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## PROGRAMME COMMITTEE

**Hundred and Sixteenth Session**

**Rome, 3 - 7 November 2014**

**Evaluation of FAO's Contribution in Crisis-Related Transition – Linking  
Relief to Development**

**MANAGEMENT RESPONSE**

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1. Management welcomes the Evaluation of FAO's contribution to crisis-related transition. It provides a timely in-depth assessment of the nature and effectiveness of FAO's role in ensuring effective linkages between short- and long-term objectives in the response to emergencies. The Evaluation encourages the direction FAO is taking in transition work, which is well embedded in the larger "Resilience Agenda", and acknowledges FAO's widely recognised comparative advantage in this area.
2. The methodology and process applied is well appreciated. A broad cross-section of stakeholders was consulted, both within the Organization and externally through key partners and assessments at country level. Evidence was also drawn from six field visits. The Evaluation touches upon a broad range of related initiatives and ongoing processes, including for example, FAO's involvement in the Inter-Agency Standing Committee (IASC) Transformative Agenda, FAO's Level 3 protocols for emergency response in large "corporate" emergencies, FAO's co-leadership of the global Food Security Cluster (with WFP), subregional Resilience Hubs in Africa, Country Programming Frameworks (CPFs), the Organization's accountability to affected populations (AAP), issues relating to mainstreaming of gender considerations into FAO's transition work and finally, FAO's partnership-related activities in these contexts. For these reasons, Management believes the value of the Evaluation extends beyond its specific focus on transition.
3. The report makes three main recommendations, all of which are accepted by Management with supporting comments and clarifications. It is to be noted that in fact several of the Evaluations' strategic suggestions and recommendations are already being addressed within FAO's Strategic Framework and in particular Strategic Objective 5 - *Increase the resilience of livelihoods to threats and crises* (SO5) which aims to increase the resilience and livelihoods to threats and crises.
4. Management believes that the report's analysis, findings and recommendations will sharpen FAO's resilience work, in particular at the country level, will heighten the impact of this work on the lives of hungry and vulnerable crisis-affected populations and finally, will help the Organization to put in place the processes and arrangements to ensure effective support to FAO's transition work in countries around the world.
5. The Evaluation highlights the need for FAO to measure and report on its work in crisis contexts in terms of impact on affected populations rather than on reporting on delivery, operational processes and outputs. A concrete step in this direction is FAO's new results framework which includes an array of new indicators and targets that seek to measure results and impacts. Moreover, FAO is playing a key role in the development and application of resilience measurement and analysis tools and methods as part of a multi-agency effort. The systematic application of these tools at country level and by country stakeholders will increase accountability and sharpen the focus and relevance of resilience-related investments. In addition, as part of its commitment to the IASC Transformative Agenda, FAO is working to strengthen accountability to affected populations in emergencies through preparation of appropriate guidance and capacity building for staff in AAP.
6. The Evaluation also calls for a more flexible country programming framework (CPF) approach to include appropriate development and resilience dimensions. Whilst Management recognises the need for further work to enhance the utility of CPFs in dynamic transition situations, it stops short of calling for a distinct type of CPF for transition situations. Instead, work is ongoing by relevant units across the Organization to include resilience building elements in the existing CPF guidelines.
7. The global Food Security Cluster (FSC) was formally established by the IASC at the end of 2011. This Evaluation report, along with the "Joint FAO-WFP Evaluation of the Food Security Cluster Coordination" (document PC 116/8) which is also being presented to the Committee for its consideration, provide valuable insight and guidance for strengthening cluster coordination performance. Management welcomes the analysis, findings and recommendation that are provided in this Evaluation report and that of PC 116/8 and recognises their broader relevance and value for all humanitarian clusters, which are subject to continuous review, adaption and improvement.

8. Although not reflected in any recommendation, the Evaluation provides a number of useful observations and suggestions for strengthening the way in which FAO addresses gender issues in transition contexts. As part of its broader commitment to strengthening FAO's work in this area, Management is actively building capacity to incorporate gender considerations more effectively into resilience planning, programming and implementation in transition situations. Under a global capacity building programme, a series of training activities on accountability to affected populations and gender has already been undertaken, covering Niger, Chad, Kenya (for Somalia), Ethiopia, DPR Korea and South Sudan. These efforts will be continued and built upon.

9. Lastly, the report makes extensive reference to the socio-political dimensions and complexities of operating in conflict-affected contexts. Whilst the Organization fully recognizes the importance and relevance of these dimensions and the need for them to be considered, it underscores the fundamental importance for the Organization to maintain an impartial and neutral stance, thereby preserving its role as an honest broker and dedicated provider of technical expertise.

10. Further information is provided in the Matrix.

Management response to the Evaluation on FAO's contribution to crisis-related transition					September 2014
Evaluation Recommendation (a)	Management response (b) Accepted, partially accepted or rejected	Management plan			
		Actions to be taken, and/or comments about partial acceptance or rejection (c)	Responsible unit (d)	Timeframe (e)	Further funding required (Y or N) (f)
<b>RECOMMENDATION 1:</b> <b>Transition for whom?</b> <b>a) In line with its Corporate Vision, Global Goals and Strategic Objectives, FAO's work in transition <i>must focus first and foremost on the needs of the poor, the food insecure the vulnerable.</i></b>	<b>Accepted</b>  1a) Accepted	1a) FAO will continue to implement its work in transition through its Resilience Agenda anchored in the Strategic Objective 5 (SO5) Action Plan. Multidisciplinary technical expertise in agriculture, forestry, fisheries, food security and nutrition is provided to member countries in preparedness, emergency relief response, early warning, prevention and impact mitigation, recovery and risk sensitive development, in order to effectively respond to the needs of the poor, the food insecure and the vulnerable.	SO5 Team	2014-2017	N
<b>b) This means that FAO must measure and report on its work in crisis contexts in terms of impact on these affected populations, including analysis of gender and other inequalities, and in particular the longer-term impact on livelihoods and resilience. Reporting on delivery, operational processes and outputs is not enough. In order to do this effectively, FAO needs to do continual context analysis during its work in transition contexts in order to be able to respond flexibly to rapidly changing circumstances.</b>	1b) Accepted	1b) In alignment with its new results framework in the Medium Term Plan 2014-17, FAO will measure and report on its work in crisis contexts through performance monitoring. This assesses how levels of commitment and capacities of governments and development partners for disaster and crisis risk management for agriculture, forestry, fisheries, food security and nutrition has improved. Impact is measured through a total of 14 performance indicators (Outcome and Output level). In addition, FAO will pursue its collective work on resilience measurement to help stakeholders design better resilience building programmes, as well as to monitor and evaluate the impact of interventions. In terms of contextual analysis and as a precursor to the Strategic Response Planning process (ex-CAP), FAO together with its UN partners will contribute to the preparation of the Humanitarian Needs Overview (HNO). The HNO outlines the shared	SO5 Team	2014-2017	N

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		understanding of the evolution and impact of the crisis through analysis of existing needs data and expert knowledge. More specifically, it sets out the basic parameters for and drivers of the crisis, identifies the magnitude (people in need) and the priority needs, based on a consultative process.			
<b>c) Together with this contextual analysis, in complex crises, fragile states and protracted crisis/post-crisis contexts, FAO should further develop the CPF to include specific provisions for a purpose-designed and highly flexible country planning approach for such crisis conditions. This approach must include appropriate development and resilience programming, combining the four pillars of SO-5. It must foresee the provision of emergency relief interventions when needed, but carefully linked to a longer-term view of development. These CPFs, with accompanying project concept notes, should also serve as a powerful resource mobilization tool.</b>	1c) Accepted	<p>1c) FAO will ensure that CPFs include a solid resilience building component to be activated in times of crisis. This component must include appropriate development and resilience programming, combining the four pillars of SO5. The CPFs will ensure that, at the time of crisis, emergency relief interventions will be formulated, together with cluster partners, with appropriate linkages to a longer-term view of development. These CPFs will remain valid programming tools which, with accompanying project concept notes, will also serve as a powerful resource mobilization tool for the period covered including during high crisis time.</p> <p>In this regard, following actions will be taken:</p> <ul style="list-style-type: none"> <li>• Based on the reviewed Strategic Framework and FAO results framework for 2014-17 with corporate indicators, CPF guidance will be updated on how to formulate resilience building outputs and establish stronger/clearer linkage with the existing SRPs at the country level.</li> <li>• Sensitization sessions will be organized and relevant capacity development activities/support mechanism will be designed for CPF formulation/review process in focus countries to include resilience building outputs.</li> </ul>	OSD/SO5 Team	2014-2017	N

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<p><b>RECOMMENDATION 2 on FAO's role in Transition:</b></p> <p>FAO is a technical agency with an exceptional capacity to act in early response to crisis, giving it a distinct and widely recognised and appreciated comparative advantage in supporting crisis-related transition.</p>	Accepted				
<p>a) FAO needs to strongly advocate for recognition of this comparative advantage among donors, partners and member countries, also as a key tool to press resource partners to overcome the humanitarian-development divide.</p> <p>FAO must get the message across that to respond most effectively to an emergency, you need an agency like FAO, a technical institution fully capable of functioning effectively in the humanitarian response arena, but with development and resilience oriented contributions. This should be done actively both at global level and in countries. The new Resilience Agenda under Strategic Objective 5</p>	2a) Accepted	2a) Advocacy efforts regarding FAO's comparative advantage in supporting crisis-related transition will be addressed through the SO5 Action Plan. A specific product and service is directly related to communication support and advocacy for increased commitment to DRR/M and building resilience. Analyzing and sharing of resilience and DRR/M good practices and FAO's participation in international platforms will bring this comparative advantage to the attention of donors, partners and member countries.	SO5 Team	2014-2017	N

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provides an excellent framework for this advocacy.					
<p>b) FAO should capitalise on its role as co-leader of the Global Food Security Cluster to advocate for much greater integration of long-term (transition and resilience) thinking and planning in the cluster system at inter-agency level, as well as in this specific cluster.</p> <p><i>Internally</i>, in addition to ongoing formal integration of emergency and development work:</p>		<p>2b) FAO will further advocate for greater integration of longer term thinking and planning in the cluster work, through the implementation of SO5 Output 4.2 “strengthened coordination capacities for better preparedness and response to crisis” in close collaboration with WFP as co-leader of the global Food Security Cluster (gFSC). The role of gFSC in preparedness work is already included in the 2015-16 strategic plan of the Cluster.</p>	SO5 Team	2015-2016	N
<p>c) Management needs to effect a culture-change, advocating for ‘good transition work,’ integrating it across the organization, especially regarding ‘two-way LRRD,’ where development policy in crisis or crisis-prone countries or areas is determined by crises and crisis planning (which is not at all the case at present). This particularly aims to obtain the participation and contribution of all development units in the context of FAO crisis response and transition and resilience work. Management should</p>	2c) Accepted	<p>2c) The Organization’s Resilience Agenda promotes an integrated response of short- and long-term actions to enhance resilience of vulnerable populations.</p> <p>More specifically, the SO5 country support process is supporting countries with the rollout and implementation of the SO5 result chain. This process, supported by key multidisciplinary technical staff, will move forward the SO5 performance indicators and scale-up the resilience work.</p>	SO5 Team	2014-2017	N

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find a resource-effective way to extend the positive effect of the L3 response protocol in mobilising development staff to participate in other (non-L3) emergency work.					
<p><b>RECOMMENDATION 3:</b></p> <p>a) In a paradigm shift, the relationship of food security and agriculture (including tenure, employment and income) to conflict and potential conflict management/ resolution should be a paramount concern in FAO's crisis response work in conflict or conflict prone situations, and FAO's intervention should begin with a contextual analysis examining that relationship in each case. Interventions and support should be designed keeping in mind the positive impact they could potentially have on conflict reduction through hunger reduction and support to economic activity. To do this well, FAO will need to expand its analytical competence.</p>	<p><b>Accepted</b></p> <p>3a) Accepted</p>	<p>3a) FAO's Resilience Agenda in SO5 is built and relies on multidisciplinary technical expertise encompassing crop, livestock, fisheries, aquaculture, forestry and other natural resources such as land and water. Through its resilience work, FAO aims to address the root causes of vulnerabilities and risk drivers and the way any intervention has a positive impact on conflict reduction. Activities implemented under SO5 outcome 1 (risk sensitive development), outcome 3 (reducing vulnerabilities) and outcome 4 (effectively prepare and responding) aim at reducing the source of conflict and the vulnerability of the affected populations through livelihoods diversification, land and natural resources access and tenure, nutrition. Within the SO5 country support process, countries are supported to develop contextual risk analysis and better design interventions according to the needs of the people at risk/affected and the root causes of the conflicts. The Resilience Hubs and the multidisciplinary teams, actively involved in the country support process, will play an increasingly important role in providing cutting edge high quality technical expertise to the countries and will thus need to be strengthened.</p>	SO5 Team	2014-2017	Y (extra-budgetary)



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<b>b) Central to this contextual analysis must be strong political economy analysis and conflict analysis. This is key in any crisis context. Tenure of land and other natural resources is a key factor in the potential for conflict. This contextual analysis should be fully integrated with strategy development, targeting, intervention design, planning, implementation and monitoring for each transition environment.</b>	3b) Accepted	3b) FAO's resilience agenda addresses the agriculture and natural resource based livelihoods of most vulnerable countries and communities. Using a resilience livelihoods approach, it puts agriculture and natural resources access and tenure at the core of its work and drives the contextual analysis or country risk profile, in turn guiding the FAO country programming framework and related strategy. On this basis, iterative and gradual improvement of coherent targeting, intervention formulation and implementation and monitoring, is foreseen in general and particularly for countries in a transition situation.	SO5 Team	2014-2017	N
<b>c) Such analysis will need to be conducted in partnership. FAO is not in a position to have all the information and skills needed for the analysis, and will need to work closely with other stakeholders.</b>	3c) Accepted	3c) Within the framework of FAO's overall thrust towards developing strategic partnerships, and in the context of SO5, partnerships are considered a key, cross-cutting dimension of the Results Chain. FAO will continue to collaborate with and build on external expertise. Efforts are underway to explore partnerships with leading academic and research institutions, NGOs and the UN system to leverage comparative advantages in contextual and technical analysis .	SO5 Team	2014-2017	N