Chapter 1 Contents

1. Introduction

The second Food Aid and Food Security Assessment (FAFSA-2) was commissioned by the U.S. Agency for International Development's Office of Food for Peace (USAID/FFP), which is housed in the Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA). The report was commissioned to review the changes in and accomplishments of the Title II non-emergency (development) program since the previous assessment in 2002 (Bonnard, 2002). The Title II development program strives to enhance food security in developing countries, an objective that dates from the 1990 Farm Bill and the 1995 USAID "Food Aid and Food Security Policy Paper" (Policy Paper). During the time period covered by the FAFSA-2 (FY 2003–FY 2009), more than US$2.5 billion was made available to individual Title II development programs in 36 food insecure countries in Africa, Asia, and Latin America and the Caribbean (LAC), making Title II one of the major sources of U.S. government (USG) funding for food security-related activities during the period.

The basic policies that guided program development and resource allocation during the FAFSA-2 time period were first laid out in the 1995 Policy Paper. Key among the changes introduced then were the focus on rural areas; identification of two geographic priorities, namely, **sub-Saharan Africa** and **South Asia**; and two program priorities: **improving household nutrition** and **increasing agricultural productivity**. The Policy Paper also recognized the importance of complementary resources—especially cash—to the success of the development programs and to the achievement of food security on a sustainable basis, and it encouraged more integration of Title II and USAID Mission programs. The 2006–2010 USAID/FFP Strategic Plan (Strategic Plan), which was developed during the early 2000s in an environment characterized by the increasing frequency and severity of natural and man-made disasters, added a stronger emphasis on addressing risk and vulnerability in Title II programs. This included changing the overall

objective of the program to "Food insecurity in vulnerable populations reduced" and adding activities to the development programs that were designed to reduce the risks that target communities, households, and individuals face and to increase their capacity to cope with shocks.

1.1 Objectives

The primary objective of the FAFSA-2 was to document the overall achievements of Title II development programs since the 2002 FAFSA. This included assessing the approaches adopted and results achieved in the principal technical sectors and identifying promising practices, innovations, lessons learned, strengths, weaknesses, and constraints to achieving results. While the emphasis was on the technical review, USAID/FFP also asked the FAFSA-2 team to assess the extent to which the objectives, approaches, planning, and management changes proposed in its 2006–2010 Strategic Plan were adopted and how these changes influenced the program. The focus of the assessment was on Intermediate Result (IR) 2 of the Strategic Plan: "Title II impact in the field increased." Emergency programs were not included in the assessment, and the review of activities under IR 1—"Global leadership in reducing food insecurity enhanced"—was limited to those that were directly relevant to the performance of the field programs. At the request of USAID/FFP, the FAFSA-2 also includes recommendations for future program directions in light of assessment findings and changes in the legislative, organizational, policy, and development environment. The FAFSA-2 could best be described as a systematic review of the qualitative and quantitative information available in documentation and evaluations of the Title II development programs in the FAFSA-2 universe. The FAFSA-2 was not an evaluation, nor was it an in-depth management review. And it did not review United States (U.S.) assistance to the World Food Programme (WFP) for development programs.

1.2 Program Scope and Assessment Methods

1.2.1 Scope: Time Frame, Countries, Programs, and Technical Sectors

1.2.1.1 Time Frame

A decision was made early on to look at **all** Title II development programs that were in operation between FY 2003 and FY 2009[2] rather than to draw a sample. This resulted in an initial list that included 36 countries and 151 programs. The year FY 2003 was selected as the starting point, to pick up where the previous FAFSA left off, and FY 2009 was selected as the ending point to ensure that the assessment would include a significant number of programs that had completed their five-year life of activity by the time the FAFSA-2 review began in 2010.

The next issue was whether to include or exclude all the programs that began before the starting year (FY 2003) or extended beyond the end year (FY 2009). The decision was to include any programs whose time frame overlapped with FAFSA-2's time frame by at least three of the five years. This meant excluding all programs that ended in FY 2004 or earlier or started later than FY 2007. Setting FY 2007 as the latest starting date also increased the likelihood that the team would have access to mid-term evaluations of these programs. An exception was made for the programs that were under way in the five countries included in the field visits—Bangladesh, Guatemala, Malawi, Niger, and Uganda—all of which were included in the review, even though some had been in operation for only a year or less. The special research programs on the Preventing Malnutrition in Children under 2 Approach (PM2A) in Burundi and Guatemala were also excluded from the assessment because they

started too recently, i.e., in FY 2009, and had an atypical research focus.

Although the FAFSA-2 time frame began in 2003 and the USAID/FFP Strategic Plan took effect in 2006, there is more overlap between these two time frames than is apparent at first glance. Work had already begun on two background papers in 2002 (Webb and Rogers, 2003; Haddad and Frankenberger, 2003),[3] for example. Work had also begun on the initial concept paper in 2002, and, in 2004, USAID/FFP included a summary of the approved concept paper in its development program policies and guidelines for FY 2005 programs.

1.2.1.2 Countries

A number of countries were purposively eliminated from the assessment, namely, Afghanistan (because the program was too new and atypical due to the war), Angola (because the programs were transition programs), Peru (because the programs were being phased out as the new Strategic Plan started), Benin and Tajikistan (because the programs were not focused on the major technical sectors, i.e., agriculture/natural resource management [AG/NRM] and/or maternal and child health and nutrition [MCHN]), and Eritrea (because the programs were subjected to a considerable amount of interference from the host government).

Throughout the report, reference is made to "USAID/FFP priority countries." The countries referred to are the 20 that were on the priority list in FY 2010 when FAFSA-2 began, namely, Afghanistan, Bangladesh, Burkina Faso, Burundi, Chad, the Democratic Republic of the Congo (DRC), Ethiopia, Guatemala, Haiti, Liberia, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Sierra Leone, Sudan, Uganda, and Zambia.[4]

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[2] This includes Development Assistance Programs (DAPs)—a term that was in use between 2002 and 2005—and Multi-Year Assistance Programs (MYAPs)—a term that was introduced in 2005. In 2011, USAID/FFP changed the term for these programs to "development programs" instead of MYAPs.

[3] These papers were produced under the auspices of the Food and Nutrition Technical Assistance Project (FANTA).

[4] Zambia has been dropped since 2010 and replaced by Zimbabwe, Sudan is now referred to as the newly independent country of South Sudan, and USAID/FFP now refers to all of these as its "focus" countries.

1.2.1.3   Programs and Awardees[5]

The final list—the FAFSA-2 universe—included 101 programs in 28 countries: 64 programs in Africa, 14 in Asia, and 23 in LAC (see Table 1.2 at the end of this chapter). This report refers to programs by the name of the country and Awardee, and mentions the fiscal years during which a program was implemented only as a distinguishing feature in cases where the same Awardee had more than one program in the same country during the FAFSA-2 time frame.

Sixteen Awardees were the sole or lead implementer on one or more programs during the FAFSA-2 time period: Africare; ACDI/VOCA; Adventist Development and Relief Agency (ADRA); Asociación SHARE de Guatemala (SHARE); CARE; Counterpart International (CPI); Catholic Relief Services (CRS); Food for the Hungry (FH); Land O'Lakes (LOL); Mercy Corps (MC); Opportunities Industrialization Centers International (OICI); Project Concern International (PCI); Relief Society of Tigray (REST); Save the Children (SC); TechnoServe (TNS); and World Vision (WV).

1.2.1.4   Technical Sectors

A decision was also made early on to focus the assessment on technical sectors, in particular on the two technical sectors that received the majority of the Title II development resources during the FAFSA-2 time period, namely, AG/NRM[6] and health and nutrition (HN). The 2002 FAFSA also concentrated on these two sectors, but the expectation was that considerably more information on these programs and program performance would be available for the FAFSA-2 time period. The review of AG/NRM components and activities also

includes the USAID/FFP non-agricultural income generation (Non-AG IG) technical sector. In the case of HN, the review is presented in two chapters, namely, MCHN and HIV, due to the breadth of the subject matter. Given the importance of water, sanitation, and hygiene (WASH) to health and development, there is a separate chapter on the WASH technical sector. The other four technical sectors that were in existence in FY 2009—civil society strengthening (CSS), education (ED), emergency preparedness and disaster management (EPDM), and vulnerable group feeding/social safety net (VGF/SSN)—were not reviewed in the FAFSA-2 since each received only a small proportion of Title II commodities (less than 10 percent each in FY 2009).[7] While not one of the USAID/FFP technical sectors, the FAFSA-2 report includes a technical chapter on "Infrastructure" because of the important contribution of Title II resources to supporting public works and the use of food in Food-for-Work (FFW) activities for this purpose. One of the FAFSA-2 recommendations is for USAID/FFP to make "Infrastructure" a specific reporting category for Title II programs in the future to better capture these essential development activities. The FAFSA-2 did not have the time or resources to focus on program performance with respect to managing risks and reducing vulnerabilities/increasing resiliency or the relief to development continuum; these issues are more suitable for the more focused types of assessments that the FAFSA-2 is recommending that USAID/FFP concentrate on in the future.

1.3   The Assessment Team

The FAFSA-2 team was multidisciplinary. The basic team included a specialist in AG, livelihoods (LH), and income generation (IG) (who also served as the

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[5] The term "Awardee" is currently the preferred way to refer to Title II grantees. It replaces the term "Cooperating Sponsor," which was in use at the beginning of the FAFSA-2 time period.

[6] "AG/NRM" is used both when referring to agriculture and natural resource management in general and when referring specifically to the USAID/FFP sustainable agricultural production/natural resources management technical sector. When it is being used to refer to the USAID/FFP technical sector, this will be noted in the text.

[7] USAID/FFP established these technical sectors for Awardees to use when filling out the USAID/FFP Tracking Tables for Resources and Beneficiaries. The definitions of these eight technical sectors can be found in USAID/FFP Annual Results Reporting Guidelines for FY 2009. These technical sectors have changed over time; there were only five in FY 2003, for example: HN (which also included water and sanitation [WS]), AG/NRM, ED, Non-AG IG, and VGF.

team leader) and a specialist in MCHN and HIV. Two short-term technical consultants—a sanitation engineer and a civil engineer—were also contracted to review WASH and infrastructure activities supported by Title II resources, respectively.

1.4   Assessment Methods

The methods used in the assessment included:

- A review of project-specific and other relevant documents

- An analysis of the quantitative data available on Title II resource allocations, beneficiaries, and project performance

- Stakeholder interviews

- Field visits

Although the assessment covers the entire portfolio, certain countries and programs have probably had a greater influence on the report, including on the findings and conclusions, than others. Field visits, for example, naturally led to a more in-depth understanding of programs seen and discussed firsthand. As a result, programs in the countries visited may have received more attention than programs in other countries, where the team had to rely entirely on information available in the program documents, which varied considerably in quality. However, the limited number of countries and programs visited made it difficult to generalize about some of the findings.

1.4.1   Document Review

Basic project documents were available and reviewed for all programs in the FAFSA-2 universe. For programs that had ended, this included, at a minimum[8]:

- The original proposal/application and any amendments (because these provided essential information on program goals, strategic objectives (SOs), and key interventions and activities)

- The final evaluation (because it provided an independent assessment of results achieved, the extent to which program targets and objectives were met, and explanations)

The mid-term evaluations were reviewed for programs that had not yet completed their final evaluation, as were the most recent Annual Results Reports (ARRs) for some of the programs that were visited that had been under way for only one or two years. The FAFSA-2 team also reviewed numerous other project documents, including baseline and final survey reports, mid-term evaluations, ARRs, Pipeline and Resource Estimate Proposals (PREPs), and other special studies and technical documents, including those provided by individual Title II Awardees. Many project documents were reviewed by several team members, depending on the technical areas that were included in each of the programs. (See Table 1.3 at the end of this chapter for a complete list of all the programs and their respective reviewers).

Team members also reviewed USAID/FFP and other USAID policy and strategy documents. This included those related to the Feed the Future Initiative (FTF) and the Global Health Initiative (GHI); other food aid program assessments; and a wide range of background literature on agriculture, natural resource management, health, nutrition, HIV,

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[8] Although these are basic project documents, it proved much more difficult and time consuming to assemble them for all 101 programs than was originally expected. Assembly went on for the first six months of FAFSA-2, simultaneous with reviewing programs for which documents were available.

water and sanitation, public works, food aid, and food security.

1.4.2   Data Review

The FAFSA-2 team used several sources of quantitative data available on the Title II development programs to analyze program performance. These included data from:

- USAID/FFP's Annual Estimates of Requirements (AERs) to assess trends during the FAFSA-2 time period in commodities and resource allocations by region, country, and Awardee

- Resource and Beneficiary Tracking Tables from Awardees' annual reports to determine the allocations of resources and beneficiaries reached by technical sector in FY 2003 and FY 2009

The final or most recent Indicator Performance Tracking Tables (IPTTs) were also assembled for all the projects in the FAFSA-2 universe. Final IPTTs were used to assess the extent to which programs had achieved improvements in indicators (baseline versus final survey data) and met targets and objectives, supplemented in some cases with further reviews of baseline and final survey reports, if available.

1.4.3   Stakeholder Interviews and Consultations

Team members conducted stakeholder interviews with USAID/FFP/Washington staff, including country backstop officers (CBOs); other USAID staff, including from the Bureaus for Global Health (GH), Economic Growth and Trade (EGAT), and Food Security (BFS); and the regional Bureaus. USAID Mission staff were also interviewed during the field visits, as were a selection of host country representatives from government, international organizations, other donors, and non-governmental organizations (NGOs). Interviews were also held with staff from a number of the Awardees' headquarters offices and from several of USAID/FFP's technical support projects, including the Food and Nutrition Technical Assistance II Project

(FANTA-2), the Famine Early Warning Systems Network (FEWS NET), the Bellmon Estimation Studies for Title II (BEST) Project, the Technical and Operational Performance Support (TOPS) project, and AMEX International (AMEX).

1.4.4   Field Visits

Field visits were made to five countries, one each in Asia (Bangladesh), LAC (Guatemala), East Africa (Uganda), Southern Africa (Malawi), and West Africa (Niger). None of the countries visited was visited in the first FAFSA. The visits to Niger and Uganda were combined with visits to their respective FFP regional offices, in Dakar, Senegal, and Nairobi, Kenya (see Table 1.1).

Countries and programs selected for FAFSA-2 field visits met the following criteria:

- Provided a good cross-section of AG/NRM/LH/IG and MCHN programs

- Included a good representation of other technical sector programs

- Included programs that were integrated with USAID Mission strategies

- Included at least one country where the Title II program was subject to shocks

- Were priority USAID/FFP countries

- Had an ongoing Title II development program

The objectives of the field visits were to "ground truth" information from the document reviews, as well as to add depth to the assessment. The field visits also provided an opportunity for FAFSA-2 team members to interact with the USAID Missions and the Title II Awardees working in the field. The field visits did not evaluate individual Awardee or Mission management of Title II programs.

The field assessments included a review of USAID, Awardee, and other relevant documents, and interviews with key USAID, Awardee, and partner institution staff. Visits were made to project sites to talk with project beneficiaries, staff, community leaders, and other stakeholders, individually and in

Table 1.1. Basic Information on the Countries and Programs Selected for Field Visits

Region	Country	Awardees (Consortium Members)	Number of Programs Reviewed		Technical Sectors
			Completed	Ongoing	
Asia	Bangladesh	ACDI/VOCA, CARE, SC (Helen Keller International [HKI])	2	3	AG/NRM, Non-AG IG, HN, WASH, CSS, EPDM
LAC	Guatemala	CARE, CRS, SC, SHARE	4	3	AG/NRM, Non-AG IG, HN, CSS
Africa: East	Uganda	ACDI/VOCA, Africare, CRS, MC, SC, WV	5	2	AG/NRM, Non-AG IG, HN, WASH, VGF/SSN, HIV/AIDS
Africa: Southern	Malawi	CRS (ACDI/VOCA, Africare, CARE, Emmanuel International, PCI, Salvation Army, SC, WV)	2	1	AG/NRM, Non-AG IG, HN, CSS, VGF/SSN, HIV/AIDS
Africa: West	Niger	Africare, CRS (CARE, HKI), CPI	1	3	AG/NRM, Non-AG IG, HN, WASH, CSS

focus groups, and to observe project activities, such as service delivery in facilities, in the community, in homes, and in farmers' fields, and public works at construction sites (primarily roads and irrigation schemes).

Although time in the capital cities was limited, because the team wanted to spend as much time as possible with the projects in the field, the team did try to meet with other key players in the food security arena in each country. This included representatives from the governments, FEWS NET, WFP, the Food and Agricultural Organization of the United Nations (FAO), the European Commission's Humanitarian Aid Office (ECHO), and UNICEF. In the West and East African regional USAID/FFP offices, team members were also able to meet with staff from several of the Awardees' regional offices and from the USAID Office of U.S. Foreign Disaster Assistance (OFDA).

1.5 Basic Terminology and an Alternative Food Security Framework

The FAFSA-2 team found misconceptions about and inconsistencies in the use of key terms, including hunger, undernourishment, undernutrition, and acute or chronic malnutrition, in Washington and in the field, among USAID and Awardee staff and

other stakeholders. To avoid confusion, readers are advised to consult Box 1.2 for the definitions the FAFSA-2 team used in making its assessment.

Early on, the FAFSA-2 team also decided that the "Expanded Conceptual Framework for Understanding Food Insecurity" introduced in the USAID/FFP Strategic Plan (see Chapter 2, Figure 2.1) was more useful as a checklist to ensure that one did not forget any of the myriad of risk factors that might be applicable in any given situation than it was as a conceptual framework that team members could use to help them understand the basic logic of a program. The "Expanded Conceptual Framework" was described in the USAID/FFP Strategic Plan as being innovative, which it was, adding richness and multidimensionality to the analysis of determinants of food insecurity. But that framework is also overly complex, and its complexity can easily obscure, rather than help clarify, the basic interventions and approaches to include in a program design and the many intervention points and causal pathways among them.

The conceptual framework that the team developed for FAFSA-2 (see Figure 1.1) is a modified version of the 1990 UNICEF "Causes of Child Malnutrition" framework combined with a food and agricultural systems framework. It highlights the three basic food security elements—the three ovals: food utilization, food access, and food availability—as well as the

Box 1.2. The Meaning of Basic Nutrition-Related Concepts

- **Hunger** is usually understood to refer to discomfort associated with a lack of food. FAO defines it specifically as consumption of fewer than about 1,800 kcal a day—the minimum that most people require to live healthy and productive lives.

- **Undernourishment** refers to an FAO-developed indicator that is based on per capita food supplies in a country, adjusted on the basis of additional assumptions about the distribution of these food supplies across households and a minimum energy requirement threshold.

- **Undernutrition** manifests as underweight, stunting, wasting, or vitamin and mineral (collectively known as micronutrients) deficiencies. It is the result of inadequate food intake (and, more specifically, a deficiency in the consumption of energy and essential nutrients, such as fatty acids, protein, vitamins, and minerals), poor utilization of nutrients due to disease, or a combination of these two factors.

- **Malnutrition** refers more broadly to undernutrition (due to nutrient deficiencies and/or infection) and overnutrition (due to overconsumption of energy from macronutrients, namely carbohydrates, fat, and protein, in relation to requirements and expenditure, with or without micronutrient deficiencies). Overnutrition conditions include both overweight and obesity. Both undernutrition and overnutrition contribute to poor health. Malnutrition is frequently used as a synonym for undernutrition, but nutrition experts now more commonly distinguish "malnutrition" from the more precise "undernutrition."

- **Chronic undernutrition** (also referred to as stunting) is a term for low height-for-age, that is, being too short for one's age and sex compared to a well-nourished child of the same age and sex. This "shortness," also referred to as linear growth retardation, develops slowly over a long period due to insufficient nutrient intake, infections, toxins in food eaten, maternal undernutrition and poor nutrient stores, suboptimal feeding and care practices, and poverty. Children with chronic undernutrition fail to grow to their full genetic potential, both mentally and physically. Preventing stunting must be done during pregnancy and the first two years of life, when growth is rapid and most of the damage occurs. Once this opportunity is missed, the stunted child is unlikely to make up the difference in growth and development, and will be adversely affected for the rest of his/her life.

- **Acute malnutrition** (also referred to as wasting) is a term for low weight-for-height, that is, being too thin for one's height/length compared to a well-nourished child of the same height/length and sex. This "thinness" develops as a result of an immediate problem—a crisis induced by a sudden, drastic reduction in food intake, food shortages, drought, catastrophes, or illness, leading to rapid weight loss or a failure of children to gain weight. Acute malnutrition is a rarer, more serious form of undernutrition, associated with high mortality rates. Wasting in children is often detected by measuring mid-upper arm circumference (MUAC), which is easier to measure and interpret in the field than weight and height/length are. In adults, body mass index (BMI) is an indicator of weight adequacy in relation to height, used to detect wasting or overweight. It is calculated as weight (in kg) divided by height squared (in m).

- **Underweight** refers to low weight-for-age, compared to growth standards for well-nourished children of the same age and sex. It reflects both chronic and acute undernutrition (being too short, too thin, or a combination of the two). Being underweight is due to inadequate nutrient intake or infection or both. Monthly weight gain for age and sex is what growth monitoring and promotion programs measure and plot on growth charts for each child. Height is more difficult to measure and linear growth occurs more in spurts. **Growth faltering** refers to not gaining enough weight each month to stay on one's personal growth trajectory, which is governed by size at birth, heredity, and growth standards. Preventing underweight and growth faltering must be done during pregnancy and the first two years of life, when weight gain is rapid and most of the damage occurs.

Figure 1.1. The Food Security Conceptual Framework Developed for Use in the FAFSA-2
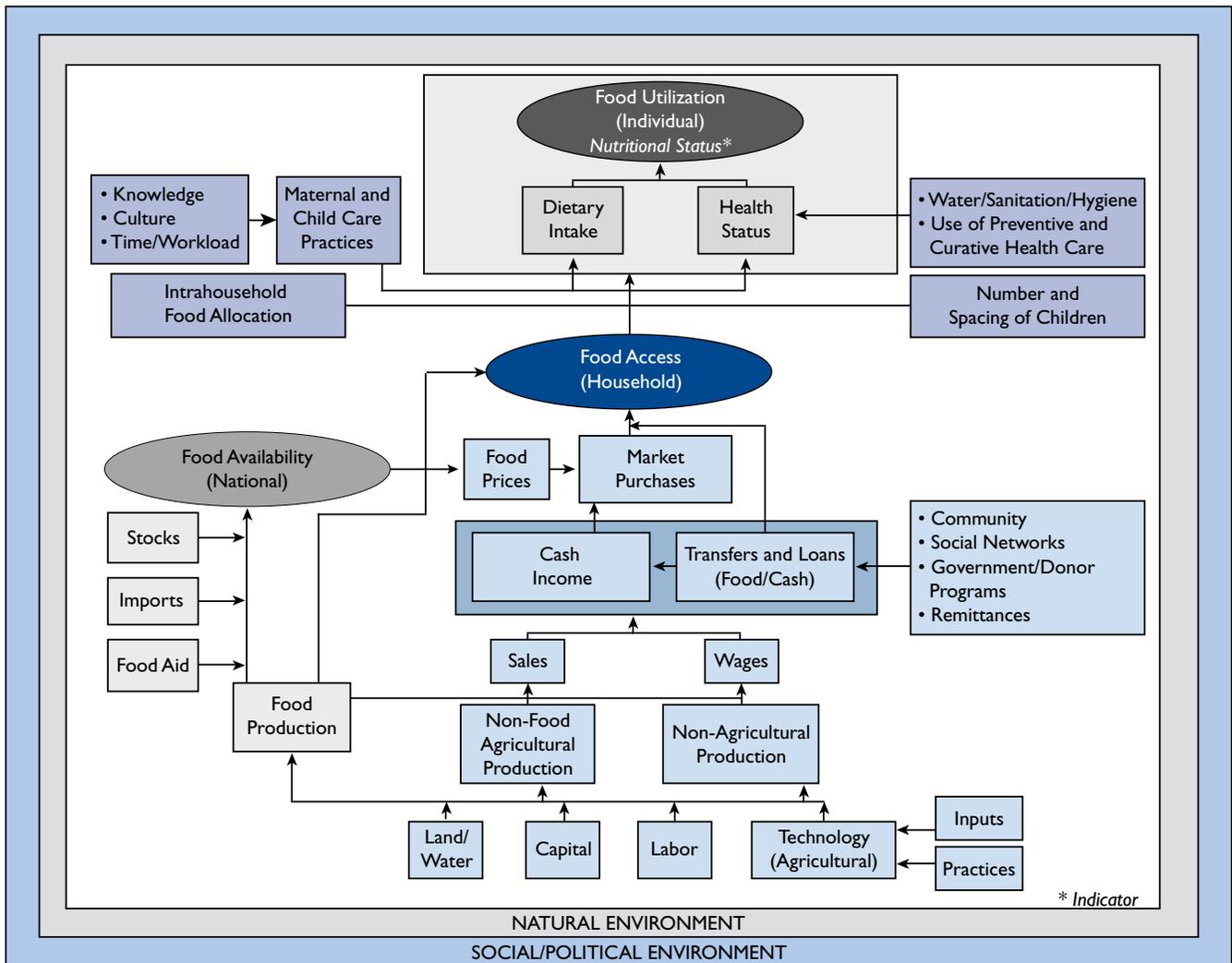
Adapted by Roberta van Haeften and Mary Ann Anderson from: Riely et al., 1999 and UNICEF, 1990.

major determinants of each of these elements and the causal relationships among them. It is very clear in this framework, for example, that food availability is influenced by food production, imports, and food aid, and that food production also influences food access. On the other hand, the framework also shows that food transfers and market purchases (influenced by food prices and cash income from agricultural sales and/or wages) can also play an important role in improving households' access to food. This framework also makes clear that food utilization and nutritional status, which is a high-level indicator of Title II program performance, are dependent on a

number of other factors, in addition to improvements in diets (due to improvements in food availability and access), including cultural practices and access to and use of health services and WASH. These latter factors, if unaddressed, often explain why high levels of child undernutrition persist in countries and communities that produce (and even export) significant quantities of food.

This framework can also be used to better understand some of the more important factors and pathways that could influence whether a given agricultural intervention—the transfer of agricultural

technology, for example (which is found at the bottom right of the framework)—might have the desired impact on food access and nutritional status. Most of the changes in the agricultural sector will influence nutritional status through their effects on food availability and access. But changes in agricultural technologies and practices can also influence child nutritional status through changes in health status (the introduction of a water-related disease along with a new irrigation system) or changes in the amount of time women spend on agricultural and income generation-related activities, which affects the amount of time they have for child care.

1.6 Limitations and Gaps in the Program Documentation and Data

The FAFSA-2 could best be described as a systematic review of Title II development programs that combines information from qualitative studies with some quantitative data from the Awardees' IPTTs.[9] This means that the completeness and accuracy of this assessment (review) is limited by the completeness and accuracy of the program documents and results data reported by the Awardees. The following are some of the difficulties encountered in undertaking the assessment.

- **Difficulties in defining the universe of interventions/activities.** The program documentation available does enable one to get an idea of the wide range of interventions and activities supported by Title II development resources. But there is no easy way to determine which programs include which types of interventions and activities, and how many programs include specific types of interventions and activities in total and by country, region, and Awardee. To develop this information, the team had to set up its own "library," with all the

program documentation, read and manually cull findings from hundreds of program documents, and create its own notes and databases. Even then, it was difficult to be certain that one had captured all the interventions and activities actually under way. Proposals frequently did not identify all the interventions, activities, and approaches that Awardees were thinking about implementing. Some interventions and activities that were included in proposals may never be implemented, while others may have been added during the life of the project and still others abandoned, without being documented in reports to USAID. The annual reports did not describe all the activities that were being implemented during the year and were not consistent year to year in the activities that they did cover. The mid-term and final evaluations tended to focus on the bigger program components, and sometimes on the interventions and activities that the evaluators themselves were interested in, and said little or nothing about many of the others. The lack of standard terminology for describing similar activities across programs further complicated the task of rolling up the results.

- **Lack of information on program strategies and models.** Many program documents, including evaluations, lacked information on the nature of the program interventions and approaches, which made it difficult to draw conclusions about their relative effectiveness in each technical sector. Final evaluation reports often did not describe the intervention strategy(ies)/model(s) and implementation processes in enough detail that they could be replicated. Evaluations that did contain information on the causal chain for program interventions and approaches, strengths, weaknesses, quality of implementation processes, and extent and length of participation or exposure by the beneficiaries to the intervention were most useful and given more weight. Lack of this information is a handicap for explaining how and why certain results were or were not achieved, and where in the causal chain programs are more likely to break down. Although final performance reports, which are required for some USAID

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[9] An argument could be made that the term "meta analysis" could be used to describe the analysis of the nutritional status data in Chapter 6 in the sense that it involved statistical methods of combining evidence.

projects, often provide the type of information lacking in Title II program final evaluations, Title II Awardees are not required to submit final reports.

- **Lack of or insufficient standardization of results indicators.** A number of activities had no results indicators associated with them; for many that did, the lack of standardization across programs limited their inclusion in the broader analysis. The technical sector with the most standardization of monitoring and evaluation (M&E) is HN. The FAFSA-2 team was unable to check the quality of the reported evaluation data or do new re-analysis of survey datasets. However, if survey limitations were reported or observed by the FAFSA-2 team, the problems were documented and the data were not included in the MCHN analysis. The limitations of a number of the evaluation surveys that precluded using their data in the review are discussed in Chapter 6.

1.7   Organization of the Report

The rest of the report is organized as follows.

- Chapter 2 includes brief discussions of the evolution of the Title II development program and the food security objective prior to the approval of the 2006–2010 Strategic Plan, the key elements of the 2006–2010 Strategic Plan, and the environment in which the Title II development program was operating at the time of the FAFSA-2 assessment (2010–2011).

- Chapter 3 provides an overview of the performance of the Title II development program as a whole.

- Chapters 4–8 focus on the technical performance of AG/NRM, infrastructure, MCHN, WASH, and HIV components and activities. Each of these technical chapters follows a similar format: background information on each of the sectors; basic facts on the numbers of countries and programs in the FAFSA-2 universe, the amount and proportion of resources allocated to

the sector, and the number of beneficiaries; an assessment of the interventions and approaches adopted and outcomes achieved; and a discussion of cross-cutting issues and opportunities in the sector.

- The assessment of the overall impact of the program is divided between the MCHN chapter (Chapter 6), which includes a discussion of the impact of the program on the two indicators of child undernutrition that USAID/FFP has adopted as higher-order measures of food utilization, as well as the success of the Title II development program overall (see Table 1.2), and the AG/NRM chapter (Chapter 4), which includes a discussion of the impact of the program on the two household food consumption indicators that USAID/FFP has adopted as higher-order measures of food availability and access.

- The paper concludes with a review of the systems being used by USAID/FFP to manage and assess program performance (Chapter 9).

- Separate sections on conclusions and recommendations are included at the end of Chapters 3–9.

Table 1.2. Title II Development Programs included in the FAFSA-2 Universe, by Country, Awardee, and Fiscal Year

Region	Country	Awardee	Years of Operation (Fiscal Years)													
			2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
AFRICA	Burkina Faso	AFRICARE					■	■	■	■	■	■	■			
		CRS					■	■	■	■	■	■	■			
	Cape Verde	ACDI/VOCA				■	■	■	■	■	■					
	Chad/Mali*	AFRICARE				■	■	■	■	■	■					
	Ethiopia	CARE			■	■	■	■								
		CARE					■	■	■	■	■					
		CRS				■	■	■								
		CRS					■	■	■	■	■					
		FH				■	■	■	■	■	■					
		REST				■	■	■	■							
		REST				■	■	■	■	■	■					
		SC US				■	■	■	■							
		SC US				■	■	■	■	■	■					
		WV				■	■	■	■	■	■					
		WV					■	■	■	■	■					
	Ghana	ADRA			■	■	■	■	■	■	■					
		CRS				■	■	■	■	■	■					
		OICI					■	■	■	■	■	■				
		TNS					■	■	■	■	■	■	■			
	Guinea	ADRA	■	■	■	■	■	■	■	■	■	■				
		AFRICARE		■	■	■	■	■	■	■	■					
		OICI					■	■	■	■	■	■				
	Kenya	ADRA				■	■	■	■	■	■	■				
		CARE				■	■	■	■	■	■	■				
		CRS		■	■	■	■	■	■							
		FH					■	■	■	■	■					
		WV				■	■	■	■	■						
	Liberia	CRS							■	■	■	■	■			
	Madagascar	ADRA					■	■	■	■	■	■				
		CARE				■	■	■	■	■	■	■				
		CRS				■	■	■	■	■	■					
	Malawi	CRS	■	■	■	■	■	■								
		CRS	■	■	■	■	■	■	■	■	■	■				
		CRS										■	■	■	■	■ FY 2014
	Mauritania	CPI			■	■	■	■	■	■	■	■	■	■		
		WV		■	■	■	■	■	■	■						
	Mozambique	ADRA			■	■	■	■	■	■	■					
		AFRICARE			■	■	■	■	■	■	■					
		CARE			■	■	■	■	■	■	■					
		FH			■	■	■	■	■	■	■					
		SC			■	■	■	■	■	■	■					
		WV			■	■	■	■	■	■	■					
	Niger	AFRICARE	■	■	■	■	■	■	■	■						
		AFRICARE							■	■	■	■	■	■	■	
		CPI						■	■	■	■	■	■	■	■	■
		CRS							■	■	■	■	■	■	■	
	Rwanda	ACDI/VOCA	■	■	■	■	■	■	■	■						
		ACDI/VOCA					■	■	■	■	■	■	■			
		CRS	■	■	■	■	■	■	■	■	■	■				
		WV				■	■	■	■	■	■	■				

Region	Country	Awardee	Years of Operation (Fiscal Years)													
			2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
AFRICA (cont'd)	Senegal/Gambia	CRS			X	X	X	X	X	X						
	Senegal	CPI						X	X	X	X	X	X	X		
	Sierra Leone	CARE				X	X	X	X	X						
		CARE							X	X	X	X	X			
	Uganda	ACDI/VOCA			X	X	X	X	X							
		ACDI/VOCA							X	X	X	X	X	X		
		AFRICARE			X	X	X	X	X							
		CRS			X	X	X	X	X							
		MCI										X	X	X	X	X
		SC				X	X	X	X	X	X	X				
		WV				X	X	X	X	X	X	X				
	Zambia	CRS						X	X	X	X	X	X			
		LOL					X	X	X	X	X	X				
ASIA	Bangladesh	ACDI/VOCA										X	X	X	X	FY 2015
		CARE						X	X	X	X	X	X			
		CARE						X	X	X	X	X				FY 2015
		SC						X	X	X	X	X	X			
		SC										X	X	X	X	FY 2015
	India	CARE			X	X	X	X	X							
		CARE								X	X	X	X			
		CRS			X	X	X	X	X							
		CRS								X	X	X	X			
	Indonesia	CARE						X	X	X	X	X				
		CRS						X	X	X	X					
		MCI						X	X	X	X	X				
		SC						X	X	X	X	X				
		WV						X	X	X	X	X				
LAC	Bolivia	ADRA			X	X	X	X	X	X	X	X				
		CARE			X	X	X	X	X	X	X	X				
		FH			X	X	X	X	X	X	X	X				
		SC			X	X	X	X	X	X	X	X				
	Guatemala	CARE		X	X	X	X	X	X	X	X					
		CRS		X	X	X	X	X	X	X						
		CRS								X	X	X	X	X		
		SC	X	X	X	X	X	X	X	X						
		SC								X	X	X	X	X		
		SHARE		X	X	X	X	X	X	X						
		SHARE								X	X	X	X	X		
	Haiti	CARE		X	X	X	X	X	X	X	X	X				
		CRS		X	X	X	X	X	X	X	X	X				
		SC		X	X	X	X	X	X	X	X	X				
		WV		X	X	X	X	X	X	X	X	X				
	Honduras	ADRA					X	X	X	X	X	X	X			
		CARE	X	X	X	X	X	X	X	X	X	X				
		SC														
		WV						X	X	X	X	X				
	Nicaragua	ADRA			X	X	X	X	X	X	X	X				
		CRS			X	X	X	X	X	X	X	X				
		PCI			X	X	X	X	X	X	X	X				
		SC			X	X	X	X	X	X	X	X				

* The Africare Chad/Mali program is counted as two programs.

Table 1.3. Title II Development Programs included in the FAFSA-2 Universe, by Region, Country, Awardee,[i] and FAFSA-2 Technical Reviewer[ii]

Region	Country	Awardee	Program Years	AG/IG	MCHN and HIV MCHN	MCHN and HIV HIV	WASH	INF
AFRICA	Burkina Faso	AFRICARE	FY04-10	1		1	1	
		CRS	FY04-10	1		1		
	Cape Verde	ACDI/VOCA	FY03-08	1				1
	Chad/Mali[iii]	AFRICARE	FY03-08	2	2	2	2	
	Ethiopia	CARE	FY02-05	1				1
		CARE	FY05-08	1				1
		CRS	FY03-08	1	1	1	1	1
		CRS	FY05-08	1				1
		FH	FY05-08	1				1
		REST	FY03-07	1				
		REST	FY05-08	1				1
		SC	FY03-07	1				
		SC	FY05-08	1				1
		WV	FY03-08	1	1	1	1	1
		WV	FY05-08	1				1
	Ghana	ADRA	FY02-08	1	1	1		
		CRS	FY03-08		1	1		
		OICI	FY04-09	1	1	1	1	
		TNS	FY06-10	1				
	Guinea	ADRA	FY00-09	1				
		AFRICARE	FY01-08	1	1	1		
		OICI	FY05-09	1		1	1	
	Kenya	ADRA	FY03-08	1	1	1		
		CARE	FY04-09	1			1	
		CRS	FY01-06	1	1		1	
		FH	FY04-08	1	1	1		
		WV	FY03-07	1	1			
	Liberia	CRS	FY07-10	1	1	1	1	1
	Madagascar	ADRA	FY04-09	1	1	1		
		CARE	FY03-09	1			1	
		CRS	FY03-08	1	1			
	Malawi	CRS	FY00-05	1				
		CRS	FY05-09	1	1	1		
		CRS	FY09-14	1	1	1		
	Mauritania	CPI	FY07-11	1	1	1		
		WV	FY01-07	1	1			
	Mozambique	ADRA	FY02-08	1				
		AFRICARE	FY02-08	1	1	1		
		CARE	FY02-08	1	1	1		
		FH	FY02-08	1	1	1		
		SC	FY02-08	1	1	1		
		WV	FY02-08	1	1	1		
	Niger	AFRICARE	FY00-07	1	1		1	
		AFRICARE	FY07-11	1	1	1	1	
		CPI	FY08-13	1	1		1	
		CRS	FY07-11	1	1	1	1	

| Region | Country | Awardee | Program Years | Technical Reviewer | | | | |
| | | | | | MCHN and HIV | | | |
				AG/IG	MCHN	HIV	WASH	INF
AFRICA (cont'd)	Rwanda	ACDI/VOCA	FY00-05	1				
		ACDI/VOCA	FY05-10	1	1	1		
		CRS	FY00-09	1		1		
		WV	FY04-09	1		1		
	Senegal/Gambia	CRS	FY02-07	1				
	Senegal	CPI	FY05-11		1	1		
	Sierra Leone	CARE	FY04-07	1				
		CARE	FY07-10	1			1	
	Uganda	ACDI/VOCA	FY02-06	1		1		1
		ACDI/VOCA	FY07-11	1		1		1
		AFRICARE	FY02-06	1	1		1	1
		CRS	FY02-06	1				1
		MC	FY08-13	1	1			1
		SC	FY03-09	1	1	1		1
		WV	FY03-09	1	1	1		1
	Zambia	CRS	FY06-11			1		
		LOL	FY04-09	1				
ASIA	Bangladesh	ACDI/VOCA	FY10-15	1	1			
		CARE	FY05-10	1	1		1	1
		CARE	FY10-15	1	1		1	1
		SC	FY05-10	1	1		1	1
		SC	FY10-15	1	1		1	1
	India	CARE	FY02-06		1			
		CARE	FY07-10		1			
		CRS	FY02-06	1				
		CRS	FY07-10	1				
	Indonesia	CARE	FY05-08		1			
		CRS	FY05-08		1		1	
		MC	FY05-08		1			
		SC	FY05-09		1			
		WV	FY05-08		1			
LAC	Bolivia	ADRA	FY03-09	1	1		1	1
		CARE	FY02-09	1	1		1	1
		FH	FY02-09	1	1		1	1
		SC	FY02-09	1	1		1	1
	Guatemala	CARE	FY01-08	1	1		1	1
		CRS	FY01-07	1	1		1	1
		CRS	FY07-11	1	1		1	1
		SC	FY00-07	1	1		1	1
		SC	FY07-11	1	1		1	1
		SHARE	FY01-07	1	1		1	1
		SHARE	FY07-11	1	1		1	1
	Haiti	CARE	FY02-08	1	1	1		
		CRS	FY02-08	1	1	1	1	
		SC	FY02-08	1	1			
		WV	FY02-08	1	1	1		
	Honduras	ADRA	FY05-09	1	1	1	1	
		CARE	FY01-08	1	1			
		SC	FY05-09	1	1	1	1	
		WV	FY05-09	1	1	1	1	

Region	Country	Awardee	Program Years	Technical Reviewer				
				AG/IG	MCHN and HIV		WASH	INF
					MCHN	HIV		
	Nicaragua	ADRA	FY02-09	1	1	1		
		CRS	FY02-09	1	1			
		PCI	FY02-09	1	1		1	
		SC	FY02-09	1	1			
TOTAL	28 Countries	101 Programs[iii]		91	69	41	38	33

[i] ACDI/VOCA; ADRA (Adventist Development and Relief Agency); CPI (Counterpart International); CRS (Catholic Relief Services); FH (Food for the Hungry); LOL (Land O'Lakes); MC (Mercy Corps); OICI (Opportunities Industrialization Centers International); PCI (Project Concern International); REST (Relief Society of Tigray); SC (Save the Children); TNS (TechnoServe); WV (World Vision).

[ii] The number 1 in a cell in the columns for the four technical reviewers indicates that the reviewer reviewed the documents for that program.

[iii] The Chad/Mali program is counted as two programs, which is why there is a number 2 in the cells for the Chad/Mali program.

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