journalist/s	At least 2 visits	Supported by all Agencies but lead by UNICEF and WFP, with support from their Brussels/regional offices	May 2010	4,400	1000 (UNICEF) 3,400 (WFP)
Multimedia CD labeled for visibility effect containing all applicable visibility materials such as radio documentaries, newsletters, photos, media briefings, etc	1000	All Agencies FAO and WFP	April, June, Sep, Dec	2,640	2,200 (FAO) 440 (WFP)
Participation in and support to the 2010 World Food Day	3 events	All Agencies FAO and WFP take the lead	Oct 2010	11,500	4,500 (FAO) 1,000 (WFP)

Activity	Quantity (where applicable)	Implementation – Agency/person	Timeframe	Estimated costs (US\$)	Contribution by agencies
celebrations in Monrovia, Lofa, Nimba and Bong, highlighting the contributions of the project to food security and nutrition					6,000 (UNDP)
School Food Fair	2	WFP	Duration of the project	750	750 (WFP)
Donors visits		All Agencies. WFP lead	As per donor requirements	2,000	1,000 (FAO) 1,000 (UNICEF)
Release of reports and studies used for publicity and advocacy		All Agencies			Other programme costs
Have a booth at the national agricultural fair – to promote ‘produced in Liberia’ products and all aspects of the JP and its contribution		WFP	When fair is held		Other programme costs
Photo essays – using beneficiaries to record progress		UNICEF	Material gathered - duration of JP	1,000	1,000 (UNICEF)
EU markings printed on the packaging of food commodities procured for distribution under the EC Food Facility		WFP	Duration of JP		Other programme costs
EU markings printed on training materials used in the project		WFP	Duration of project		Other programme costs
Misc. Visibility items including banners pens, folders, note pads etc.	200	FAO	Duration of project	2,000	2,000 (FAO)

\* The activities and their estimated costs are subject to change given price fluctuations.

Iv. Article "Major Road Projects Dedicated" published in County News on 9/08/2010

ANNEX 4: PRESENTATION OF THE FIELD EVALUATION IN KENYA

Page 11

Monday August 9, 2010



# COUNTY NEWS

## Major Road Projects Dedicated



Nimba Superintendent Edith G. Weh

committed to the development of the country, most especially the construction of roads, bridges and other infrastructures.

Dr. Natana thanked the citizens and residents of Dahnlorpa and Gboa clans, who are direct beneficiaries of the road, for supporting the project in their areas. He also appealed to the Ministry of Public Works to fully take over the responsibility for the rehabilitation of the roads and bridges in the country, adding that UNMIL and its development partners will not stay in Liberia forever.

He further said the sustainability of the roads and bridges in the area remains the major priority and responsibility of the people of Gboa clan and its environs.

Dr. Natana then appealed to the people of Gboa clan and Yea to boost Government's "Back To The Soil" campaign, adding that Nimba has the best soil such that the citizens need to grow more food to support and improve their living conditions, generate income in order to meet their daily needs and reduce mortality.

She said within the framework of a joint project, the UNDP had planned interventions in Nimba, Lolo and Bong countries to rehabilitate and improve a number of essential feeder roads linking key farming areas to market centers.

Speaking earlier, the head of Field Office for the United Nations System in Nimba County, Dr. Wesley Ekokali Natana, said the UN remains

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cleared, widened and shaped using a D-6 bulldozer.

Mr. Dixon thanked the head of UN Field Office in Nimba County for his support, which resulted to the successful implementation of this project and other UNOPS projects in Nimba County.

The project was

Mr. Mykors challenged the beneficiaries to maintain the projects. He later appealed to UNOPS, UNDP and UNMIL to extend the road project to other parts of the county and pledged government's commitment to continue working closely with the UNOPS, UNDP and other development partners in the

BONG

## Content of the presentation

- Brief Reminder of Evaluation
- Methodology
- Context for EU Visibility in Kenya
- Preliminary Findings for Evaluation Questions based on Hypothesis

## Reminder of Background to the Evaluation

- Terms of Reference
  1. *To find out 'if', 'how' and 'when' visibility work*
  2. *To understand how visibility may be determined by a type of aid modality and type of activity [...]"*
- Evaluation commissioned as part of the Annual Work Programme in 2010 by DG DEV, DG RELEX, DG Europeaid Commissioners (Joint Evaluation Unit of Europeaid now DG DEVCO as manager)
- Emphasis on forward looking, identify lessons and provide recommendations (EEAS and Commission)

## Visibility Evaluation

- Global Evaluation (globally apart from ICI and IPA countries)
- Focus on 6 areas one of which is “migration, the others: conflict prevention, food & economic crisis, climate change, environment.
- Definition of visibility... *“The awareness and perception of the image of EU external action among EU and non-EU stakeholders resulting from EU communication activities or from other actions that have an impact on this image”.*
- Underlines
  - Message conveyed  $\neq$  message perceived
  - Impact of actions and events
  - Work of EU communication activities

## CASE STUDY Food Facility in Kenya (June 11 to 21 2011)

- Debriefing from mission in Kenya
- Case Study for the food facility theme: World Bank, FAO, AU-IBAR, NGOs, communication & media, target group

- Findings and conclusions related to the case study and theme will feed “global” level where overall findings, conclusions and recommendations will be drawn

### Methodology

- ❑ Met and *interviewed* over 20 people in Nairobi and in the field (EUD, World Bank, Food and Agriculture Organization, Regional Project AU-IBAR, NGOs (Solidarity International, Save the Children, Terra Nuova, Farm Africa), project beneficiaries, media & communication officers, target group)
- ❑ Attended *visibility field visit* at NGO Solidarity International
- ❑ Done *Media coverage* (over 50 Visibility products such as press articles, pamphlets, media events, logo, pictures analysed from November 2008 to July 2011)

### Short information on Kenya:

In recent years, Kenya has made significant progress in terms of aggregate economic growth (annual growth rate of 6,4% in 2006 and estimate of 7,0% in 2007 and estimate 3,5-4,5% in 2008). Tourism and agricultural export have contributed significantly to this.

But this economic progress should not eclipse the food insecure position of the country. Kenya is ranked as the 29nd most vulnerable country in the world in terms of food insecurity. About 56% of the 33 million Kenyans live with less than 1\$ per day.

This situation is aggravated by the post election troubles (early 2008). Out of this crisis, 350,000 people were internally displaced (IDPs), most of them being farmers.

Moreover, the poorly distributed rainfall during the long rains of 2008 and the persistent drought in the northern parts of the country have impacted negatively on the agricultural production.

This situation combined with increasing fuel and fertilizer costs resulted in an almost 40% reduction in land under crop cultivation in the grain basket area (highlands of the rift valley and western province). This had a direct effect on the local food availability and on the national inflation rates (29,5% in June 2008).

The price trends of maize over the recent 20 months in four major regional towns has been upwards in all cases, but accelerated after December 2007. The trend of beans prices since September 2005 in major capital cities of the country shows that Kenyan consumers pay the highest prices for beans in the region but the prices have escalated even higher with post election violence in January to March 2008<sup>35</sup>.

### Presentation of some FF projects in Kenya:

**FAO: Title:** Increased availability of livestock and livestock products (FF budget: 4 million €)

In June 2009, FAO launched a two-year project to help the Government of Kenya enhance livestock production in order to ease the burden of high food prices on vulnerable communities. Funds from the European Union worth nearly € 4 million are being used to restore and improve the production capacity of livestock producers and increase the availability of livestock products in the market. Support is being given to small-scale dairy producers in high potential areas in western Kenya and livestock producers in the semi-arid and arid regions of northern Kenya. FAO has provided a total of 1 012 households with drought-tolerant grass seeds for fodder production in Mandera, Garissa, and

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<sup>35</sup> EU Action Fiche for Food Facility

Turkana districts. The project is promoting community involvement in the management of seed bulking and seed multiplication through the expansion of the Pastoral Field School (PFS) approach. To date, 22 schools have been set up as well as two village community banking groups for training in business skills. Local entrepreneurs are being encouraged to participate in fodder production and seed bulking to help ensure sustained access to fodder seeds. The project also seeks to improve livestock marketing infrastructure, including holding grounds and water points, and to develop livestock marketing information systems. Producers are being trained on the use of new information and communication technology equipment. Training is also being carried out on animal health, with a focus on milk-related diseases, as well as on the use of feed formulation and alternative feed crops, dairy marketing information and best practices in dairy hygiene.

### **World Bank:**

**Title:** Enhance smallholder farmer's access to farm inputs enhancing input credit schemes through commercial banks, and for the very poor and vulnerable by providing inputs through a voucher system. (EU budget: 20 million €)

The overall objective of the project is to increase the crop production in 2009 and

2010 in the high potential cereal zones, to allow Kenya to resume the agricultural growth trend it has experienced in recent years.

The specific objective is to increase access to agricultural inputs to smallholder farmers in this region.

This support will focus on enhancing smallholder farmer's access to farm inputs. The support will leverage additional resources to upscale two ongoing Government programs for increasing access to farm inputs: (a) Kilimo Biashara, the input credit scheme for farmers channeled through commercial banks, and; (b) Kilimo Bora, an ongoing voucher scheme for the very poor and vulnerable. The project will also ensure availability by supporting farmer-led production and marketing of seeds for orphan crops and for crops which will be used to lower the cost of animal feed. It will also support agro-dealer development to ensure a sustainable, private sector driven approach, and where needed deal with the packaging of seeds and fertilizers into small packs affordable to farmers.

Example of an NGO: Terra Nuovo project:

Overall objective: To contribute to improved livelihoods among pastoralist populations in greater Turkana district of the arid and semi arid lands (ASALs) of Kenya

Specific objective: To contribute to improved food security by strengthening productive capacity and governance of the livestock sector.

'LOMIDAT', meaning 'tastes good and one cannot get enough of it' in the local language 'ki-Turkana', is the first community-based abattoir for nomads in Sub-Saharan Africa, and was named as such by its owners 'Lomidat Pastoral Multipurpose Cooperative Society' (LPMCS) to signify the quality meat and meat products that it supplies to its esteemed customers. Built under the project "Sviluppo Ruralenelle zone aride del nord del Kenya: sostegno alle comunità pastorali Turkana nellagestionedellerisorseproduttive e naturali"<sup>36</sup> implemented by Terra Nuova and Amref in Kenya, Lomidat is key to enhancing livelihoods of the pastoral communities of greater Turkana and mitigating the negative effects of volatile food prices and prolonged drought. Forming an integral part of their economic, social and spiritual lives, livestock provides food and building materials, is central to numerous traditional rituals and is also used as a currency. However, the potential of livestock as a

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<sup>36</sup> "Rural Development in the arid zones of northern Kenya: support to Turkana pastoral communities in the management of productive and natural resources" funded by Italian Ministry of Foreign Affairs, Amref in Italy, Fondazione Cariplo, Regione Lombardia, and the Government of Kenya (2002 – 06)

source of livelihood and income for the local people is limited by the lack of steady markets, local business acumen, commercial networks and knowledge of animal diseases.

This project will focus on the six districts of Turkana, namely district of Turkana West, North, East, South, Central and Loima which have a combined population of 517,767 people for a total households number of 82,290 using an average of 6 persons per household and this constitutes the indirect beneficiaries of the project. Direct beneficiaries will be 10900 households. The project will target vulnerable agro pastoralist communities in the Arid and Semi-Arid Land (ASAL) region, specifically the livestock keepers, and farmers. There will be a special focus on vulnerable people and women.



## **ANNEX 5: LIST OF PERSONS, INSTITUTIONS AND ORGANISATIONS INTERVIEWED**

Allport R.	FAO international livestock consultant
Altshul H.	Farm Africa regional director
Costagli R.	Terra Nuova, regional director
Denis I.	FAO liaison officer with the EU and Belgium
Fitzgibbon C.	Save the Children Programme quality and design director
Karanja A.	World Bank, senior agricultural economist
Nardi P.	European Union delegation in Nairobi, Rural Development Sector
Niang M.	African Union, Vacnada technical advisor
Njuguna W.	European Union delegation in Nairobi, press & information officer
Olthof W.	European Commission former Food Facility officer
Owange N.	Terra Nuova project manager
Sturesson P.	European Union delegation in Nairobi , first counselor, Head of Cooperation
Wakhusama S.	African Union, Vacnada coordinator
Wathome S.	European Union delegation in Nairobi, Food Security Programme manager

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## ANNEX 7: EXAMPLES OF PRESS ARTICLES OF FF IN KENYA

### 1. NGO Save the Children

#### Kenya: A new approach to reviving local trade

In the arid lands of northern Kenya, pastoralists struggle to make a living. But a new approach by aid agencies is helping to revive local traders in the villages of Wajir district

- Kieron Monks Kaufman
- [GUARDIAN.CO.UK](http://GUARDIAN.CO.UK), Monday 22 November 2010 00.01 GMT

It takes two days to travel by road from one end of Kenya to the other, but the separation could be measured in light years. Away from the modern, prosperous capital, Nairobi, the arid lands of the north still suffer poverty rates touching 90%, a result of systematic neglect dating back to colonial times. With a new constitution and initiatives to kickstart the livestock industry, Kenya is beginning to face up to its guilty secret. Communities on life-support may finally be given an opportunity to escape aid dependency.

In the villages of Wajir district, on the Somali border, livestock is the core livelihood and today it is scarcely that. Three years of drought ending in 2009 have devastated pastoralists, drying the wells, killing two-thirds of cattle and forcing thousands to become "drop-outs" reliant on food aid. Working pastoralists such as Muhammed Hussein, 61, from the remote village of Hassan Yarrow, must go to extraordinary lengths to maintain their livelihood. Following the drought, he sometimes walks more than 50km to find water for his animals, his only source of income. "There is no other life for me. These are the ways of my ancestors," he says.

There is little government support for beleaguered pastoralists, an official policy since the adoption of a "fork model" for resource allocation in 1965. The model decreed that "quick-return" industries would be the focus for subsidies. Crops such as coffee and sugar were targeted for growth and received heavy investment. Livestock, perceived to be old-fashioned, was marginalised.

Dr Charles Omanga, district officer for the Department of Livestock, feels the government has been short-sighted in overlooking an industry that provides 12% of Kenya's GDP. "We know it can be valuable, but at policy level the message has not got through," he says. "Milk from Wajir could supply supermarkets all over the country and benefit urban centres, but resources are allocated by someone in Nairobi who doesn't know." He lists countries that buy Kenyan livestock, including Saudi Arabia, Dubai and Qatar, as proof of its value.

#### Village resources

Aid agencies are starting to use local businesses in their relief efforts. Most inventive is Food Aid to Stimulate Local Markets (FASLM), funded by the European Commission Food Facility. Led by Save the Children UK, the scheme is now being trialled in Wajir. It directs resources into building the capacity of local traders, who are paid for storing and distributing food aid. Selected beneficiaries, chosen by vulnerability criteria, are given vouchers to redeem with traders. In three months businesses have improved and villagers finally have a permanent supply of food.

For beneficiaries such as SharifaRushid from Kulaley village, FASLM provides security. "With the vouchers I can guarantee my household food for a month. I don't have to queue for three days, pay transportation fees or worry my food will be missing. My children learn better in school because they are not hungry." She has been able to save enough food to open a small shop.

The need for new aid models has been emphasized by the failure of traditional methods. Delivering sacks of food aid saved lives during the droughts, but delivered no long-term benefits and took customers away from food traders.

Neither has traditional aid reduced child malnutrition rates, stuck at around 20% of under-fives for the past decade. FASLM targets this in phase two, in which aid rations will be partly replaced by pastoral produce with higher nutritional value. Mothers who feed their babies with weak tea will be able to provide milk and meat instead.

For sellers, the benefits go beyond better profits. They are given training in areas such as hygiene and accounting that could allow them to access a wider market. Abdighani Hassan, a trader from Hassan Yarrow, has used the opportunity to open a bank account and increase his range of goods. "By next month I will be able to expand," he predicts.

Although traders are chosen by Relief Committees (RC) – an elected council of village peers – the benefits they receive are divisive. Rushid claims they are now on a "different level" from normal villagers, and RC members believe they should also be paid. Non-beneficiaries often bother agency staff to admit them to the programme. "I understand they don't have resources for everyone but it's not fair," says Hamde Ali, of Hassan Yarrow, whose children eat one meal a day.

Save the Children hopes to expand the scheme to include more beneficiaries and traders. They believe higher initial costs compared with traditional aid are offset by the long-term savings of keeping money in the community, reducing the number of aid dependants. Expansion may be hit by a spending review in the UK Department for International Development, a major donor for Save the Children UK in Kenya, but the scheme is likely to be extended beyond its scheduled finish in August 2011.

Despite NGO efforts, development of local economies will hit a glass ceiling without better infrastructure in the region. There is little provision of water for isolated villages, forcing pastoralists to travel and depriving traders of their core market. Without tarmaced roads to transport goods, traders cannot access outside markets.

Government resources will be made available through recent constitutional reforms, which will devolve power and funding to county governments. One and a half per cent of national revenue has been allocated to an equalization fund for marginalized areas, and a further 15% will be split between 47 counties. The Ministry of Health has guaranteed a new water-processing plant for Wajir, and assurances have been given on schools, roads and healthcare.

NGO representatives are unconvinced. "They always have good policies, the problem is how they are implemented," says Oxfam's food security adviser Misheck Laibuta. "If there is no established blueprint, they just receive, implement, fail and complain."

Aid groups expect teething problems if traditional communities are faced with rapid modernization. The FASLM programme initially met with hostility, and many families still choose to give their children a pastoral rather than formal education. Mohamed Elmi, minister for the development of northern Kenya and other arid lands, has no such concerns, and feels pastoral communities have only been held back by a lack of opportunity. "Pastoralists are adaptable people, which are why they have survived so long in such a harsh environment. They pick up what they feel is beneficial. Some of the richest people in Nairobi were herding goats 20 years ago."

The effects of the new constitution are unpredictable and there is no guarantee that local government will be more effective than central. Pastoralists may struggle to meet market demands, and foreign donors could pull out and jeopardise the project. If all parties maintain their commitment, communities in Wajir have a chance to build their own future through better access to markets. Without that commitment, pastoral traditions may have no future at all.

### **'I have to make money from what I do'**

"I'm a business more than a community service, I have to make money from what I do." HawaAbdinoor intends to make a lot of money. As an FASLM trader in Kulaley village, she earns 1,000ksh (£8) profit per month, which she invests in accounting classes and developing her two businesses.

For the last 12 years Abdinoor has run a hotel and store that barely broke even, supporting her unemployed husband and seven children. She says food aid was a major cause of her poverty, as people stopped buying from her. The new system guarantees her a market, and she tries to serve her community by meeting its requests, including rare fruits and spices.

Her main problem now is the lack of water. In dry spells the pastoralists leave the area, reducing the market available to her.

After 12 years in business Abdinoor is shrewd enough to take nothing for granted. "I'm trying to improve in case something comes up like a drought that puts me back to square one," she says. "I really hope to be independent." She also wants to establish a supply line with Wajir town – she believes it would make enough money to send all of her children to university. "It's a dream but it can become reality," she says.

Abdinoor is one of two traders in Wajir – the other one is also female. While men traditionally work with animals, trading has given women an opportunity for self-advancement. A deliberate effect of the FASLM programme has been to further empower women through money and training, which has given them enhanced status within the community.

### **Fair representation: Relief Committees engender trust in the aid agencies**

Relief Committees (RC), the link between aid agencies and beneficiaries, have been set up in every village. Formed of six members, including a minimum of two women, they are responsible for selecting the most vulnerable people for aid, based on agency guidelines including age, family size and physical health. Their participation engenders trust in the agencies and their projects, as well giving the villagers input into how the projects are managed.

It's a tough job, and Musa Abdi, RC chairman for Hassan Yarrow, admits he finds it impossible to please everyone. "People always blame me, whatever happens," he says.

His position means he is responsible for solving any disputes between villagers as to who gets what. Those who are not chosen often feel resentful towards the decision-makers, but everyone accepts that it is a worthwhile institution. Villagers have a chance to re-elect their representatives every six months, which helps to ensure fair representation.

In practise, family and tribal loyalties do come into play, but the RC processes are monitored by aid agencies to keep abuse to a minimum.

Omar Mohammed Mahmoud, RC chairman for Kulaley has a positive relationship with the agencies.

"We always give each other ideas," he says. Mahmoud has been elected 12 times in a row and attributes such popularity to his commitment to serving the village.

He has expanded his role to include security – "There is no chief and no police" – and becoming a teacher in the local school. **KMK**

- guardian.co.uk © Guardian News and Media Limited 2011

## **2 NGO FARM AFRICA FF project in Kenya**

### **Kitui, Mwingi farmers to benefit from EU cowpeas project**

Friday, 26 November 2010 15:47 john musembi

Over 14,000 farmers in the dry Kitui and Mwingi districts are set to benefit from a European Union-funded project.

The project dubbed 'Kenya Dryland Farming Programme' is aimed to mitigate the pangs of famine by encouraging the growing of drought resistant crops in arid and semi arid areas.

According Jacob Mutemi of FARM-Africa, an NGO tasked with implementing the project, 7,000 small-scale farmers, 1,000 lead farmers and 6,000 adopter farmers will initially benefit.

“We hope to improve the production of crops like millet, sorghum and cowpeas whose by 30 percent by October next year to ensure farmers have food throughout the year,” he said.

The FARM-Africa boss said the action will reduce the risk associated to growing only one main crop. Farmers who are always dependant on food aid will be able to produce food for at least two months even in times of limited rainfall, he said.

The organisation will introduce modern farming methods and provide high quality seeds.

“Farmers will also be provided with appropriate tools, trained on how to use them and facilitated to construct structures to harvest surface run-off water and reduce soil erosion,” said Mutemi.

He added that farmers will also be asked to apply livestock manure to enrich the soils; practices that will improve soil water absorption and retention rates, translating to higher crop yields.

Water from boreholes earth dams and other sources will be harvested for irrigation purposes at individual farm level, he said.

“We will promote water efficient irrigation methods to farmers with good access to water thereby enabling them to engage in small scale vegetable cultivation. Water will also enable planting of quick maturing fruit trees and fodder trees providing more feed for livestock,” he said.

Since water availability is a major constraint to crop production in ASAL, he noted, improved access to water will play a substantial role in improving the quantity and quality of food harvested and thereby contribute to improving food security.