



United Nations  
System

Standing Committee on  
Nutrition

UN Country Level Programmatic Guidelines

UNDAF Guidance on Nutrition

Review Study

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This report is also available at the UNSCN website at [www.unscn.org](http://www.unscn.org).

## ACRONYMS

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<b>DaO</b>	Delivering as One United Nations initiative
<b>EFSA</b>	Emergency Food and Nutrition Security Conceptual Framework
<b>FAO</b>	Food and Agriculture Organization
<b>FNS</b>	Food and Nutrition Security
<b>FP</b>	Focal Points
<b>GNES</b>	Guidance Note on Environmental Sustainability
<b>GNCC</b>	Guidance Note on Climate Change
<b>HANCI</b>	Hunger and Nutrition Commitment Index
<b>HLTF</b>	High Level Task Force on Global Food Security and Nutrition
<b>HQ</b>	Headquarters
<b>ICN2</b>	International Conference on Nutrition
<b>IFAD</b>	International Fund for Agricultural Development
<b>JP</b>	Joint Program
<b>LOU</b>	Letter of Understanding
<b>MAF</b>	MDG Acceleration Framework
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MAM</b>	Moderate Acute Malnutrition
<b>MOU</b>	Memorandum of Understanding
<b>MDG-F</b>	Millennium Development Goals Achievement Fund
<b>PSG</b>	Peer Support Group
<b>RC</b>	Resident Coordinator
<b>REACH</b>	Renewed Effort Against Child Hunger Partnership
<b>SAM</b>	Severe Acute Malnutrition
<b>SUN</b>	Scaling Up Nutrition movement
<b>SWAP</b>	Sector-wide Approach
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDG</b>	United Nations Development Group
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNWOMEN</b>	UN Women
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization

## EXECUTIVE SUMMARY

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### BACKGROUND

Part of the mission of the UN System Network for the Scaling Up Nutrition (SUN) movement is to strengthen the joint support United Nations Country Teams (UNCTs) provide to countries in developing and implementing national nutrition policy. As a UNCT's overarching policy document, United Nations Development Assistance Frameworks (UNDAFs) articulate this support.

In October 2011, "Integrating Food and Nutrition Security into Country Analysis and the UNDAF, a Guidance Note for United Nations Country Teams" was approved by the UN Development Group<sup>1</sup>. Referred in this report as the FNS Guidance Note, this 35 page resource was developed by an interagency team and provides a "step-by-step" approach, aiming to "lead to concrete actions to ensure that food insecurity and malnutrition do not hamper economic and social development, or undermine human rights and poverty reduction objectives."

Since its approval, there has been no follow up on how this guidance note has been utilised by UNCTs, nor on how adequately it has performed. Furthermore, there have been significant changes in the domains of nutrition and food security since the note's release. These include the SUN Movement and other new global initiatives and agendas, publication of the 2013 Lancet Series on Nutrition, and renewed interest in nutrition-sensitive approaches and multisectoral planning.

Against this background, the UNSCN Secretariat agreed to lead a review of the performance and quality of the FNS Guidance Note, on behalf of the UN Network for SUN.

### OBJECTIVES AND METHODOLOGY

The review assesses current practices, challenges and lessons learned in the development of nutrition-related content of UNDAFs, and synthesizes them into concrete recommendations on:

1. How to better integrate nutrition into country level UNDAFs, including nutrition-specific programmatic actions and nutrition sensitive development approaches.
2. How to make the UNDAF a better instrument for UN programming, resource mobilization, and inter-agency collaboration, in line with national planning to combat malnutrition in all its forms.

Review methodology consisted of desk research and country interviews in 11 countries with 53 UN staff. Interviews focused on:

1. Awareness and use of the FNS Guidance Note
2. The UNDAF process
3. Interviewee preferences for guidance notes
4. Interviewee assessment of inclusion of nutrition in UNDAFs
5. UNDAF implementation – modalities, strengths and challenges
6. Recommendations for the UN System Network for SUN

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<sup>1</sup> Available at, under approved documents: <http://toolkit.undg.org/workstream/1-undaf-or-common-programming-tool.html>

## FINDINGS AND RECOMMENDATIONS

Overall, the review found that current guidance is not being used and that some critical themes in nutrition are not being taken up in UNDAFs. Certain weaknesses in the FNS Guidance Note's content need to be overcome, and recent developments in nutrition need to be integrated. Future guidance needs to be better adapted to the process countries follow to develop their UNDAFs, should employ multimedia tools, and should be better disseminated to country teams. A special focus needs to be put on strategies for facilitating multisectoral nutrition planning.

Additionally, future guidance must ensure that several key food security and nutrition issues are included more consistently in UNDAFs. These include population growth, the urban poor, indigenous people, refugees, internally displaced persons, and other traditionally marginalized groups. None of these were included as part of the food and nutrition security problem-solution frameworks in the UNDAFs reviewed.

On balance, when compared to guidance notes on environmental sustainability and climate change, the FNS Guidance Note is weak. It provides less practical management advice, and does not provide enough concrete examples from other countries. It is not as well disseminated as other notes, with UNCTs almost completely unaware of its existence. That said, two areas where the FNS Guidance Note is relatively strong are i) its consideration of costing approaches and ii) its advocacy for inclusion in the UNDAF process of non-resident UN Agencies.

UNDAF support needs to be responsive rather than routinized, as the UNDAF cycle can last a long time, and specific steps are hard to schedule. Moreover, those leading the process vary in background and affiliation, meaning guidance should not be overly technical. In addition, new guidance must encourage Country Teams to conduct evaluations to gather lessons learnt.

Guidance should not assume that the UNDAF process always offers a key moment to advocate for nutrition. In other words, the pressure to align UNDAFs with national development policies and plans means that they act more like policy mirrors than policy drivers. As such, guidance should not assume fresh programming but rather recognize that the nutrition content of an UNDAF may well be collated from existing policies and plans, coupled with a negotiation of mandates. Given this reality, guidance should emphasize joint programs and the need for UNCTs to develop pro-nutrition intersectoral linkages based on pre-existing programmes.

Indeed the review found that UNCTs believe that joint action in nutrition offers several benefits, with coordination mechanisms valued across the board. For example, in politically unstable countries, UN-led coordination mechanisms – such as UN Joint Programmes (UNJPs) - are able to operate continuously, while in more stable environments, government-led planning processes or mechanisms were seen as unifying competing UN Agencies or mediating between them. Country teams also noted that UNJPs have the potential to reduce agency overlap and competition in terms of fundraising in parallel for the same areas, an activity which donors criticize. These programmes also test the ability of UN agencies to mobilize funds together and for each other.

In terms of challenges to joint programming, the review found that a major stumbling block is attribution of results to individual agencies, for which guidance should offer a methodology. Guidance should also remind teams to align funding context and joint action modalities. The investment of time and effort required to set up a joint effort can be wasted in a context where funding is time-bound or where donor preferences change quickly. Finally, a

fundamental challenge to UNJPs concerns the need to reconcile the concepts of UN *joint fundraising* and UN *joint action* with mounting pressure for coordination and implementation to be government-led.

Additional findings included the following:

- The effectiveness of the UNDAF process is lower when not all UN agencies present in a country participate. It was observed that the process was weakened when the World Bank or the International Fund for Agricultural Development (IFAD) were absent and/or creating parallel execution processes in some countries.
- Civil society participation is needed earlier in the UNDAF development process, to strengthen critical steps therein such as vulnerability analysis, and targeting.
- There is demand from UNCTs for guidance on simple ways to mainstream nutrition into other sectors; the request was also made that mainstreaming be fundamentally re-thought to make it practicable

This review aims to remind UN agencies that the global call to pursue joint in-country action is often muted by mixed messages received from the hierarchy within individual agencies, to which country teams feel they are accountable to. For example the discourse at global meetings in favour of collaboration does not always match the internal pressure on country offices to fundraise competitively, or to defend siloed government relationships.

Consequently, complementary to the recommendations mentioned above, this review recommends that the UN Network take clear steps to reinforce joint action in nutrition at country level. These should include a global vision detailing the capacities, mandates and complementary roles of agencies, and defining how funding is shared and managed. More support should also be provided on how to best implement the various collaboration modalities in nutrition. The UN Network should also help to improve several aspects of the SUN movement and the REACH Partnership. The UN Network should continue to advocate for increased commitments to nutrition by both the UN and governments, and bolster fundraising efforts. Finally, the UN Network should devise a model of support for small states, where both governments and the UN lack dedicated human resources in nutrition. These countries – such as Cape Verde, Guinea Bissau, and Gambia - are consistently overlooked by global initiatives like the Cluster System and REACH, and by donors.

# 1. BACKGROUND

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## 1.1) CONTEXT

The United Nations Development Assistance Framework (UNDAF) is the strategic programme framework that describes the collective response of the UN system to national development priorities. The 2007 triennial comprehensive policy review encouraged the UN development system to use the UNDAF, accompanied by a common country assessment, when required, to intensify its collaboration at the country and regional levels towards strengthening national capacities, in support of national development priorities. The UN Development Group Toolkit was created to assist UN Country Teams (UNCTs) in pursuing the improved functioning of the UN development system at the country level, latest version 2010<sup>2</sup> The toolkit contains materials for UNCTs on UNDAF preparation<sup>3</sup>, including guidelines for approaching thematic issues that may be important in a particular country context. Examples of the latter include:

- Integrating Disaster Risk Reduction into the Common Country Assessment and United Nations Development Assistance Framework (2008)
- Second Guidance Paper, Joint UN programmes and teams on AIDS (2008)
- Mainstreaming Environmental Sustainability in Country Analysis and the UNDAF - A Guidance Note for United Nations Country Teams and Implementing Partners Teams (2009)
- Guidance Note on Integrating Climate Change Considerations in the Country Analysis and the UNDAF (2010)

UNDAFs typically include the following:

- Historical development context and progress
- Current national development priorities and policy context
- UN action in-country, with lessons learned to date
- Proposed UN programme outcomes – strategic priorities, objectives, actions
- Budgeting
- Implementation and management arrangements
- Monitoring and evaluation framework

In addition to these considerations, UNDAFs also include a core results matrix, described as the “collective, coherent and integrated programming and monitoring framework for country-level contributions”

UNDAFs are developed and implemented in four stages:

1. A *Roadmap* for the development process is laid out, including structuring of the team that will conduct the process. This structure varies from country to country, but invariably a high-level committee of heads of agency and a government representative oversees several working groups.
2. *Country analysis*, during which gaps in data and analysis necessary to inform subsequent phases of UNDAF development and action are identified and addressed.
3. *Strategic planning*, during which the results matrix is developed, joint programmes are defined, and implementation commences.
4. Once the UNDAF is active, *monitoring and evaluation (M&E)* activities are phased in. Typically these activities are guided by an M&E plan which assesses both

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<sup>2</sup> Available at: <http://toolkit.undg.org/workstream/1-undaf-or-common-programming-tool.html>

<sup>3</sup> United Nations Development Group (January 2010). How to Prepare an UNDAF Part (I), Guidelines for UN Country Teams, UNDG; How to Prepare an UNDAF Part (II), Technical Guidance for UN Country Teams

achievement of UNDAF results, and contribution of those results to national development priorities<sup>4</sup>.

Five programming principles guide the UNDAF development process:

1. Take a **human rights-based approach** by supporting actions that help countries fulfil obligations in international human rights treaties they have ratified.
2. Promote **gender equality** by ensuring that in-country UN-supported analysis and strategic planning employs gender mainstreaming and targeted gender-specific interventions.
3. Prioritize **environmental sustainability** by including provisions in all UNCT-supported development activities to reduce potential harm to the natural resource base.
4. Practice **results-based management** by ensuring that all UNCT activities in the country-specific logical framework are based on national development priorities.
5. Strengthen **capacity development**. Sustainable development of in-country capacity is the overarching goal of UNCT cooperation.

## 1.2) GUIDANCE NOTE FOR FOOD AND NUTRITION SECURITY

With regard to nutrition, “Integrating Food and Nutrition Security into Country Analysis and the UNDAF, a Guidance Note for United Nations Country Teams” was developed by an interagency group and approved by the UN Development Group in October 2011<sup>5</sup> and referred to in this report as the FNS Guidance Note. This guidance note is intended primarily for use by UNCTs when developing UNDAFs. A secondary purpose is enabling UNCTs to step up efforts to integrate nutrition and food security priorities into national development plans and policies.

Since the approval of the FNS Guidance Note, there has been no follow-up regarding the degree to which the FNS Guidance Note has been utilised, or on adequacy of its performance when it has been used. Also, since the FNS Guidance Note’s development, there have been significant changes in the domain of nutrition. These changes have expanded the nutrition narrative or paradigm to include overweight and obesity and their association with non-communicable diseases, as well as the longer-term recognition of how deficits in specific micronutrients and/or total calories lead to compromised long-term cognitive function, sub-par physical growth, and in cases of extreme deprivation, acute weight loss.

This current paradigm also includes a renewed interest in nutrition-sensitive approaches. These address the underlying causes of nutrition outcomes – food security; adequate child care resources in households and communities; and access to health services and access to a safe and hygienic environment. Their prioritization is closely linked to a strong emphasis on mainstreaming nutrition planning across multiple sectors and ministries.

A second Lancet Series on Maternal and Child Nutrition – published in 2013 - strengthens the evidence base for this current narrative, which is also supported by the SUN Movement. SUN has been gaining ground at country level and globally, and has helped move nutrition up the political agenda to become a higher priority on global, regional and national

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<sup>4</sup> United Nations Development Group (January 2010) How to Prepare an UNDAF Part (I), Guidelines for UN Country Teams

<sup>5</sup> Available at: <https://undg.org/wp-content/uploads/2015/05/Integrating-Food-and-Nutrition-Security-into-Country-Analysis-and-the-UNDAF.pdf>

development plans. This increased political commitment is visible in high, middle and low-income countries, as well as in regional and UN institutions.

### **1.3) PURPOSE OF THE STUDY**

Given the changing nutrition landscape, and the fact that an appraisal of UNDAF nutrition guidance has yet to be conducted, the UN Network for SUN requested a review by the UN Standing Committee on Nutrition (SCN) of the performance and quality of the FNS Guidance Note.

Conducted in 2015, this review assessed the performance and quality of existing UNDAF guidance for nutrition, and developed recommendations for future UNDAF guidance materials on:

1. How to better integrate nutrition into country level UNDAFs, including nutrition specific programmatic actions and nutrition sensitive development approaches.
2. How to make the UNDAF a better instrument for UN programming, resource mobilization, and inter-agency collaboration, in alignment with national nutrition planning.

While UNDAFs strive to unite UN agencies and programmes around a coherent and coordinated plan, priorities of individual UN agencies also play a strong role in implementation. The review therefore also analysed how the FNS Guidance Note aligns with selected relevant materials published by individual UN agencies.

The report below provides findings from this review, including comparison of the FNS Guidance Note's content, structure and dissemination to comparator guidance notes, identification of recent nutrition developments which are not addressed in the current version of the FNS Guidance Note, assessment of the FNS Guidance Note's performance in individual countries, and UNCT recommendations for future guidance notes.

## 2. METHODS

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### 2.1) RESEARCH QUESTIONS

Review methods consisted of a document review and country interviews, both based on a series of research questions. Per Table 1, these ranged from inquiries about UNCT uptake of the FNS Guidance Note and other nutrition materials, to more general questions regarding UNDAF design and implementation.

**Table 1: Research Questions**

1.	Are UNCTs aware of the guidance note?
2.	Is UNDAF guidance on nutrition being used in country level planning?
3.	What conditions may be influencing the uptake and impact of the guidance note?
4.	Is guidance up-to-date, and does it meet the current needs of country-level planning?
5.	How is nutrition addressed in the UNDAFs, with regard to a comprehensive multi-sectoral approach (nutrition specific and nutrition sensitive)? How is this aligned to national strategies and plans?
6.	Which UN agencies should contribute to the nutrition-related content of the UNDAF, which of those do not, and why?
7.	How is the UNDAF operationalized? What forms does collaboration take, and do the notes foster inter-agency action? How could this be addressed in future guidance?
8.	How can the main gaps be addressed in future guidance? What concurrent changes beyond the scope of guidance - procedures, management, resourcing, etc. - are also needed?

Method-specific topics related to these core questions were as follows:

For the desk review

1. To what extent are themes addressed by the FNS Guidance Note included in current UNDAFs.
2. Technical Status Quo of the FNS Guidance Note: That is, the degree to which the FNS Guidance Note's description of nutrition concepts, outcomes, causes, indicators, target groups, and strategies for mitigation are aligned with the current evidence base and global discourse.
3. Comparison of the FNS Guidance Note to others that are widely used like those for environmental sustainability and climate change.

## 2.2) COMPARISON TO OTHER GUIDANCE NOTES

As part of the desk review and country interviews, UNDAF Guidance Notes on Environmental Sustainability (2009) and Climate Change (2010) were compared against the FNS Guidance Note. In addition to synergies between food security, nutrition, climate change, and environmental sustainability, these two sources were selected as comparators because they are stand-alone documents, as is the FNS Guidance Note. This is not true for all the topics for which UNDAF instruction exists. For some thematic areas, guidance is spread across several publications, making comparisons to a single, stand-alone information source difficult.

The guidance notes were compared in terms of three broad categories:

1. Technical content and tools
2. Format
3. Dissemination and availability.

A series of sub-categories for each of these three topics provided the details of the assessment (see Annex 4). To avoid subjectivity, only objective (e.g. Yes/No) or quantitative (e.g. page count) measures for comparison were included.

## 2.3) COUNTRY SELECTION CRITERIA AND INTERVIEW PROCESS

Three criteria were used to select which countries would be included in the review:

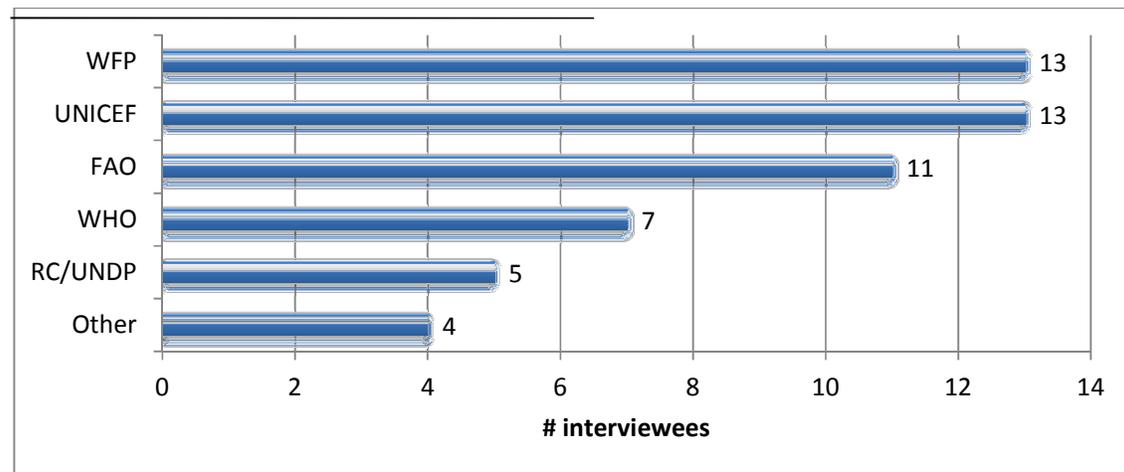
1. SUN participating countries
2. Given that the objectives were to assess UNCT awareness and uptake of the FNS Guidance Note, only countries with UNDAFs written after the October 2011 publication date were retained. This reduced the list of potential countries to 13. To ensure adequate representation of the Sahel region, 4 additional countries were included (Chad, Mauritania, Senegal, Gambia).

List of 11 selected countries that participated in the country team interviews:

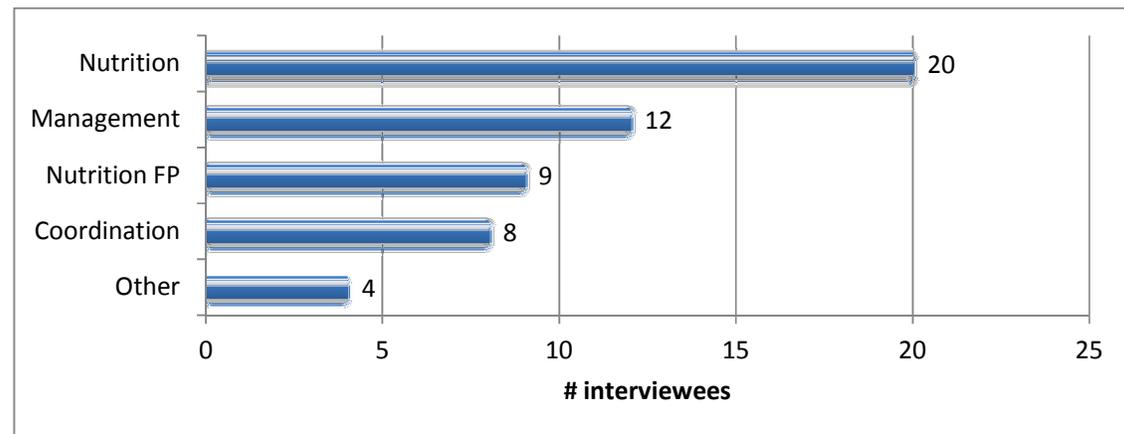
- Cameroon
- Chad
- Gambia
- Guinea Bissau
- Kenya
- Mauritania
- Nepal
- Niger
- Pakistan
- Rwanda
- Sri Lanka

Representation across agencies and area of expertise is described in Figures 1 and 2.

**Figure 1: UNCT composition by agencies that participated in the country interviews**



**Figure 2: Roles and expertise of interview participants**



## 2.4) DATA GATHERED DURING COUNTRY INTERVIEWS

The interview guide aimed to ensure country interviews focused on the research questions. The guide consisted of 4 sections of open-ended and yes/no questions to enable both quantitative and qualitative analyses:

1. Overview of current UNDAF
  - Tools and guidance notes utilized in the UNDAF development process.
2. Perceptions of how nutrition is reflected
  - Comprehensiveness of multi-sectoral approach (including country relevant nutrition-specific and nutrition-sensitive approaches)
  - Alignment with National Nutrition Plan and common results framework.
3. Uptake of UNDAF after the planning process, operationalization into joint actions
  - With focus on how much is/could be done jointly.
4. Possible support from the UN Nutrition Network (global, regional) to:
  - Ensure adequate nutrition content in the UNDAF and its development process
  - Advance the uptake/implementation in terms of joint actions (in various forms)

### 3. FINDINGS FROM THE DESK REVIEW

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The desk review gathered information on how the FNS Guidance Note compared to the Guidance Note on Environmental Sustainability (GNES) and the Guidance Note on Climate Change (GNCC).

Relative strengths of the FNS Guidance Note:

- It is the only note to suggest a basis for costing of food and nutrition security interventions.
- Argues for inclusion of specific non-resident UN Agencies in the UNDAF process.
- Uses visual aids like charts and diagrams.

Relative weaknesses of the FNS Guidance Note:

- Focuses less on practical tips and summaries.
- Minimal inclusion of planning tools (1 compared to 11 and 8 included in the GNCC and GNES respectively).
- No checklist or indicators with which to assess extent of inclusion of nutrition in the UNDAF (the GNCC and GNES list 13 and 8, respectively).
- Few country UNDAF examples.
- Few entry points identified (though more actions proposed than comparators)
- No examples of situation, implementation, or impact indicators for an UNDAF's M&E framework.
- Lower promotion by Regional Offices, Resident Coordinators, and UNDG emails.
- No associated training workshops.
- Available only in English (all other guidance notes, with the exception of the note on HIV/AIDS, have been translated into other UN languages).

All three notes were found by both the desk review and country interviews to be weak on:

- Providing useful information on establishment and management of working groups.
- Providing practical guidance on the issue of resolving mandate disputes.
- Providing guidance and examples about joint programming.
- Including PowerPoint or video material about UNDAF development.
- Structuring information according to target user groups.

Country interview participants identified the guidance notes for Disaster Risk Reduction, Climate Change and Conflict Prevention as good examples for:

- Identifying key factors to be considered in the common country assessment
- Providing examples of actions, outputs, outcomes, and results
- Listing specific indicators to include in Monitoring and Evaluation

Results from both the desk review and country interviews are reported in the following sections. Data for figures were drawn from the desk review, with excerpts from country interviews presented verbatim in text boxes. As mentioned above, comparisons were made across three broad categories – content, format, and availability – with findings for this section organized based on a series of sub-categories.

### 3.1) CONTENT OF THE FNS GUIDANCE NOTE

#### Is the FNS Guidance Note focused on practical over technical content?

Interviewees expressed a general preference for practical over technical content. Practical content was defined to include practical tips and summaries, technical content to include introductory text and text designed to improve understanding of the subject in question.

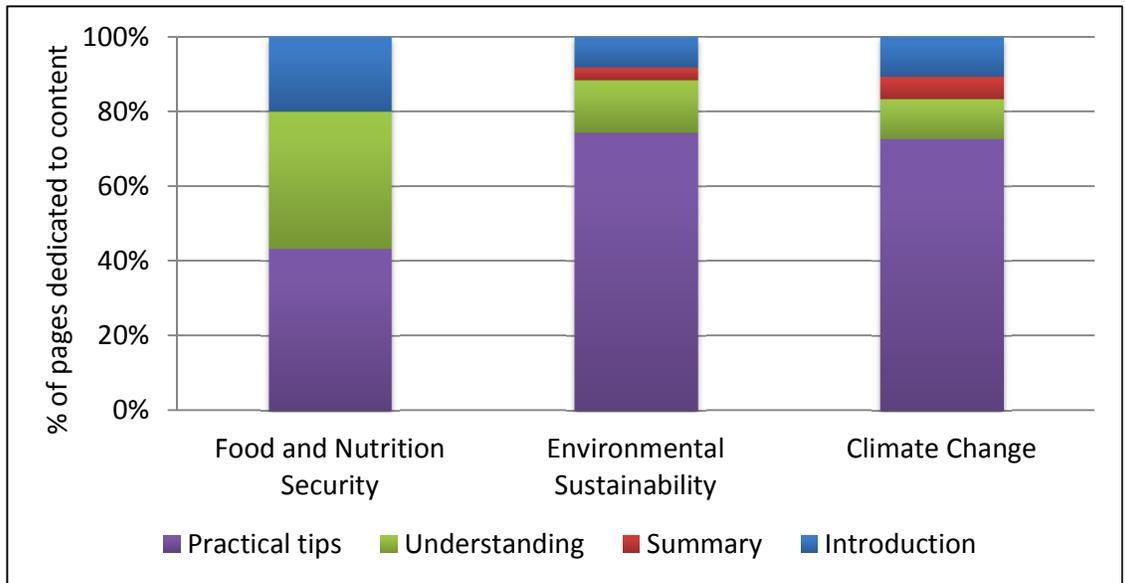
Per Figure 3, the FNS Guidance Note included less practical tips than the two comparators and devoted no space at all to summarization. In contrast, both the GNES and GNEC included "Quick Guide to Mainstreaming" sections, providing an easy reference for entry points and corresponding actions.

*"The FNS Guidance Note should have less technical content, in terms of explanation, limiting itself to a synthesis of the existing global consensus, especially if it is directed at management or evaluation staff."*  
-Anonymous

The FNS Guidance Note dedicated almost 40% more space to reader understanding relative to the other two notes, mostly in terms of advocacy for FNS and explanations of key concepts in the field,

*"Although the Note seems to be aimed at management and coordination staff, the language is too technical, and the focus is more on technical than practical content, more appropriate to nutritionists than non-nutritionists."*  
-Anonymous

**Figure 3: Content categories in each Guidance Note**



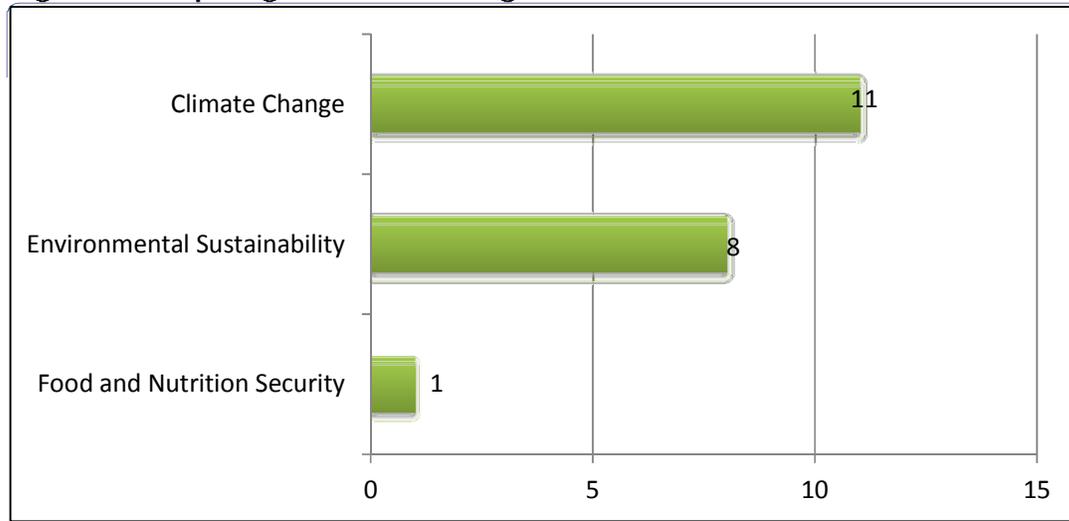
### Is the FNS Guidance Note tailored to its target audience?

The degree to which guidance notes are tailored to their target audiences was assessed by the presence of content serving the needs of coordination officers and programme management teams, namely:

- Management tools including checklists, templates to help prepare meetings, templates for sections of the UNDAF, and feedback tools.
- Lists of indicators to assess coverage of the topic in question during the UNDAF review process.
- Examples of best practice UNDAFs for the topic in question.

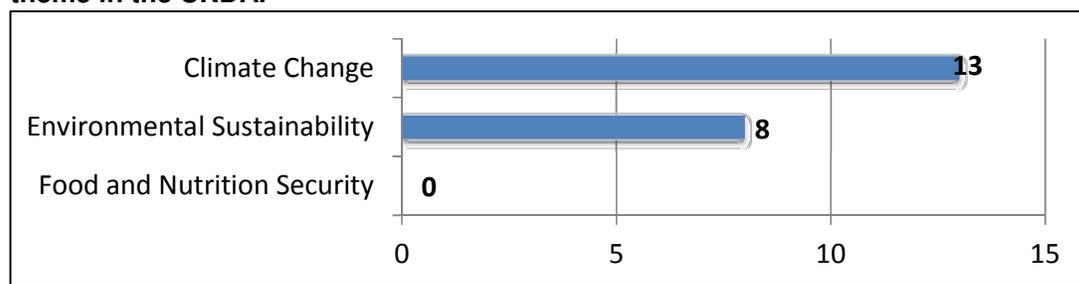
Per Figure 4, the FNS Guidance Note includes only one management tool, an "Indicative list of stakeholders at country level," compared to 11 and 8 tools included in the GNCC and GNES respectively.

**Figure 4: Comparing number of management tools included in each Guidance Note**



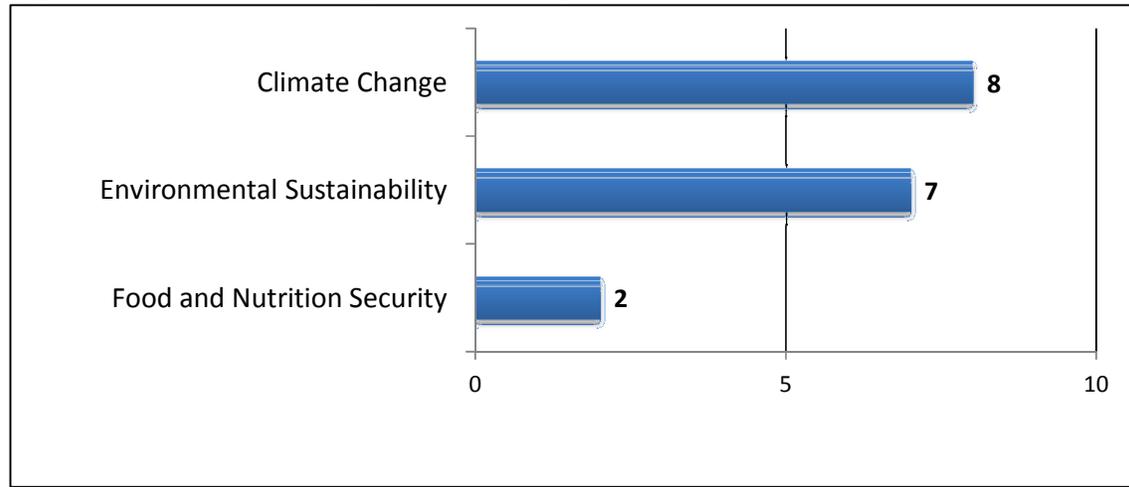
Coordination specialists, management, and peer support group members find checklists of indicators for reviewing an UNDAF very useful, speeding up the process while also making it more thorough. The FNS Guidance Note does not include a list of indicators; the GNCC and GNES list 13 and 8 respectively (Figure 5).

**Figure 5: Comparing number of suggested indicators for assessing coverage of a theme in the UNDAF**



Per Figure 6, the GNCC and GNES provide over 3 times more country UNDAF examples than the FNS Guidance Note, which includes only minor excerpts from Malawi (2008-11) and Tajikistan (2010-15).

**Figure 6: Number of country UNDAF examples**



### Does the FNS Guidance Note broaden participation?

The importance of encouraging participation by civil society in the UNDAF process was mentioned by several interviewees, and indeed the FNS Guidance Note recommends inclusion of non-resident agencies to contribute to specific issues. However, none of the reviewed guidance notes make explicit recommendations regarding facilitating participation beyond government and the UN.

Interviewees stated that the design, establishment and management of the various and distinct working groups is difficult. In particular, a repeatedly cited challenge was successful and sustained integration of Food Security Working Group activities with those of a Nutrition Working Group.

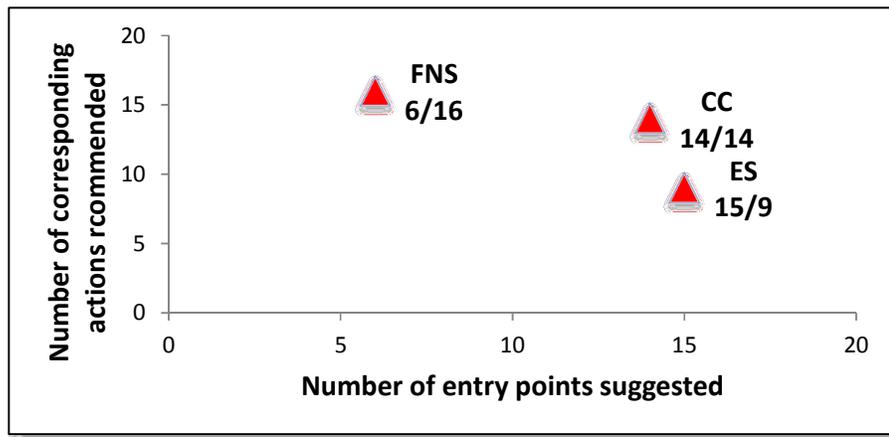
While the GNCC cites a best practice working group from Thailand, and the GNES suggests topics that working groups on FNS can take on, none of the three guidance notes provide information on the management of working groups.

### Does the FNS Guidance Note provide practical advice on mainstreaming nutrition?

A practical approach to mainstreaming is to identify entry points or windows of opportunity for nutrition actions during the UNDAF development process, and to ensure that those entry points and corresponding actions are recognized and included in UNDAF documents. Interviewees suggested that the challenge of this strategy is not so much in listing actions, but in pragmatically identifying entry points. Interviewees observed that the true value-added of a guidance note - especially for technical non experts - is precisely this window of opportunity identification process.

According to Figure 7, the FNS Guidance Note suggests more actions, but less entry points than the comparators.

**Figure 7: Comparing number of entry points versus actions included in each Guidance Note**



**Do the guidance notes address agency mandates and joint programming? Are M&E indicators included?**

Writing an UNDAF necessitates the assignment of actions to individual agencies. According to interviewees, a guidance note could provide standardized answers from UN agency headquarters to most mandate questions, and even include a “mandate matrix.” However none of the notes provides practical guidance on the issue of resolving mandate disputes.

Similarly, joint programming is a recognized priority for UNDAFs, which seek to foster inter-agency collaboration (especially as the *Delivering as One UN* initiative is rolled out). The GNCC makes reference to an example of a successful joint programme in the Philippines.

The FNS Guidance Note does not provide any specific examples of situation, implementation, or other indicators that might be included in an UNDAF’s M&E framework. By contrast, the GNES provides over 50 indicators, and the GNCC directs UNCT staff to reference documents and sources where indicators can be found.

**Is budgeting addressed?**

Costing of proposed UNDAF actions is becoming increasingly important, with interviewees agreeing that governments and donors alike expect UNDAFs to be realistic, rather than theoretical or overly ambitious.

While none of the guidance notes provide detailed guidelines on costing proposed actions, the FNS Guidance Note does suggest a basis for costing of food and nutrition security interventions, using:

- On-going or previous programmes and experience in similar contexts.
- Agencies’ guidance and standard costs.

The GNCC refers readers to 2 specialized documents, while the GNES provides no guidance regarding costing or budgeting.

## 3.2) FORMAT OF THE FNS GUIDANCE NOTE

### Analysis of presentation of content, structure, and additional visual aids

Although interviewees suggested that PowerPoint presentations and video recordings would be useful complements to written guidance notes, none of the notes used these approaches.

Interviewees also noted that diagrams, charts, and tables were more accessible than long sections of text. While all three guidance notes make extensive use of tables, only the FNS Guidance Note uses charts and diagrams (5), in contrast with the single diagram used in both the GNCC and GNES.

Interviewees also suggested that guidance notes be structured around the standard 4 stages of the UNDAF development process and additionally, that they be organized into sections targeting specific user types, namely coordination and management staff, to allow efficient extraction of relevant content. While all three notes have already adopted a structure following the standard 4 UNDAF stages, none include sections targeted to specific UNCT member groups.

## 3.3) ANALYSIS OF ACCESSIBILITY OF THE FNS GUIDANCE NOTE

Interviewees pointed out that accessibility of a guidance note is as important in determining impact as the quality of the guidance note. Overall, this review found that online availability of the FNS Guidance Note, and comparator guidance notes was acceptable. All three have a similar presence and visibility on the same UNDG web-pages.

However, when comparing dissemination strategies, interviewees made the following observations:

- Coordination officers and management "never saw any emails about it [the FNS Guidance Note]" from headquarters, but remember receiving emails when comparable notes on other themes were published.
- Resident coordinators, agency heads, UNDAF focal points, and regional offices should publicize the FNS Guidance Note more.
- Not enough effort is made to make nutrition working groups aware of the note.
- The FNS Guidance Note is not used because it is not referred to in important related documents, such as the guidance note on "How to Write an UNDAF". (It is important to note that this document was written prior to the FNS Guidance Note).

Interviewees also noted that dissemination of a guidance note should coincide with a country's UNDAF development cycle and also include training, such as workshops or webinars.

This review found that:

- The guidance notes on disaster risk reduction, climate change and conflict prevention benefit from specialized training workshops, and if well synchronized with UNDAF roll-outs.
- Regional offices and UNDG do not mention thematic guidance notes during rollout workshops.
- Participants at the 2014 trainings organized by UNDG in New York on the topic of *Delivering as One* did not hear the FNS Guidance Note mentioned. However other thematic guidance notes were mentioned.

*"Nutrition should follow the lead of other themes and Agencies who send experts to guide and support at the right moment in the UNDAF process - such as UN Women, HCR"*  
- Chad

The scope of UNDAF guidance notes is maximized when they are available in multiple UN working languages. Table 3 provides translation details for the FNS Guidance Note and its comparators. The FNS Guidance Note has not been translated into any other UN language, while all other guidance notes have, with the exception of HIV/AIDS.

**Table 3: Languages in which selected UNDAF guidance documents are available**

Guidance topic / Note	Language			
	English	French	Spanish	Arabic
Food and Nutrition Security	✓	---	---	---
Environmental Sustainability	✓	✓	✓	✓
Climate Change	✓	✓	✓	✓
UNDAF How To	✓	✓	✓	✓
Disaster Risk Reduction	✓	✓	✓	---
Indigenous Peoples	✓	✓	✓	---
HIV/AIDS	✓	---	---	---

## 4. FINDINGS FROM THE COUNTRY INTERVIEWS

### 4.1) SUMMARY

This section presents findings from 8 group interviews of country-level UN officers, and one interview of members of a regional Peer-Support Group (PSG). Selection criteria for these interviews are described in the methods section. Results are organized as follows:

1. Awareness and usage of the guidance note
2. The UNDAF process
3. UNCT member preferences for guidance notes
4. UNCT assessment of inclusion of nutrition in the UNDAF
5. Implementation modalities and challenges
6. Recommendations for the UN Network

### 4.2) AWARENESS AND USAGE OF THE FNS GUIDANCE NOTE

The principal explanation for low usage of the FNS Guidance Note appears to be lack of knowledge regarding its existence. Interviewees were asked if they had been aware of and/or used the FNS Guidance Note during their most recent UNDAF process. Most interviewees reported being unaware of the FNS Guidance Note.

*"I can honestly say that the UNDAF process doesn't lend itself well to the use of guidance notes. (...) The UNDAF 'How To' guidance itself is 100 pages and when you are arguing with 30 agencies, it is not useful practically [...] especially as there are only 20 pages in the final UNDAF".*

- Management

In addition, UNCTs in countries where interviewees did indicate awareness had not used the FNS Guidance Note for the latest UNDAF.

Only 2 of 40 interviewees had been aware of the existence of the FNS Guidance Note when they were participating in their most recent UNDAF process. Neither of the 2 interviewees that were aware of the FNS Guidance Note had used it during the development of their latest UNDAF.

Reasons for not using the FNS Guidance Note were as follows:

- Management and coordination officers feel there is too much guidance for them to use all of it.
- UNDAFs are often developed by collating excerpts from existing government and UN policies and plans. As previously discussed, the FNS Guidance Note is primarily strategic and technically focused with less emphasis on pragmatic advice for operationalization. Given the need for the latter, more practical tools are given priority.
- Nutrition officers often rely on existing national surveys, nutrition policies and plans. Per Figure 8, they also use guidance produced by SUN, and other international initiatives including REACH, the High Level Task Force on Global Food Security and Nutrition (HLTF), the WHO's Landscape Analysis, the Hunger and Nutrition Commitment Index (HANCI), and the MDG Acceleration Framework (MAF).

Also per Figure 8, three interviewees stated that they would recommend using the FNS Guidance Note in the future, having been made aware of it during the review.

*"There has been a shift in how nutrition is discussed due to the SUN Movement and others (...) In 2011, people weren't talking about nutrition, or they wrote about it but didn't have clear outcomes or direction. Globally, nutrition has become parlance."*

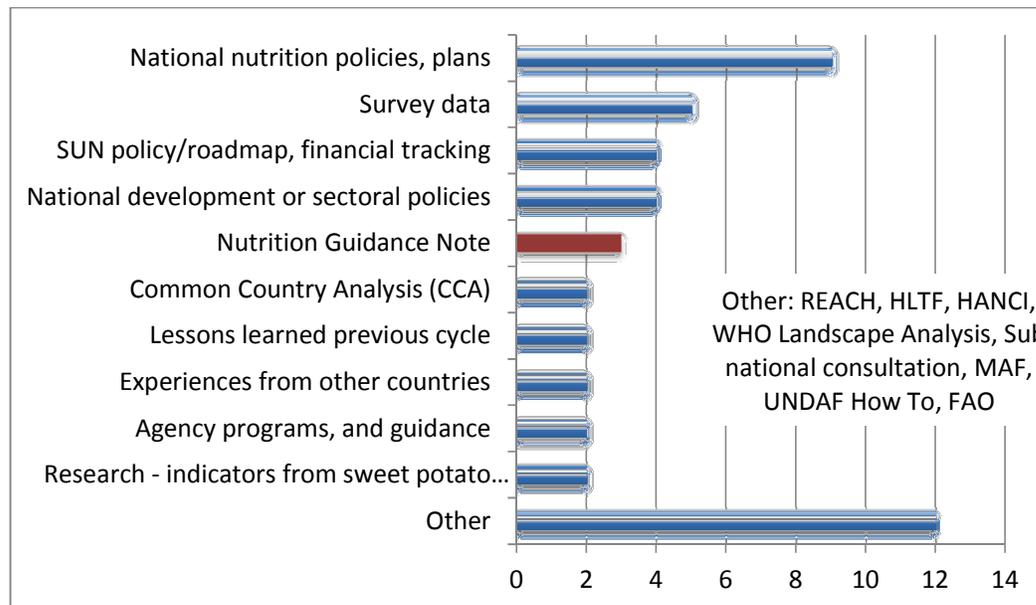
- Nutrition officer

Peer support group members were aware of the FNS Guidance Note before being contacted about the interview, but neither had ever

used it. They explained that thematic notes are considered more appropriate for country-level users. Instead, the guidance employed most at regional level is:

- Guidance on the 5 Programming Principles (for preparing Strategic Prioritization Retreats)
- How To Write An UNDAF
- Standard Operating Principles (during training workshops)

**Figure 8: Sources used by nutrition officers in UNDAF development**



### 4.3) THE UNDAF PROCESS

This section presents findings regarding the process followed by countries when developing the nutrition content of their most recent UNDAF. Interviewees were asked to describe the process they had followed, with a focus on the variations between their experience and the sequence laid out in the UNDG Guidance Note “How to Prepare an UNDAF (Part I).” Interviewees were also asked to reflect on the challenges these variations pose to conducting a successful process, and the resulting need for support.

In preparing an UNDAF, UNCTs follow the 4 stage development cycle described above. Table 4 summarizes the activities most relevant to this review in each of the 4 stages.

**Table 4: Activities relevant to the 4 stages of UNDAF development**

Stage	Activities
Roadmap	<ul style="list-style-type: none"> <li>• Use lessons learnt from previous cycles and other countries</li> <li>• Define steps, milestones and a calendar for the process</li> <li>• Define a flexible roadmap aligned with national policy process</li> <li>• Identify existing frameworks to underpin the UNDAF</li> <li>• Identify support needed from Regional Office or Headquarters</li> <li>• Agree on inclusive consultative/validation mechanism</li> </ul>
Country Analysis	<ul style="list-style-type: none"> <li>• Review existing analytical work to select analytical modality</li> <li>• Conduct analytical exercises to cover identified gaps</li> <li>• Ensure vulnerable and excluded groups are a priority</li> <li>• Map UN work to assess each Agency's comparative advantage</li> </ul>
Strategic Planning	<ul style="list-style-type: none"> <li>• Conduct strategic prioritization, often via a strategy retreat</li> <li>• Include Government, Financial Institutions and Bilaterals for coherence</li> <li>• Prepare results matrix, and define joint programmes</li> <li>• Responsibilities follow comparative advantage, not mandates</li> </ul>
Monitoring & Evaluation	<ul style="list-style-type: none"> <li>• Measure progress towards results periodically</li> <li>• Evaluate contribution of results to national development</li> <li>• Capture lessons learnt and best practices for future cycles</li> </ul>

Findings indicate that most countries follow the UNDAF development process prescribed in the UNDG Guidance Note, albeit with some variations, summarized as follows and discussed below:

1. Roadmap
  - Timing can be unpredictable: The development process of an UNDAF can take a long time, its total duration is unpredictable, and the timing when specific steps will take place is hard to predict.
  - Team structure varies: Teams tasked with developing the nutrition content of an UNDAF vary when food security and nutrition content are viewed together or separate, and if the teams existed previously or were created for the purpose of drafting an UNDAF.
  - Responsibility for leading the process varies: Development of UNDAF nutrition content is led by a wide array of UN Agencies. Who leads may affect the frameworks with how the subject matter is approached, and the guidance employed.
  - Civil society, government, and multi/bi-lateral participation varies, with a more active role being called for in most of the countries interviewed.
2. Country Analysis
  - Recently released evidence influences the agenda: Nutrition is more likely to be prioritized in an UNDAF when a recent analytical or planning exercise has generated evidence.
3. Strategic Planning
  - Nutrition content may not be original: The nutrition content of an UNDAF is often prepared by collating existing policies and plans, and negotiation mandates.
4. Monitoring & Evaluation
  - Lessons learned are applied to varying degrees: when evaluations are applied, they often benefit nutrition. However there is often resistance to conducting evaluations.

## Roadmap

*Timing can be unpredictable:* The development process of an UNDAF can take a long time, and its total duration is unpredictable, facing interruptions that can delay the process by months or years. Timing of specific steps in each of the 4 stages is thus also hard to predict. As such, guidance should be designed in a modular fashion, around small steps of the development process, such that can be used when needed. Complementary support, such as training workshops and technical assistance, needs to be flexible and responsive to national timelines.

*"The UNDAF process often experiences delays, or changes in timing, because it has to wait for the National Development Plans to be ready."*

*- PSG member*

For example, in Guinea Bissau, the process was interrupted when a coup took place in April 2012, and was not resumed until September 2014. During the interim, the existing UNDAF was extended annually. In Gambia, there was a roadmap but it was not strictly followed, as the National Development Blueprint - with which the UNDAF process had to be synchronized - was under development. In Chad, the 2010-2013 UNDAF was extended twice

because a new UNDAF could not be developed since the development of the government's national development policy was repeatedly delayed. Finally, in Kenya, several strategy retreats had to be organized to find consensus over technical content and structure of the UNDAF framework.

*Team structure varies:* The composition of teams tasked with developing UNDAF nutrition content varies from country to country. Two common variations are 1) whether teams were pre-existing or newly created for the specific purpose of drafting the UNDAF, and 2) whether food security and nutrition security content are covered together by a single team, or separately.

When nutrition security and food security are handled by separate teams/working groups, guidance is needed to strengthen the linkages between both of them. This is important especially when new teams have been created due to the following:

- The technical linkages between sectors are missing, and a holistic conceptual framework for nutrition that also includes food security will not be applied.
- To ensure that the work of the separate teams is harmonized, and linkages are not only created at the end, coordination officers and management should suggest necessary arrangements at the start of the process.
- FAO is often leading the food security group, or part of another group focused on agriculture, and will likely be absent from the nutrition group. Guidance should recommend alternative arrangements for the technical expertise contributed by FAO.

Examples of countries that divided food security and nutrition security, and created new teams:

- In both Rwanda and Cameroon, teams for Development of Human Capital were created to cover health, education, nutrition, and other human development issues. Specific nutrition content was developed by the Resident Coordinator's office with support from UNICEF, WFP and government in Cameroon, and by a REACH team in Rwanda, and then folded into the Human Development outcomes framework. In both cases, food security and nutrition were addressed by separate working groups.

*"...the Food Security and Nutrition groups were separate and never came together at the end."*

- In Gambia, technical teams were created to focus on each of the 3 pillars defined to help shape that country's UNDAF process. Nutrition and food security were in separate pillars. The nutrition team consisted of UN staff from different agencies and government counterparts.
- In Pakistan, 2 working groups were created: Food security (possibly led by WFP) and nutrition security (led by UNICEF). Both working groups had a senior level and a technical level which, according to interviewees, worked closely together and met frequently. From the outset, senior level and technical level were reported to be tightly interlinked.

Examples of countries that combined food security and nutrition security, using existing teams:

- In Guinea Bissau, an existing team that had handled the MDG Achievement Fund was used to develop UNDAF nutrition and food security content.
- In Niger, an existing 3N<sup>6</sup>/REACH team was used.

Examples of countries that leveraged existing teams, but split food security and nutrition security:

- In Nepal, nutrition security and agriculture were handled together, but food security was handled separately. The nutrition team was part of an outcome group including health, WASH, education, and - agriculture. Food security was fragmented and included in several outcomes as it was difficult to address under one outcome.
 

*"It was confusing to have Food Security (...) included under outcomes 1 & 2 (livelihoods) and 7. Under outcome #1, with nutrition, food security was limited to nutrient-dense food consumption. Discussion happened on how to make it multisectoral but nutrition was not involved."*

*- Nepal*
- In Chad, a new team was initially created to develop the UNDAF's nutrition content, but due to convening challenges, the existing REACH team was engaged instead. Nutrition security and agriculture were handled by separate teams, as were WASH, and health. The Coordination and Programme Management Team office worked on mainstreaming issues and linking across sectors.

*Responsibility for leading the process varies:* Development of UNDAF nutrition content is handled by a wide range of UN Agencies, with circumstances in individual countries determining which agencies lead. Which agency is responsible affects the way nutrition is approached, and which guidance is offered.

UNICEF often leads or co-leads the development of UNDAF nutrition content. In Mauritania, Niger, and Nepal, UNICEF was the only agency involved; in Pakistan and Chad, UNICEF co-led with WFP. In Cameroon, the effort was led by UNFPA (under Development of Human Capital); in Gambia it was led by a health economist from WHO with support from facilitators from Regional UN offices in Dakar; in Kenya the process was shared between several agencies including UNICEF, FAO and WFP

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<sup>6</sup> Les Nigériens Nourrissent les Nigériens (see Section 6.6, *Countries acting jointly through geographic convergence*).

*Civil society, government, and multi/bi-lateral participation varies:* There were a number of references made to the challenge of ensuring participation by civil society, government, the World Bank and other important stakeholders.

In Nepal, civil society and government were only included late in the drafting process. In Sri Lanka, government was “totally separate,” and interviewees agreed there had been an unmet need for stakeholder consultations with the private sector and NGOs. In

“RCs are struggling with bringing unwilling people to table.”

- Kenya

“Civil society should have been present since the beginning, during vulnerability analysis and targeting”

- Nepal

Kenya, interviewees noted there was a challenge in meeting government expectations that all UN activities be reflected in the UNDAF, given the difficulties created by low participation by some agencies.

### Country Analysis

*Recently released evidence influences the agenda:* Nutrition is more likely to be prioritized in an UNDAF if analytic or planning exercises (e.g. nutrition surveys, meta-analyses, situation analyses, nutrition action plans) have recently taken place. As such, it is important to determine whether information from one or more of these types of exercises is available before starting the UNDAF process.

- In Guinea Bissau, the current UNDAF does not reflect the true nutrition situation because at the time it was developed, the country did not have relevant documents and studies. Since then several surveys have been conducted, and strategic documents developed As a result it is expected that the nutrition content of the next UNDAF will be more robust.
- In Nepal, a nutrition situation analysis was conducted, including classification of children under 5 as a vulnerable population group. This identification process facilitated the prioritization of nutrition in Nepal’s UNDAF.
- In Pakistan, the UNDAF was under development at the same time as the Pakistan Integrated Nutrition Strategy (PINS). For the latter, this included technical and policy consultations at the provincial and sub-provincial levels, a meta-analysis and a national nutrition survey. The timeliness of these exercises and the evidence they generated facilitated the prioritization of nutrition and food security in the Pakistani UNDAF.

### Strategic planning

*Nutrition content is often not original:* The nutrition content of an UNDAF is often prepared by collating existing policies, plans, and negotiation mandates. Given these circumstances, guidance should include ways to ensure that actions proposed by individual agencies cohere strategically. Guidance should also recommend considering the comparative advantage held by various UN Agencies in nutrition, and whether these are aligned with mandates assigned to agencies via the UNDAF.

“The UNDAF was a way of articulating what we were planning to do anyway, but breaking it down by specific agency mandates”.

“Agencies need to look together to see where there are synergies. This was missing in the previous UNDAF where agencies were more focused on inserting their own things into UNDAF.”

- Kenya

- For example, in Kenya, the National Nutrition Action Plan 2012-17 was under development at the same time as the UNDAF, and underpinned the process. As such, much of the UNDAF nutrition content was taken directly from the Action Plan, with agency mandates assigned subsequently.
- In Sri Lanka, a UN Agency unilaterally decided that nutrition should be one of the key areas addressed by the pillar they were leading, translating activities they wanted to be involved in directly into the UNDAF.

### **Monitoring and Evaluation**

*Lessons learned are applied to varying degrees:* When UNDAF evaluations are conducted, lessons learned benefit nutrition. This was the case in Rwanda, for example, where an UNDAF review process highlighted nutrition as an area of strength for the UN.

However there is often resistance to conducting evaluations. According to interviewees, midterm reviews are not conducted often, and evaluations even less. For example, in Chad, a light evaluation of the 2012-2015 UNDAF, focusing on implementation and coordination mechanisms, had been proposed but was turned down. In Kenya, interviewees noted that although reviewing past performance would be useful, advocacy for a thorough review of previous UNDAFs have to date been unsuccessful.

*“The UN review of the previous UNDAF highlighted nutrition as an area of comparative advantage for the UN.”*  
- Rwanda

Guidance should encourage compilation and review of lessons learned before a new UNDAF process gets underway. In situations where there is resistance for a complete UNDAF review, a stand-alone exercise for nutrition could be conducted.

### **4.4) INTERVIEWEE PREFERENCES FOR THE FNS GUIDANCE NOTE**

An initial principal objective of the country interviews was to gauge level of satisfaction with the FNS Guidance Note among UN officers that had used it during a recent UNDAF process. However, this was not possible because the review found that none of the 53 interviewees had used the FNS Guidance Note. Nevertheless, interviewees in 10 countries did read the FNS Guidance Note prior to being interviewed for this review, and were therefore able to propose improvements. Participants also made suggestions based on the challenges they had faced during their last experience developing an UNDAF, and based on experience with other guidance notes.

Interviewees were asked for suggestions around 3 dimensions of the FNS Guidance Note:

1. Type of content and additional tools<sup>7</sup>
2. Format
3. Dissemination and availability

There was very strong consensus across UN staff at headquarters, regional and country offices on what would constitute good and useful guidance in the future. Key points included ensuring alignment between different guidance notes, provision of practical tips rather than in-depth technical guidance, strategies for resolving issues of overlapping agency mandates,

<sup>7</sup> ‘Additional tools’ was separate from ‘Technical content’ in the original interview guide but for the purposes of analysis and discussion it was found it was better to merge them.

and tools for prioritizing nutrition. UNCTs also noted the need for simple mainstreaming methods, wider dissemination, and consistent translation into multiple UN working languages.

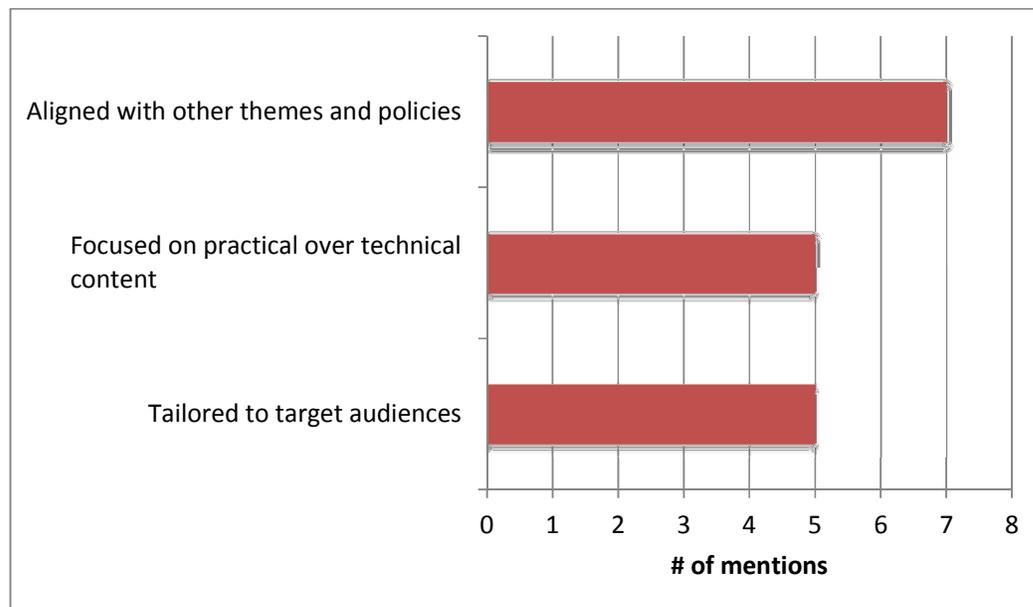
#### 4.1) TYPE OF CONTENT AND ADDITIONAL TOOLS

(Data presented in this and the following sub-sections were compiled by tallying the number of times a specific suggestion was mentioned. Recurring suggestions were grouped, eventually yielding the categories of recommendations discussed below.)

Per Figure 9, interviewees repeatedly mentioned the need for future guidance notes' content to have the following:

- Align with other guidance and policy trends
- Focus on practical over technical content
- Tailor to a target audience

**Figure 9: Content Considerations for Future Guidance Notes**



#### *Align with other guidance and policy trends*

Interviewees were concerned with ensuring that the nutrition content of UNDAFs be aligned with other guidance, and with major policy trends, specifically:

- The recently published Delivering As One guidance note, *One Programme, Fund, and Budget*
- The 5 UN Programming Principles
- Other UNDAF thematic guidance notes (e.g. Climate Change and Environmental Sustainability)
- Regional and global nutrition policies (e.g. the Sahel Resilience Strategy)
- Policies promoting joint programming

- National development policies (e.g. Poverty Reduction Strategy Papers and Accelerated Growth Strategies)
- Sectoral policies.

### ***Focus on practical over technical content***

Interviewees noted that UNDAF guidance should make terms and concepts clear, and emphasize practical content over theoretical or technical content, with the latter limited to synthesizing technical advances and references.

In comparing the FNS Guidance Note with other guidance notes, interviewees found content labelled as *Practical tips* and *Summaries* most useful; content labelled *Introductory* and *Understanding* less so. These categories can be described as follows:

- *Practical tips*: Information that directly facilitates the UNDAF process, or the redaction of the content of the UNDAF. This can include:
  - Support to UNCT decision-making, such as where to place nutrition in the results framework, or which agency to attribute an action to
  - Examples and tools that thematic groups can use, including entry points, outcomes, outputs, actions, indicators
  - Checklists with examples that make guidance more friendly to non-nutritionists or participants with very limited time
  - Relevant examples of best practice UNDAFs
- *Summary*: An easy reference that includes a quick guide, or executive summary for UNCT members that have only a little time to dedicate to the UNDAF or who are not technical.
- *Introductory*: Introductions, key terms, acronyms, table of contents and references
- *Understanding*: Conceptual and technical information that trains or educates the user on the subject of the guidance note, including:
  - Technical frameworks
  - Definitions and explanations of technical terms and concepts
  - Historical information
  - Principles of the theme or sector
  - Lists of issues important to the theme
  - Linkages to other sectors and to the MDGs

### ***Tailor to a target audience***

Coordination officers and programme management teams were cited as the primary audiences that UNDAF guidance notes should target. They requested content that would reduce their need to reinvent the wheel.

Interviewees noted that guidance should also target resident coordinators, primary conveners of all UN agencies at country level, who are central to facilitating a multisectoral approach.

It was suggested that coordination and management teams each have their own designated sections in the guidance note. These sections, light on technical detail, would focus on reconciling agency mandates, facilitating intersectoral linkages, ensuring adequate resources, balancing competing cross-cutting themes, conducting mid-term reviews and evaluations, and promoting joint programs (Table 5).

**Table 5: Actors in the UNDAF process, their roles and specific needs for guidance**

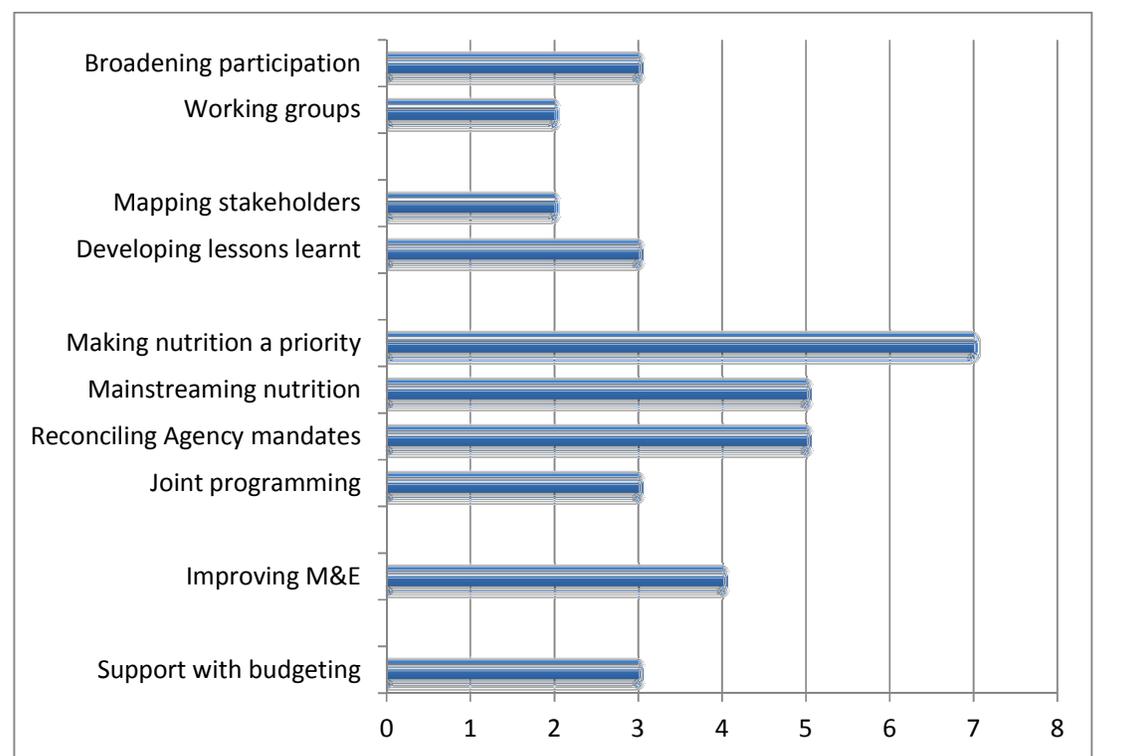
Actors	Roles	Specific needs for guidance
Country Management (Reps, RC, Deputies)	<ul style="list-style-type: none"> <li>• Decision making</li> <li>• Quality Assurance</li> <li>• Reporting to senior management</li> </ul>	<ul style="list-style-type: none"> <li>• Mapping of inter-agency HQ consensus on UNDAF minimum content, and recommended format</li> <li>• Guidance on HQ consensus regarding Agency mandates</li> <li>• Joint program global strategies and examples</li> <li>• Quality Assurance (QA) checklists or key questions</li> </ul>
Country Coordination (PMT/Deputy Reps, Officers in RC's office)	<ul style="list-style-type: none"> <li>• Developing M&amp;E sections</li> <li>• Planning and shepherding the UNDAF process</li> <li>• Mainstreaming of nutrition-sensitivity</li> <li>• Integrating and harmonizing overall content</li> </ul>	<ul style="list-style-type: none"> <li>• Checklists for key pieces of content</li> <li>• Training at the right time on UNDAF tools</li> <li>• Practical coordination and planning tools successfully used in other countries such as meeting documents, basic presentations</li> <li>• Experts that can be contacted, or brought in, at crucial phases</li> <li>• Examples of indicators</li> <li>• Indicators for assessing inclusion of nutrition in the UNDAF</li> <li>• Links to resources</li> </ul>
Technical and Programme staff	<ul style="list-style-type: none"> <li>• Conducting analysis</li> <li>• Programme design</li> <li>• Mainstreaming</li> </ul>	<ul style="list-style-type: none"> <li>• Key factors to be considered in the up-front analysis</li> <li>• Specific examples of actions, outputs and indicators that can be adapted for inclusion</li> <li>• Linkages and entry points</li> <li>• Models for budgeting</li> </ul>
Regional Coordination Specialist, and QSA/PSG	<ul style="list-style-type: none"> <li>• Ensure Human Resources in Strategic Planning for Regional Directors Team (RDT)</li> <li>• Support the President of PSG/QSA</li> <li>• Support UNCT Strategic Prioritization Retreats</li> <li>• Support planning specialists in RC's office</li> <li>• Coordinate with UNDG workshops for rollout countries</li> <li>• UNDAF Quality control</li> <li>• Organize review of specialized content by regional thematic groups (e.g. resilience)</li> </ul>	<ul style="list-style-type: none"> <li>• Checklists and key questions for reviewers</li> <li>• Standardized feedback tools</li> <li>• Contacts of expert facilitators</li> </ul>

As visualized in Figure 10, interviewees also repeatedly made suggestions regarding content to support each step of the UNDAF process. Per Figure 12, these were:

1. Roadmap
  - Broadening participation
  - Designing and managing working groups
2. Country Analysis
  - Mapping stakeholders
  - Developing and applying lessons learnt
3. Strategic Planning
  - Making nutrition a priority
  - Mainstreaming nutrition
  - Reconciling Agency mandates
  - Joint programming
4. Improving M&E

Recommendations were also provided regarding support with budgeting.

**Figure 10: Frequency with which interviewees mentioned specific content considerations for the 4-step UNDAF process**



## Roadmap

*Broadening participation:* Several important organisations are often absent from UNDAF processes, including government, civil society, specific UN agencies and the private sector. Guidance should advise how and when to get government involved. It should also suggest

*"Not all UN agencies are involved in the process, so UNDAFs have gaps, especially non-resident agencies"*  
- Regional Office

strategies for ensuring that civil society be present from the beginning, participating in vulnerability analysis and targeting, as opposed to being invited to the process after the fact, to review and validate draft versions.

*"Due to delinquency in representation of agencies, things get missed out on due to misrepresentation ...for example, World Bank activities – what is the World Bank doing apart from signing the document?"*

Guidance should also suggest holding stakeholder consultations with the private sector, and NGOs before starting an UNDAF, to help identify and overcome gaps in capacity. These would include analysis of any multisectoral national plans, including current activities, especially with respect to UN agencies. A template of a mapping tool (now developed for several countries) could be included in guidance notes to facilitate this process.

*"There is often an imbalance between agencies, the guidance note must highlight that participation requires each agency to have Human Resources".*

*"Multisectoral thinking must be adopted right from the beginning, as it is very hard to make a document multisectoral at the end of the process."*

Guidance should also clarify that enabling equal agency participation means more than writing policy or making bold statements. Each agency needs adequate human and financial resources for nutrition.

*Designing and managing working groups:* Interviewees involved in management noted that working groups are where "the rubber hits the road," but also cited difficulty in coordinating the work of parallel teams. If such teams are brought together at all, it is typically towards the end of the process, when developing alignment and linkages is challenging.

*"Under outcome #1 (...) the government's plan was already multisectoral and all key sectors were included so we had smaller groups come up with the log frames but they were not linked together as well as they could have been (...) The level of integrated discussion was not as deep as I would have found useful, within UN agencies."*

One repeatedly cited example was integration and alignment of Food Security and Nutrition Working Groups. More lessons learned on the achievements of working groups, especially those of joint programmes, should inform the design of groups dedicated to developing the nutrition and food security content of UNDAFs. In addition, and perhaps more importantly, guidance on how to link and align *complementary* working groups, such as nutrition and food security, is also needed. One suggestion was to recruit facilitators familiar with the country situation and guidance note in question to condense and synthesize existing information, and assist in the formation of the working groups.

## Country Analysis

*"It feels like we are struggling within the UN to get nutrition recognized."*

*Mapping stakeholders and developing and applying lessons learnt:*

Interviewees reported that both of these

exercises, which are important for the country analysis phase, are challenging. Guidance notes should provide strategies on both by providing templates and tools of best practices in other countries.

*"It ultimately comes down to a political issue of which agency is speaking louder." In that context, it would be good to know how to have it not end up as agency mandates over mandates."*

## Strategic Planning

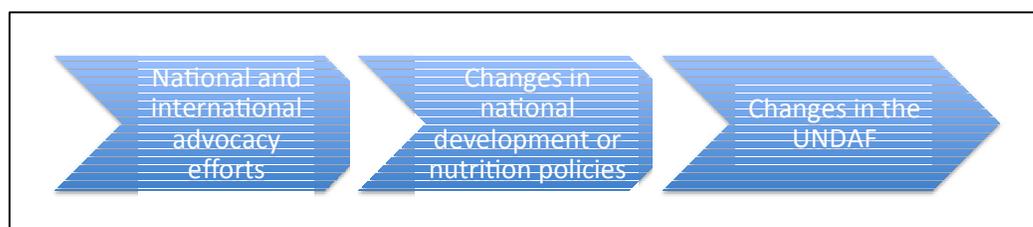
*"Education was convinced to focus on nutrition by a good diagnostic, providing evidence that nutrition and food security was determinant to girl's attendance in school. The evidence also showed how UNICEF and WFP programmes clearly contribute to UNESCO programme results"*

*Making nutrition a priority:* Despite the impressive level of advocacy for nutrition in recent years, countries still face significant resistance to its prioritisation in UNDAFs, as discussed above. Inter-agency competition was repeatedly cited as a barrier. A country that rated inclusion of nutrition in the UNDAF as *Perfectly Appropriate* (see Uptake), explained that nutrition only figures prominently because major flooding some years earlier had exacerbated chronic malnutrition rates.

There are also significant differences of opinion regarding the role of the UNDAF in national political processes. Should an UNDAF aim to drive national policy, or merely reflect it? The former position was taken by interviewees in countries where nutrition is not high on the development agenda. These staff saw the need for the FNS Guidance Note to include strategies for making nutrition a priority. The latter position was taken by interviewees citing calls from the African Union and national governments for a country-led approach to the UNDAF. Per Figure 11, this perspective casts the UNDAF as reflective of national policy, with guidance:

- Assisting country teams in assessing the UN's comparative advantages to determine which subset of national policy to support.
- Providing information on a bare minimum of nutrition considerations which cannot be overlooked in any country. This amounts to a check-list, as opposed to advocacy. For example, in one country where the focus is exclusively on stunting, the UN is "using international documentation to also bring attention to severe acute malnutrition."

**Figure 11: UNDAF as reflective of country-led policy processes**



*Mainstreaming nutrition:* Country teams are likely to be limited in taking a broad multisectoral or mainstreaming approach to nutrition because government and UN agencies are typically organised sectorally. In this regard, “nutrition faces the same problems as WASH, and social protection.”

The positioning of nutrition in national development strategies also drives the extent to which nutrition mainstreaming can occur. If nutrition is a national development priority, UNCTs will be well-positioned to develop a distinct nutrition component. But if nutrition is not a major priority, coordination and programme staff in multiple sectors will need guidance on integrating nutrition across sectors and programmes. This requires that mainstreaming efforts occur from the start. Guidance notes need to have a section on nutrition mainstreaming for experts in other technical areas than nutrition. Currently, such a section does not exist in the FNS Guidance Note. Moreover, nutrition mainstreaming sometimes occurred late in the UNDAF process. In the words of a Coordination Officer, "This does not work because mainstreaming must start at the very beginning of the planning process and not at the end."

Another challenge facing mainstreaming is the demand to cross-reference and account for all the themes which are currently considered essential and cross-cutting for UN actions (Figure 12). This requires all staff and officers involved in mainstreaming to review guidance notes on cross-cutting themes which are not their area of expertise (as in Figure 13).

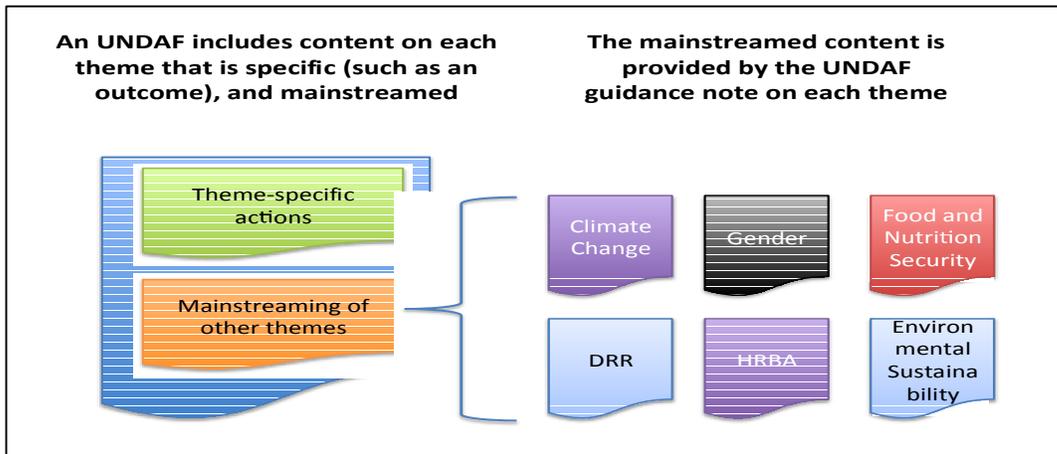
Given the challenges of this approach, a more practical strategy mentioned by interviewees would be the identification of entry points or windows of opportunity for topic-specific actions to be taken or perspectives to be addressed. This identification of entry points was cited by interviewees as important value-added for guidance notes, especially for experts in other technical areas than nutrition.

As such, future guidance should:

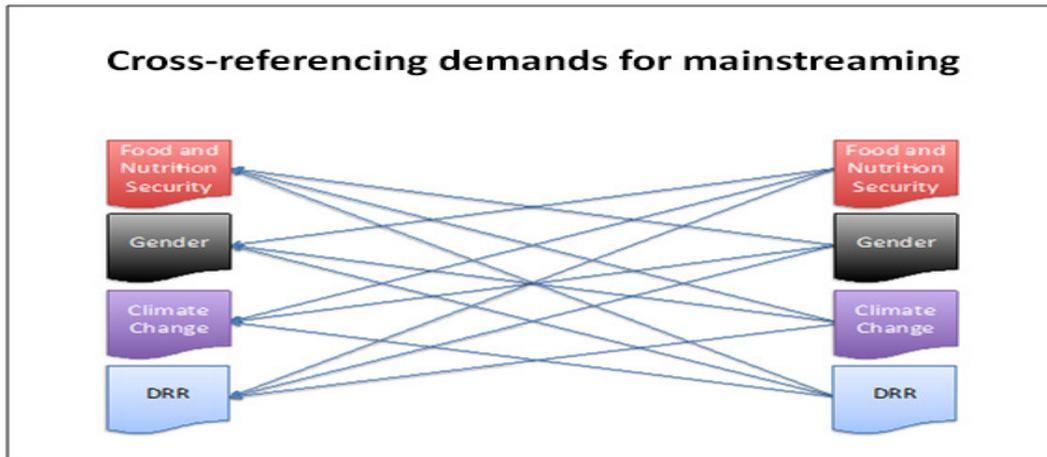
- Emphasize mainstreaming other themes from the outset of the process.
- Have a section tailored to non-nutritionists on mainstreaming.
- Help programme staff and coordination officers identify entry points for a theme, and provide clear guidance on the corresponding actions.
- Compile best practices from countries that integrated nutrition well into their UNDAF, and provide contacts to reach the people that wrote those UNDAFs.
- Include a good balance of entry points and corresponding actions.

Within this complex prioritization context, it is important to note that interviewees cited the need for more latitude in deciding which issues they consider a mainstreaming priority for the country, and subsequently, to be able to transparently report on which guidance was used and not used without fear of recrimination.

**Figure 12: Each theme must absorb mainstreaming guidance from other sectors**



**Figure 13: Review of guidance notes on cross-cutting themes**



*Agency mandates:* Several country teams highlighted the challenge of reconciling overlapping agency mandates in nutrition: “We have to [...] ensure that our mandates are reflected in the work that we do [despite the limited space available in the UNDAF for nutrition, and its superficial level of operational detail]”. Pressure to meet agency mandates may be applied by individual agencies’ headquarters and regional offices, pushing UNCTs to juggle narratives and responsibilities. These organizational politics were reported to be especially challenging when agency mandates had not been resolved in existing plans and policies at country level.

*“At the outset there was a spirit of wanting to write the document in a collaborative multisectoral way, but this was overpowered by agency mandates and silos later on”*

As such, interviewees asked for “clearer external vision and guidelines for the division of labour between agencies, especially over the use of resources.” Some suggested that guidance include a mandate matrix, which would be a mapping of the mandates and typical activities of each agency at global level, telling what to include in country UNDAFs in terms of agency-specific activities and responsibilities. It was noted that a matrix of this nature

should include examples of results that would satisfy all agencies, ultimately helping with the creation of a global UN strategy at country-level.

*Joint programming:* Interviewees noted a need for guidance notes to emphasize joint action, and to discourage preparing an UNDAF by simply collating the activities of each agency into one summarising document, without "asking for areas where [organizations] can be working together to be in line with national nutrition plans." Given this need, guidance should include joint programme success stories to encourage and guide strategic thinking, and tools that analyse programs and identify specific areas where potential for collaboration is high.

*"When developing an UNDAF, each agency translates activities that they want to be involved in directly into the UNDAF; they are not asking for areas where they can be working together (...) or create synergy."*

In addition, special guidance is needed on how to allocate resources or arbitrate conflict in joint programmes, especially in contexts where development funding is limited, or where there is more competition for emergency funding. Relative to nutrition, interviewees cited HIV as an area "where it is clearer which agencies are responsible for what."

### **Improving M&E**

Guidance is needed for the development of M&E frameworks that measure impact, especially on how food and nutrition security activities contribute to overall UNDAF and nationally defined outputs. Making these connections explicit strengthens the case for making nutrition a high priority on national and regional development agendas (see 'Making nutrition a priority', above).

*"Countries have difficulty in defining indicators that match their results, are aligned with national frameworks, and can be measured frequently and well"*

*- Regional Office*

Providing information on global recommendations and harmonised indicators (and data sources) is important to meeting this need. Doing so would also help UNCTs avoid re-inventing the wheel, in terms of reducing the need for independent research to develop indicators.

Interviewees also noted the importance of evaluations to capture lessons learned at the end of an UNDAF cycle. Experience advocating for these evaluations has been mixed, with several teams reporting that it was difficult to build momentum for evaluation. In addition to strategies for end-of-cycle evaluations, interviewees noted that guidance on designing and conducting mid-term reviews would also be useful. External evaluations to "provoke us to include new areas" were also flagged as worth pursuing.

Finally, interviewees noted that countries should more readily leverage the past experience of other UNDAFs. This is especially important given that "country offices only come across UNDAFs every 5 years, there are many changes in between cycles", and the international officers involved in their development move on, so "no one becomes an expert at it, and we have to relearn the process each time which is frustrating." Given the changing landscape of nutrition priorities and actors, "there is [also] merit in looking at what the UN can generate [reflected in past performance] because the areas of comparative advantage may not be traditional areas of strength."

### **Support with Budgeting**

UN plans are increasingly expected to be realistic and feasible. This requires rigorous costing exercises and assessment of potential funds. Better guidance is needed on how to

budget interventions and on "how to make a plan for focused funding to be sure that what you've planned for 5 years will be implemented." Guidance should therefore include models and tools for realistic budgeting, based on experiences in other countries and including standard values previously agreed upon by agency HQs.

#### **4.2) FORMAT OF THE FNS GUIDANCE NOTE**

Recurring suggestions to improve the format of future guidance were the following:

- Use more PowerPoint and video to supplement text
- Insert visual aids to clarify points made in the text
- Structure guidance using the 4 stage UNDAF development process, and highlight sections aimed at specific target UNCT staff groups.

*Use more PowerPoint and video:* PowerPoint presentations and video recordings were repeatedly held up as useful complements to written guidance notes, especially as there are regular in-country presentations on the UNDAF process and specific themes within the UN to government and partners. Short and simple PowerPoints are easier to understand. Instead of countries creating their own, these could be included as part of a guidance kit that also contains videos to supplement the narrative and PowerPoint. Including these items as part of a kit obviates the need for coordination officers or other staff to prepare them in each country. PowerPoints and video are also helpful for stakeholders participating in the UNDAF development process, who are unlikely to read any guidance notes. However, interviewees were careful to note that there must continue to be a written version of the guidance note for distribution.

*Insert visual aids:* Interviewees reported that guidance notes that use engaging formats like charts, diagrams and tables are easier to understand than those which are very text heavy.

*Structure guidance:* Guidance notes should be structured around the 4 stages of the UNDAF preparation process. Given the different circumstances of the users of guidance notes, sections should be short and easy-to-use. Interviewees also suggested that guidance notes be organized into sections explicitly targeting specific kinds of staff - deputy country directors, heads of programme, coordination officers, regional office staff -so that everyone can save time and be able to quickly find and extract relevant content.

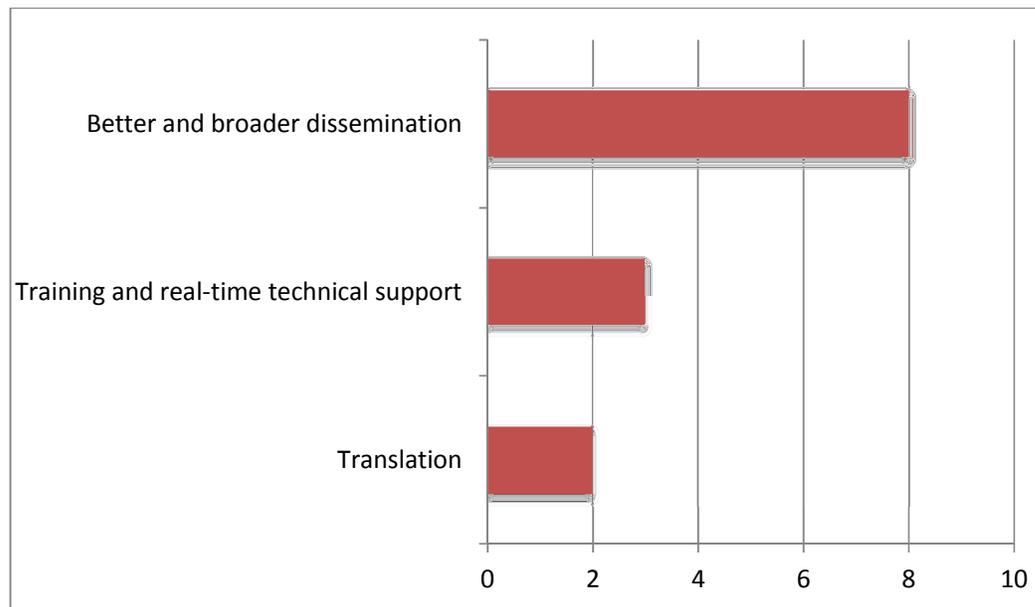
#### **4.3) ACCESSIBILITY OF THE FNS GUIDANCE NOTE**

Interviewees pointed out that accessibility of a guidance note is as important in determining impact as the quality of the guidance note. Recurring suggestions to improve future dissemination can be grouped as follows:

- Foster better and broader dissemination, including facilitating online access and promotion by experts and trainers
- Provide training and real-time technical support
- Improve guidance note translation

Fostering better and broader dissemination was mentioned most frequently, followed by training and technical support, and then translation (Figure 14).

**Figure 14: Strategies for improving guidance note dissemination**



*Better and broader dissemination:* Several channels can be leveraged to improve awareness and use of future guidance:

- Country officers depend greatly on their regional office colleagues to recommend the use of specific guidance notes.
- Documents, especially the UNDG Guidance Note: “How to Prepare an UNDAF (Part I)” can incorporate references to topic-specific guidance notes.
- UNDAF roll-out training workshops provide ideal platforms to introduce guidance note materials to staff (as mentioned above, these are especially well-suited for PowerPoint and video materials, and less well-suited to text-heavy documents).
- Emails from UNDG and regional offices can advertise the guidance notes.
- UNDG web-sites where guidance notes can be downloaded must display them prominently.

*"I knew the [FNS]Guidance Note existed, but didn't know what it contained and hadn't opened it to take a look."*

Interviewees cautioned that awareness of a guidance note will not ensure use. Interest must be created with an appealing title, and an informative description explaining who the note is for, contents, and benefits.

*Provide training and real-time technical support:* Interviewees reported that dissemination must include specialized training workshops or webinars, giving staff time and support to assimilate their contents. Equally important is scheduling these activities to synchronize with a country's UNDAF development cycle, to avoid staff rotating out of country before the training content is applied. Interviewees explained that for some guidance notes this is already happening in regional UNDAF rollout workshops organized around specific themes.

*"A major challenge we face is being available to support countries at the right time, as their UNDAFs are developing, namely after the SPR while the Programme Management Team and the RC's Coordination Office are managing the drafting, rather than at the end when a draft is ready"*  
 - Regional Office

Interviewees also cited the need for dissemination efforts to include technical assistance and access to experts. This expertise has to be easy to find, available at the right time and in the right language, and must provide concrete and actionable advice. Guidance materials should therefore connect countries to expertise, by including a database of experts in the guidance kit. These experts would need to confirm their availability to provide technical assistance during strategic prioritization retreats, mid-term reviews, and other critical moments during the UNDAF development process.

*"Looking at micro-guidance, when we have questions about what should be in UNDAF, it's hard to get clarification. We've got loads of guidance notes, but when you ask a big question there's no straightforward answer."*

*Improve translation:* For guidance to be fully embraced by UNCTs, they must be accessible to government, as well as national and international officers. In many countries, these personnel are not proficient in English. As such, guidance notes and related materials need to be translated into other UN working languages for dissemination to be adopted.

French and Portuguese speaking interviewees gave two reasons why a guidance note and its associated materials and trainings should be translated. First, government and civil society are increasingly participating in the UNDAF development process, it is therefore imperative that all UNDAF materials be accessible. Second, although it is commonly believed that all UN officers are required to speak English, UN recruitment processes often use French as an alternative language requirement to English.

*"In Francophone countries it is significantly difficult to recruit experienced UNDAF consultants" especially for the Common Country Assessment  
- Regional Office*

#### 4.4) ASSESSMENT OF INCLUSION OF NUTRITION IN UNDAFS

In addition to general feedback on guidance note content, interviewees were also asked to specifically assess the nutrition content of UNDAFs currently valid in their countries. Interviewees were asked to rate the extent to which they felt nutrition had been included in their UNDAF relative to the country's situation, and to provide a rationale for this rating. Interviewees were then prompted to rate and discuss two topics in greater depth: i) whether the UNDAF content took a multisectoral approach to nutrition, and ii) whether it was aligned with national nutrition policy.

The review found that countries with comparable inclusion ratings cited similar strengths and weakness in UNDAFs. Weaknesses were as fundamental as entire forms of malnutrition being excluded. Strengths included specific funding and implementation models being explicitly laid out. Interviewees also provided comparable rationales when explaining their ratings, suggesting that many staff are aiming for similar content when developing an UNDAF, and are facing similar challenges in successfully incorporating that content into the UNDAF's final iteration.

Adopting a multisectoral approach was confirmed as an important criterion in high inclusion ratings, with all countries citing it as a major objective, and many citing it as a significant challenge. In contrast, alignment with national policy was not seen as a positive, but rather as a barrier to inclusion, as in many cases, weak national nutrition policies meant that attempts to align with national policy compromised nutrition content.

Across all countries, there was agreement that nutrition was being better included in newer UNDAFs.

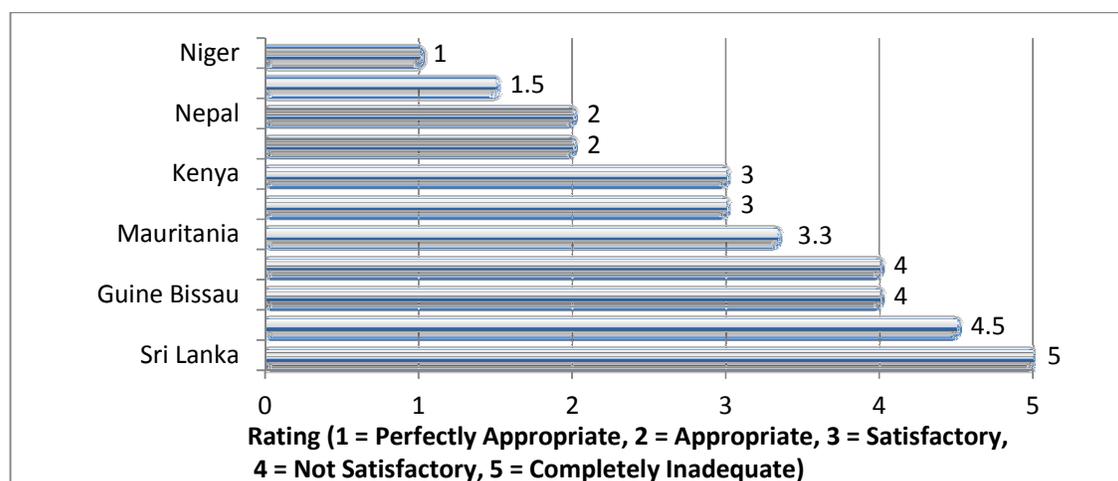
Results from this exercise can be summarized by the following recommendations for future guidance:

- Guidance should describe specific nutrition activities to be included in the UNDAF process, organized according to each of the different stages:
  - Roadmap and country analysis: Checklists of forms of malnutrition and target groups that must be analysed for inclusion
  - Strategic planning and M&E: Key indicators
  - Strategic planning and M&E: Models for funding and implementation
- Given that UNDAFs should reflect national policy, guidance should suggest timing nutrition advocacy not during UNDAF redaction, but for when national policy is under development, or during the Common Country Assessments.
- Guidance must help country teams reconcile agency mandates with taking a multisectoral approach, and provide practical tips on how to integrate the work of parallel working groups.

### Nutrition Inclusion Ratings

On a scale from 1 (*Perfectly Appropriate*) to 5 (*Completely Inadequate*), the inclusion of nutrition in UNDAFs received an average rating of 3.7, falling between *Satisfactory* and *Not Satisfactory*. Masked by this average is a wide range of ratings, as shown in Figure 15, with Niger and Pakistan rating inclusion as near-perfect, Sri Lanka and Cameroon as *Completely Inappropriate*, and the remaining countries in between.

**Figure 15: Interviewee ratings of UNDAF inclusion of nutrition**



Countries that rated inclusion as *Inappropriate* provided the following reasons for doing so:

- Entire forms of malnutrition - chronic malnutrition, micronutrient deficiencies, obesity - were not recognized and addressed.
- Groups highly vulnerable to malnutrition - such as people living with HIV/AIDS – were omitted.
- Proposed actions were not multisectoral; of particular concern when nutrition has been positioned within the health sector.
- Major interventions were missing.
- Monitoring and evaluation was weak, with several key indicators missing.

"Nutrition is prominent in Education [but] we are missing WASH."

Countries that rated inclusion as *Satisfactory* did not cite omission of entire forms of malnutrition, vulnerable populations, or interventions, as did the former group. They also agreed that the approach taken by the UNDAFs in question was relatively more multisectoral. The primary concern of this group was how to ensure what was written in the UNDAF would be turned into action on the ground. Indeed many of the interviewees from this category noted a lack of specificity in their implementation model.

"The policy is just on paper, now we need to work on implementation"

Countries that rated nutrition inclusion as *Appropriate* or *Perfectly Appropriate* were mostly focused on connecting policy, implementation, and funding. Unlike less satisfied interviewees, concrete measures to enable effective and joint implementation - joint programs, flagship proposals, and presidential initiatives - were included.

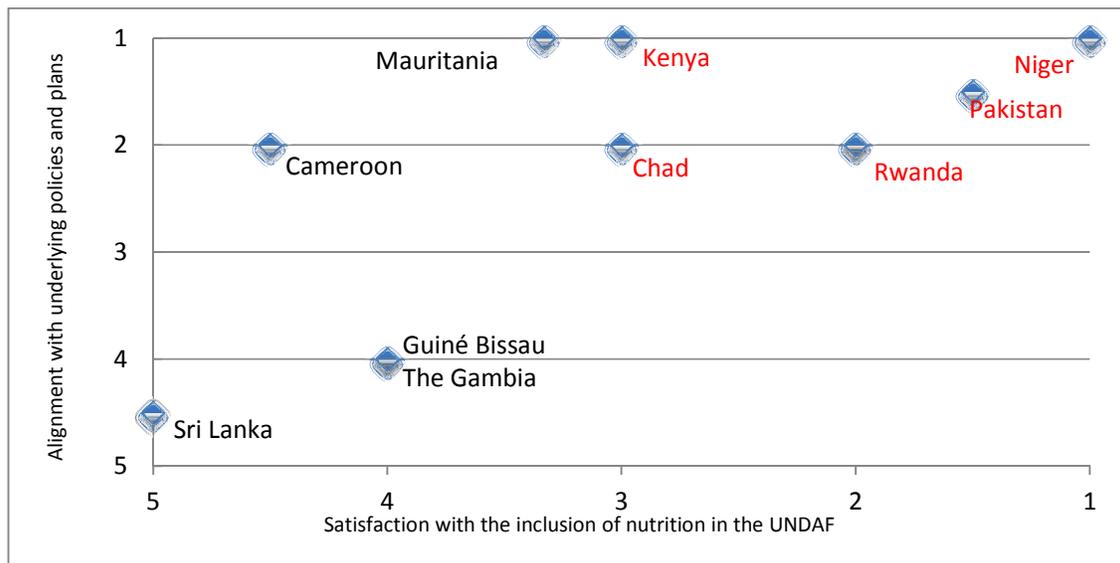
Across all countries, there was agreement that newer UNDAFs are including nutrition more appropriately. This positive development was credited to in-country advocacy and guidance from SUN, REACH, the WHO's Landscape Analysis, and other global initiatives. Taken together, this critical mass of advocacy is increasingly driving changes in national development and nutrition policies, reflected in newer UNDAFs.

### ***Taking a multisectoral approach and alignment with national nutrition policy***

All countries, except Nepal, that rated UNDAF inclusion of nutrition as "Satisfactory" or higher, considered their UNDAF to be taking a multisectoral approach to nutrition. Countries with lower ratings did not consider their UNDAF to be taking a multisectoral approach, and indeed cited this shortcoming as a main reason for the low rating.

In addition, countries rating alignment as "High" rated inclusion anywhere from almost "Perfectly Inappropriate" to "Perfectly Appropriate," high alignment therefore does not seem to contribute to higher inclusion (Figure 16). These results were corroborated by interviewees, who reported that when writing an UNDAF, the pressure is higher to align with national policy considerations than to prepare a well-rounded, high-quality UNDAF which reflects current global development priorities, such as nutrition. A case in point is Cameroon, which rated alignment as "Good" and inclusion as "Completely Inappropriate," with interviewees explaining that nutrition's low visibility on the national development agenda, including absence of a national nutrition policy, meant that a well-aligned UNDAF to national policy did not include any content on nutrition

**Figure 16: UNDAF alignment with national policy priorities, relative to UNDAF inclusion of nutrition**



#### 4.5) IMPLEMENTATION MODALITIES AND CHALLENGES

Interviewees were also asked about how nutrition-related aspects of finalized UNDAFs are being implemented in country, with a special focus on joint action by UN agencies. As reported by interviewees, a diverse array of mechanisms for collaborative implementation and funding are being tested or implemented:

- Basket budgeting
- Basket fund
- Coordination mechanism
- Flagship proposal
- Joint intersectoral nutrition guidance paper
- Joint project
- Joint proposal
- MDG-F
- MOU, LOU
- Nutrition Cluster
- REACH Country implementation plan (CIP)
- UN Joint action
- UN Joint fund-raising
- UN Joint Program (JP)

Valuable examples of the diversity and complexity of these approaches were discussed, including their benefits, and opportunities to enhance collaboration. These can be summarized as follows:

- Experiences with the MDG-F program were perceived as positive, and laid the foundation for better UN collaboration.
- Whether joint action is best led by government or the UN is contingent on the circumstances. For example, in politically unstable countries, coordination mechanisms

led by the UN are preferable, as they are more likely to operate continuously. In more stable situations, and when UN Agencies are more competitive than collaborative, Government-led mechanisms can play a mediating and unifying role.

- According to some interviewees, UN coordination initiatives - such as REACH and Nutrition Clusters - are under-exploited opportunities for joint actions.
- UN Joint Programmes have the potential to reduce agencies from fund-raising in parallel for the same activities, a practice criticized by donors. Joint Programmes provide an opportunity for UN agencies to test their ability to mobilize funds together and/or for each other.
- Interviewees were positive about the potential of the approach of “flagship proposals”

A wide range of challenges to joint action was also revealed by these discussions, and include the following:

*Low individual and agency motivation:* This can occur for a number of reasons. First, the investment of time and energy required to set up a joint effort is often questioned, not least because funding is time-bound, and donor preferences change quickly. Moreover, even successful joint programmes are not likely to re-raise funds for a second phase, as happened with the MDG-F programs in at least 2 interviewed countries. Second, motivation to pursue joint in-country action can be weakened by mixed messaging from within individual agencies. Agencies may also be reluctant to invest time in nutrition-sensitive (as opposed to nutrition-specific) actions, the former requiring far higher levels of collaboration and joint work sessions. Similarly, the investment of time required by planning and coordination across agencies is seen as additional to existing work-loads, rather than complementary.

*Process and participation shortfalls:* A major stumbling block when developing Joint Programmes is attribution of results to individual agencies. Further, other agencies may be entirely absent, creating parallel execution processes and thus defeating the entire goal of joint action. Civil society participation – often critical in early stages of UNDAF development for vulnerability analysis and targeting - is also often absent or too late. In a final point related to process pitfalls, interviewees noted that collaboration is easier on humanitarian matters than on longer-term development programming; problems facing the latter generally emerge over issues related to funding (rather than implementation).

*Unclear goals for collaboration:* The rollout of *Delivering as One* has increased pressure on UNCTs to develop joint programs. However interviewees noted that this pressure may only “result in joint implementation on paper... not [necessarily] in practice.” In addition, collaboration requires open, frank discussion and joint consultation processes; these may be challenging in some countries. Finally, as demand mounts for coordination and implementation to be government-led, the definition of UN *joint fundraising* and *joint action* become less clear.

The sub-sections below provide country-specific examples of these findings, organized as follows:

- Countries with no or little joint action on-going (Cameroon, Mauritania)
- Countries considering or attempting one or more joint action approaches (Chad, Guinea Bissau, Kenya, Nepal, Sri Lanka, Gambia)
- Countries acting jointly through geographic convergence (Niger)
- Countries pursuing flagship proposals for joint action (Pakistan, Rwanda)

### ***Countries with no or little joint action on-going***

Neither Cameroon nor Mauritania identified nutrition actions being implemented jointly at the time of the interviews. Reasons why joint implementation was not being pursued were not

discussed. Rather, both countries presented their overall UNDAF implementation frameworks:

In Cameroon, each UNDAF result area has a coordination group. These groups are mostly focused on monitoring; each UN agency implements separately the outputs attributed to it. There is no coordination group specific to nutrition, although a SUN Group has just been formed. Although there is no joint programme specific to nutrition, some joint programmes do include nutrition actions.<sup>8</sup>

In Mauritania, implementation of the UNDAF is managed via thematic steering committees for each UNDAF axis. The two axes relevant to nutrition are run respectively by the Ministry of Rural Development (together with FAO), and the Ministry of Health (together with WHO and UNICEF). These committees draft annual joint work plans, and meet every six months to review progress on implementation, expenditures, and resource mobilization. There is not a technical nutrition group that discusses the UNDAF, so this is discussed every few months in other meetings. There is no joint program document, or implementation, but there is a quasi-joint program with European Union funds that includes WFP, UNICEF and FAO. This was a surprising finding in Mauritania, where a 3-year MDG-F program had just closed with positive internal and external evaluations. Interviewees noted that this example highlights the difficulty inherent to ensuring continued funding of joint programmes, even successful ones.

### *Countries considering or attempting one or more joint action approaches*

*“Coming together under the UNDAF umbrella has not been easy. The process has been politicized.”*

*- Gambia*

Several countries are at some stage of developing or testing a series of different joint action approaches, ranging from letters of understanding and thematic groups, to joint programmes and basket funds.

In Gambia, UNCT members have been assigned UNDAF implementation pillars, with the pillar 2 group

including nutrition. These pillars have faced some challenges in getting underway and meeting regularly. Subsequently, agencies whose mandates include nutrition - WHO, WFP, FAO, and UNICEF - have moved ahead independently. WFP and UNICEF have attempted to collaborate on key interventions like treatment of Global Acute Malnutrition (GAM). However interviewees reported difficulties in joint delivery because of mixed messages received from within the two agencies. A more successful example of joint programming between UN agencies is harmonization of nutrition education. This initiative, implemented with the national nutrition agency, reviewed national nutrition education materials, and collaborated on a training of trainers. More joint programming is also in the pipeline in Gambia as part of the DaO Initiative.

*“[The] DaO approach results in joint implementation on paper but not in practice (...) We can pretend, but we have our own agendas and that is fine. We need to coordinate and dovetail approaches but don’t need to deliver as one.”*

*- Gambia*

Nepal’s activities best illustrate the complexity of UN joint programming; a diverse array of mechanisms for collaborative funding and action were reported by this country’s interviewees. Basket funding from a sector wide approach (SWAP) was being used for the health sector, including nutrition. Funds from this SWAP were also being used to support health-based elements of the Multi Sectoral Nutrition Plan (MSNP). Non-health SWAP partners such as WFP were also funding the MSNP, and were indirectly involved in joint

<sup>8</sup> Reduction of maternal and child mortality (UNAIDS, UNFPA, UNICEF, WB, WHO), Women’s Empowerment (UNICEF, UNWOMEN, WFP), Social Safety Nets (UNDP, UNICEF, WB, WTO).

programmes. WASH programs which included nutrition were also being coordinated via basket-budgeting, as were nutrition-education actions, the latter coordinated by UNICEF via an Education SWAP. In addition to basket funds, Memoranda and Letters of Understanding were being used, the former for an integrated micronutrient powder/ Infant and Young Child Feeding (IYCF) project involving UNICEF and WFP, the latter between UNICEF and FAO on nutrition-sensitive agriculture. Additionally, REACH was in process of designing a country implementation plan in collaboration with WHO, FAO, UNICEF and WFP, and UNICEF and WFP were discussing collaboration on production of nutrient-dense foods and integrated management of acute malnutrition.

In Guinea Bissau, a recently ended MDG-F program had been running for several years, and was believed to have laid the foundation for better inter-agency collaboration. At the time of the interview, all relevant agencies were participating actively in 2 coordination efforts: the Nutrition and Food Security Group (GSAN), led by FAO and WFP, and the Nutrition Committee. Designed as an open network for information-sharing, collaboration, and coordination, GSAN had no decision-making power. That said it did provide a platform for information exchange, helping programs to improve. Further, because its hosts were UN agencies and not government, GSAN was able to function continuously despite political instability. Unlike GSAN, the Nutrition Committee was a more programmatic initiative with its own activities such as the strategic plan and implementation of SUN. Neither of these coordination efforts constituted mechanisms for joint implementation. Monitoring and control of individual projects were rather considered the responsibility of the implementing UN agency, reported through annual reports and UNDAF evaluations.

Although both REACH and the nutrition cluster were operational in Chad, both were considered under-exploited. However, at the time of the interview, FAO, IFAD, UNICEF, WFP, and WHO were actively planning through REACH to develop a joint mechanism to pursue multisectoral integration. Interviewees noted that it had been challenging to get all the agencies to collaborate, especially with respect to joint work sessions on nutrition-sensitive actions. Additionally, a UNJP which was in draft at the time of the interviews was flagged as a good opportunity for agencies to mobilize funds together, and/or for each other, rather than fund-raising in parallel for similar activities, a situation which donors had expressed concern about.

*“The new Joint Programs now being written will be an opportunity to test if the Agencies are able to mobilize funds together, and/or for each other, and will also try to stop Agencies fund-raising for the same activities, which donors have expressed concern about.”*

*- Chad*

In Kenya, a joint programme to support the host and refugee populations in Turkana region (FAO, UNHCR, UNICEF and WFP) was under consideration, as was a collaboration on nutrition-sensitive agriculture between FAO, UNICEF and WFP. Discussions on the joint programme were progressing, although the issue of attribution” of results between agencies had appeared. It was hoped government leadership would be able to mediate and resolve this challenge. Additionally, at the time of the interviews, IFAD had both national and regional responsibilities pertaining to nutrition, and UNAIDS and UNFPA were members of a coordination group aiming to reduce anaemia through reproductive health programming. Overall, a government-led approach was being adopted for nutrition, for example, for Integrated Management of Acute Malnutrition (IMAM). Reasons for this included UN desire i) to avoid operating in isolation from government, and ii) to respond to donor requests for a policy and modelling focus, rather than implementation.

In Sri Lanka, UNJPs were bringing together FAO, UNICEF, WFP, and WHO on a school meal program, and on a supplementation program. FAO, UNICEF and WFP were also developing a new UNJP that included a basket fund and coordination activities. These were

framed as a response to a 2014 speech by the President in support of the UN Delivering as One initiative. Additionally, interviewees noted that historically, collaboration between UNICEF, WFP and WHO had been strong in Sri Lanka on humanitarian action, but had faced challenges when collaboration on longer-term development programming was attempted, especially with respect to funding.

### ***Countries acting jointly through geographic convergence***

*In Niger, the absence from coordination efforts of major players like the World Bank and IFAD are considered damaging to the effectiveness of coordination efforts, and leads to parallel execution.*

*-Niger*

In Niger, joint delivery of multisectoral programming was being implemented through the *Convergence Counties Resilience Program*, targeted to selected counties. The UN Resilience Technical Group (RTG) - composed of nutrition focal points from FAO, UNDP, UNFPA, UNICEF (President), WFP, and WHO - was becoming operational in 2014, at the time of the interviews, and was reported as meeting frequently to ensure the program's implementation and organize

joint field missions. In addition to the RTG, a government-led, multi-stakeholder committee was overseeing nutrition in a broader sense than just the Convergence Counties Program. Representing the presidential initiative "Les Nigériens Nourissent les Nigériens" (3N), this "3Ns Committee" was considered to be working well, as was the RTG. However the latter was considered more effective because it was internal to the UN, while the 3Ns Commission was harder to make functional because so many organizations were participating. Interviewees noted that the effectiveness of both these coordination efforts was limited by the absence of organizations with large programs and budgets, namely the World Bank and IFAD. As in many other countries, neither of these two UN entities had signed the UNDAF, IFAD developed its own Investment Plan, and the World Bank has a Country Assistance Strategy (CAS). Interviewees cited IFAD's recently opened national office as an opportunity for that agency to participate more in UN collaboration.

### ***Countries pursuing flagship proposals for joint action***

In Pakistan, interviewees reported satisfaction with UN collaboration efforts, and were especially positive about the potential of flagship proposals. Four flagship proposals were being prepared at the time of interview to raise additional funding for joint actions under Strategic Priority Area 6 of the UNDAF, which was focused on nutrition. These proposals, to be implemented in 11 Districts, included support to i) scaling up of the government's nutrition actions (under SUN) ii) training and deploying female health workers to support nutrition interventions at provincial level, iii) integrating food security and nutrition programming (with UNESCO and UNWOMEN), and iv) monitoring and evaluation.

Several other joint implementation mechanisms were on-going in Pakistan at the time of the interviews:

- Community-based management of acute malnutrition programming, jointly managed by 3 UN agencies.
- Joint action on food fortification supported by 2 international donors.
- Provincial-level, multi-agency intersectoral nutrition guidance papers and multisectoral operational plans, formulated in support of the Pakistan Integrated Nutrition Strategy.
- Joint support to government provided by FAO and WFP to support elaboration of a national policy for Agriculture and Food Security, and implementation of the Integrated Phase Classification System.

- FAO receipt of funding through WFP to lead the National Food Security Cluster.

In Rwanda, UNCT members were generally positive about how joint programming was working. Similar to Pakistan, Rwanda was pursuing flagship proposals under UNDAF result areas. Specific to nutrition, REACH was facilitating:

- Developing joint projects for fundraising
- Convening joint planning and technical meetings
- Preparing joint reporting for donors

At the time of the interview, 2 joint programmes had been confirmed, one led by WFP with FAO, UNICEF and WHO with funding from the Swiss government, the other led by UNICEF with FAO and WFP, with funding from the Netherlands.

In terms of challenges to joint programming, interviewees noted the importance of aligning with government during the UNDAF preparation process, as the high-level accountability to government helped overcome inter-agency conflict over priorities and individual agendas.

Interviewees also noted how implementation challenges can arise even when the proposal process has gone through, explaining how in one case funding had been delayed due to the misalignment between different financial disbursement mechanisms.

*“Alignment with Government when preparing the UNDAF is especially important, because governments have high-level accountability which translates to the UN agencies. “Speaking with one voice” is an important element. If we are giving government a work plan as one UN, it is essential for the agencies to be unified.”*

*- Rwanda*

#### 4.6) INTERVIEWEE RECOMMENDATIONS FOR JOINT ACTION WITHIN THE UN SYSTEM

This section synthesizes suggestions interviewees made for strategic and operational ways the UN agencies at country level could better support joint action.

To reduce friction between agencies at country level, interviewees suggested a formal joint programming strategy by the UN Network for countries, including a global vision and set of priorities, detailing the capacities, mandates and complementary roles of agencies, and defining how funding should be shared and managed

With respect to nutrition, interviewees suggested more support be provided from the UN Network on how to best implement the various collaboration modalities for nutrition which are currently being used (e.g. basket funding, letters of understanding). The UN Network should also support the SUN movement and the REACH Partnership, and should continue to advocate for increased commitments to nutrition by both the UN and governments. Finally, interviewees noted the need for a model of support for small states where both governments and the UN lack dedicated human resources in nutrition. These countries – e.g. Cape Verde, Guinea Bissau, and Gambia - are consistently overlooked by donors as well as global initiatives like the Cluster System and REACH.

In terms of operations, interviewees noted the UN Network could provide more training on the UNDAF process, including mid-term reviews and end-term evaluations. Country-specific best practices and lessons learned for joint action and fundraising are also needed. Interviewees also noted the need for strengthened UN Network support of information dissemination, both of guidance materials, and more broadly, of developments in the nutrition arena.

## Strategic recommendations

Interviewees reported the need for a global UN nutrition strategy to underpin an equally needed country level UN interagency strategy on nutrition. The former should go beyond a vision, to include guidelines on mandates, inter-agency division of labour, and management of joint resources. These guidelines are especially needed in countries that rely on emergency-related funds. In these contexts, the development funding needed for “upstream”, preventive nutrition interventions is often relatively scarce. As such in these contexts, management of joint programmes may be especially challenging. HIV was cited as a comparator where there is greater clarity on which agencies are responsible for what actions.

Specific suggestions for support to the SUN movement and REACH initiatives were:

- Strengthen the SUN accountability framework that tracks country-level implementation of commitments, including but also beyond health.
- Accelerate rollout of REACH, including providing support to countries that do not have REACH Facilitators.
- Improve follow-up to REACH missions, as they galvanize thinking on nutrition and food security, subsequently bolstering advocacy and fund-raising.
- Improve coordination with ICN2 follow-up and other global initiatives.

*“Governments will sign up to anything. SUN needs to look at practices at the Ministry of Health, beyond just having a SUN focal point, a national nutrition agency and a national nutrition policy.”*

Increased advocacy by the UN Network aimed at Governments and agencies should encourage:

- Greater participation by resident and non-resident organizations in the UNDAF process, including IFAD, UNESCO, and the World Bank, as well as better collaboration among Heads of UN Agencies.
- Consistency and follow-through on the part of Governments and UN Agencies that have signed up to SUN.
- Increased awareness and action within sectors with high potential for nutrition sensitivity, such as education.
- Stronger action from governing bodies such as regional WHO committees.

UN Network fund-raising efforts could include:

- Identifying more resources available specifically for joint action.
- Facilitating a global research fund to generate more evidence in nutrition.
- Strengthening ties with funders like the Children’s Investment Fund Foundation and the Bill and Melinda Gates Foundation.
- Providing expertise to government and UNCTs on how to establish basket funds for Multisectoral Nutrition Plans.

## Operational recommendations

UNCTs suggested the UN Network could strengthen training on:

- The UNDAF process and guidance for nutrition (timed appropriately, and also serving small countries)
- Mid-term reviews and their follow-up.
- Leadership skills for government officials to lead nutrition governance mechanisms.

UNCTs suggested the UN Network could improve dissemination by:

- Making guidance available when on-boarding new UN staff.
- Improving regular updates on the state-of-the-art in international nutrition, thus helping country teams keep abreast of developments; ensuring programs are aligned with evidence; and keeping governments engaged.

*“It becomes a credibility issue [with government] and the team needs to ensure that they are up to date themselves.”*

## 5. RECOMMENDATIONS

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### 5.1) DESK REVIEW

Given that UNDAFs are high-level policy documents, a stronger focus and emphasis on governance and building an enabling environment for nutrition was expected to be addressed in the FNS Guidance Note. The review identified a need for guidance to ensure that key concepts such as the enabling environment are taken up by UNDAFs when addressing food and nutrition security. However, the review also recognises the limited space that can be dedicated to food and nutrition in an UNDAF, given the constraints on overall UNDAF length. So it is nevertheless commendable that many UNDAFs included narratives of a few paragraphs and up to one page, on the food and nutrition security situation in the country, and proposed actions.

Among the problem-solution frameworks omitted, the relationship between population growth and food and nutrition security was missing from all UNDAFs. This, despite the fact that, as noted in the FNS Guidance Note “coupled with changes in food composition and consumption associated with growing incomes, [population growth] will require a 70 per cent increase in total agricultural production.”(UNDG,2011). In addition, several nutrition-sensitive approaches and vulnerable populations were not addressed in the UNDAF documents that were reviewed in this study. As mentioned in the FNS Guidance Note, by 2050, “an estimated 70% of the global population [will be] residing in urban areas”, making urban populations an important group to consider. But the urban poor were not highlighted in any UNDAFs, nor were indigenous people. And while people living with HIV/AIDS were acknowledged, other marginalized groups – e.g. refugees, internally displaced persons - received little attention. Women also received little attention with respect to food and nutrition security, although half of the UNDAFs reviewed had specific language and targets involving women of reproductive age, especially adolescents, as recommended by recent publications such as the Lancet Series on Nutrition-Sensitive Approaches (2013). Finally, the UNDAFs under review referred regularly to disaggregated situation analyses (seasonality, regional or other inequalities), but did not contain references to other analytical exercises, such as causal analyses of malnutrition, identification of vulnerable groups, or analyses of the root causes of poverty within the country in question.

#### *Comparison of the FNS Guidance Note to those for environmental sustainability and climate change*

Although the FNS Guidance Note had some strengths when compared to the Guidance Note on Environmental Sustainability (GNES) and Guidance Note on Climate Change (GNCC), findings indicate relatively more weaknesses. These weaknesses need to be overcome in future guidance notes.

Relative strengths of the FNS Guidance Note were:

- It is the only note to suggest a basis for costing of food and nutrition security interventions.
- Argues for inclusion of specific non-resident UN Agencies in the UNDAF process.
- Uses visual aids like charts and diagrams.

Relative weaknesses were:

- Focuses less on practical tips and summaries.

- Minimal inclusion of planning tools (1 compared to 11 and 8 included in the GNCC and GNES respectively).
- No checklist or indicators with which to assess extent of inclusion of nutrition in the UNDAF (the GNCC and GNES list 13 and 8, respectively).
- Few country UNDAF examples.
- Few entry points identified (though more actions proposed than the comparators)
- No examples of situation, implementation, or impact indicators for an UNDAF's M&E framework.
- Lower promotion by Regional Offices, Resident Coordinators, and UNDG emails.
- No associated training workshops.
- Available only in English (all other guidance notes, with the exception of the note on HIV/AIDS, have been translated into other UN languages).

All three guidance notes were found to be weak on:

- Providing useful information on the establishment and management of working groups.
- Providing practical guidance on the issue of resolving mandate disputes.
- Providing guidance and examples about Joint Programs.
- Including PowerPoint or video material about UNDAF development.
- Structuring information according to target user groups.

Country interview participants identified the guidance notes for Disaster Risk Reduction, Climate Change and Conflict Prevention as good examples for:

- Identifying key factors to be considered in the common country assessment
- Providing examples of actions, outputs, outcomes, and results
- Listing specific indicators to include in Monitoring and Evaluation

## 5.2) COUNTRY INTERVIEWS

### *Awareness and usage of the FNS Guidance Note*

UNCTs appeared to have been almost completely unaware of the FNS Guidance Note. Of the few UNCT interviewees that had been aware, none reported using it during the development of their latest UNDAF.

Reasons for not using the FNS Guidance Note were as follows:

- Management and coordination officers feel there is too much guidance for them to use all of it.
- UNDAFs are often developed by collating excerpts from existing government and UN policies and plans. As previously discussed, the FNS Guidance Note is primarily strategic and technically focused with less emphasis on pragmatic advice for operationalization. Given the need for the latter, more practical tools are given priority.
- Nutrition officers often rely on existing national surveys, nutrition policies and plans. Per Figure 10, they also use guidance produced by SUN, and other international initiatives including REACH, the High Level Task Force on Global Food Security and Nutrition (HLTF), the WHO's Landscape Analysis, the Hunger and Nutrition Commitment Index (HANCI), and the MDG Acceleration Framework (MAF).

Both peer-support group members interviewed were aware of the FNS Guidance Note before being contacted about the interview, but neither had ever used it. They explained that

thematic notes are considered more appropriate for country-level users. Instead, the guidance employed most at regional level is:

- Guidance on the 5 Programming Principles (for preparing Strategic Prioritization Retreats)
- How To Write An UNDAF
- Standard Operating Principles (during training workshops)

### *Process*

Countries reported following the 4-stage development process prescribed by UNDG in its guidance note “How to Write an UNDAF (Part I).” Variations in how these directions are applied can be summarized as follows:

1. Roadmap
  - Timing can be unpredictable: The development process of an UNDAF can take a long time, its total duration is unpredictable, and the timing when specific steps will take place is hard to predict.
  - Team structure varies: Teams tasked with developing the nutrition content of an UNDAF vary as to whether Food Security and Nutrition are together or divided, and if they existed previously or were created for the purpose.
  - Responsibility for leading the process varies: Development of UNDAF nutrition content is led by a varying array of UN Agencies, who leads may affect the frameworks with how the subject matter is approached, and the guidance employed.
  - Civil society, government, and multi/bi-lateral participation varies, with a more active role being called for in most of the countries interviewed.
2. Country Analysis
  - Recently released evidence influences the agenda: Nutrition is more likely to be prioritized in an UNDAF when a recent analytical or planning exercise has generated evidence.
3. Strategic Planning
  - Nutrition content may not be original: The nutrition content of an UNDAF is often prepared by collating existing policies and plans, and negotiation mandates.
4. Monitoring & Evaluation
  - Lessons learned are applied to varying degrees: when evaluations are applied, they often benefit nutrition. However there is often resistance to conducting evaluations

### *Interviewee preferences for guidance notes*

There was strong consensus across interviewees on what would constitute good and useful guidance in the future. Emphasis was placed on ensuring that guidance notes were aligned, and provision of practical tips. Interviewees also flagged the need for more guidance on resolving issues of overlapping agency mandates, as well as the need for more arguments and tools for prioritizing nutrition. UNCTS requested simple, practical strategies for mainstreaming, and also noted the needs for wider dissemination and translation into multiple UN working languages.

With respect to technical content and additional tools, interviewees expressed the need for future guidance notes’ to have the following:

- Align with other guidance and policy trends
- Focus on practical over technical content
- Tailor to its target audience

Interviewees also made suggestions regarding content to support each step of the UNDAF process, as follows:

Roadmap

- Broadening participation
- Designing and managing working groups

Country Analysis

- Mapping stakeholders
- Developing and applying lessons learnt

Strategic Planning

- Making nutrition a priority
- Mainstreaming nutrition
- Reconciling Agency mandates
- Joint programming

Improving M&E

Support with budgeting

Recurring suggestions to improve the format of future guidance were the following:

- Use more PowerPoint and video to supplement text
- Insert visual aids to clarify points made in the text
- Structure guidance using the 4 stage UNDAF development process, and highlight sections aimed at specific target staff.

And finally, suggestions to improve future dissemination were the following:

- Foster better and broader dissemination, including facilitating online access and promotion by experts and trainers
- Provide training and real-time technical support
- Improve guidance note translation

### ***UNCT assessment of inclusion of nutrition in UNDAFs***

The review found that countries with comparable inclusion ratings cited similar strengths and weakness in UNDAFs. Weaknesses were as fundamental as entire forms of malnutrition being excluded. Strengths included specific funding and implementation models being explicitly laid out. Interviewees also provided comparable rationales when explaining their ratings, suggesting that many staff are aiming for similar content when developing an UNDAF, and are facing similar challenges in successfully incorporating that content into the UNDAF's final iteration.

Adopting a multisectoral approach was confirmed as an important criterion in high inclusion ratings, with all countries citing it as a major objective, and many citing it as a significant challenge. In contrast, alignment with national policy was seen as a barrier to inclusion. In many cases, weak national nutrition policies meant that attempts to align content with national policy compromised nutrition content.

Across all countries, there was agreement that nutrition was being better included in newer UNDAFs.

Results from this exercise can be summarized by the following recommendations for future guidance:

- Guidance should describe specific nutrition activities to be included in the UNDAF process, organized according to each of the 4 stages:

- Roadmap and country analysis: Checklists of forms of malnutrition and target groups that must be analysed for inclusion
  - Strategic planning and M&E: Key indicators
  - Strategic planning and M&E: Models for funding and implementation
- Given that UNDAFs should reflect national policy, guidance should suggest timing nutrition advocacy not during UNDAF redaction, but when national policy is under development, or during the Common Country Assessments.
  - Guidance should help country teams reconcile agency mandates while taking a multisectoral approach, and provide practical tips on how to integrate the work of parallel working groups

### *Implementation modalities and challenges*

Interviewees in each country assessed their progress on joint action in-country, on nutrition-related actions and on the UNDAF more generally. Findings were synthesized according to the following groups of countries, based on the perception of the interviewees at the time of the interview:

- Countries with virtually no, or very little, joint action on-going (Cameroon, Mauritania)
- Countries considering or attempting one or more joint action approaches (Chad, Guinea Bissau, Kenya, Nepal, Sri Lanka, Gambia)
- Countries acting jointly through geographic convergence (Niger)
- Countries pursuing flagship proposals for joint action (Pakistan, Rwanda)

Examples of joint implementation and funding mechanisms were:

- Basket budgeting
- Basket fund
- Coordination mechanism
- Flagship proposal
- Joint intersectoral nutrition guidance paper
- Joint project
- Joint proposal
- MDG-F
- MOU, LOU
- Nutrition Cluster
- REACH Country implementation plan
- UN Joint action
- UN Joint fund-raising
- UN Joint Program

Valuable examples of the diversity and complexity of these approaches, including their benefits, and opportunities to enhance collaboration were discussed, and include the following:

- Experiences with the MDG-F program were perceived as positive, having laid the foundation for better UN collaboration.
- Whether joint action is best led by government or the UN is contingent on the circumstances. For example, in politically unstable countries, coordination mechanisms led by the UN are preferable, as they are more likely to operate continuously. In more stable situations, and when UN Agencies are more competitive than collaborative, Government-led mechanisms can play a mediating and unifying role.

- According to some interviewees, UN coordination initiatives - such as REACH and Nutrition Clusters - are under-exploited opportunities for joint actions.
- UN joint programmes have the potential to reduce agencies from fundraising in parallel for the same activities, a practice criticized by donors. Joint programmes provide an opportunity for UN agencies to test their ability to mobilize funds together and/or for each other.
- Interviewees were positive about the potential of the approach of “flagship proposals”
- A wide range of challenges to joint action was also revealed by these discussions:

*Low individual and agency motivation:* This can occur for a number of reasons. First, the investment of time and energy required to set up a joint effort is often questioned, not least because funding is time-bound, and donor preferences change quickly. Moreover, even successful joint programs are not likely to re-raise funds for a second phase, as happened with the MDG-F programs in at least 2 interviewed countries. Second, motivation to pursue joint in-country action can be weakened by mixed messaging from within individual agencies. Agencies may also be reluctant to invest time in nutrition-sensitive actions (as opposed to nutrition-specific actions), the former requiring far higher levels of collaboration and joint work sessions. Similarly, the investment of time required by planning and coordination across agencies is seen as adding to existing work-loads, rather than complementary.

*Process and participation shortfalls:* A major stumbling block when developing joint programmes is attribution of results to individual agencies. Further, other agencies may be entirely absent, creating parallel execution processes and thus defeating the entire goal of joint action. Civil society participation – often critical in early stages of UNDAF development for vulnerability analysis and targeting - is also often absent or too late. In a final point related to process pitfalls, interviewees noted that collaboration is easier on humanitarian matters than on longer-term development programming. Problems facing the latter generally emerge over issues related to funding (rather than implementation).

*Unclear goals for collaboration:* The rollout of *Delivering as One* has increased pressure on UNCTs to develop joint programs. However interviewees noted that this pressure may only “result in joint implementation on paper... not [necessarily] in practice.” In addition, collaboration requires open, frank discussion and joint consultation processes, which may be challenging in some countries. Finally, as demand mounts for coordination and implementation to be government-led, the definition of UN *joint fundraising* and *joint action* become less clear.

### ***Strategic and operational recommendations for the UN network***

To reduce friction between agencies at country level, interviewees suggested a formal joint programming strategy by the UN Network, including a global vision and set of priorities, detailing the capacities, mandates and complementary roles of agencies, and defining how funding should be shared and managed

With respect to nutrition, interviewees suggested more support be provided from the UN Network on how to best implement the various collaboration modalities for nutrition which are currently being used (e.g. basket funding, letters of understanding). The UN Network should also support the SUN movement and the REACH partnership, and should continue to advocate for increased commitments to nutrition by both the UN and governments. Finally, interviewees noted the need for a model of support for small states where both governments and the UN lack dedicated human resources in nutrition. These countries – e.g. Cape Verde, Guinea Bissau, and Gambia - are consistently overlooked by donors as well as global initiatives like the Cluster System and REACH.

In terms of operations, interviewees noted the UN Network could provide more training on the UNDAF process, including mid-term reviews and end-term evaluations. Country-specific best practices and lessons learned for joint action and fundraising are also needed. Interviewees also noted the need for strengthened UN Network support of information dissemination, both of guidance materials, and more broadly, of developments in the nutrition arena.

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## ANNEX

### Annex 1: List of persons interviewed

Country	Name	Affiliation	Position
Democratic Socialist Republic of Sri Lanka	Renuka Jayatissa	UNICEF	Nutrition Specialist
Democratic Socialist Republic of Sri Lanka	Anoma Chandani	WHO	Lead National Program Manager for Family, Maternal, Child, Adolescent and Reproductive Health
Democratic Socialist Republic of Sri Lanka	Tina Jayaratnam	FAO	Programme Officer
Federal Democratic Republic of Nepal	Dr. Saba Mebrahtu	UNICEF	Chief of Nutrition Section
Federal Democratic Republic of Nepal	Pramila Ghimire	WFP	Programme Coordinator, Education and Nutrition
Islamic Republic of Mauritania	Mohamed Baro	UNICEF	Nutrition
Islamic Republic of Mauritania	Marlene Hebie	WFP	Nutrition
Islamic Republic of Mauritania	Blandine Bihler	Resident Coordinator's Office	Coordination Officer
Islamic Republic of Mauritania	Virginie Ouedraogo	FAO	Nutritionist
Islamic Republic of Pakistan	Dr. Ali Khan	WHO	N/A
Islamic Republic of Pakistan	Dan Rohrmann	UNICEF	Representative
Islamic Republic of Pakistan	Syed Qadir	UNICEF	Nutrition Specialist
Islamic Republic of Pakistan	Patrick Evans	FAO	Representative
Islamic Republic of Pakistan	Francisco Gamarro	FAO	Deputy Representative
Islamic Republic of Pakistan	Nomeena Anis	FAO	Nutritionist and Gender FP
Islamic Republic of Pakistan	Lola Castro	WFP	Representative

Islamic Republic of Pakistan	Angela Cespedes	WFP	Nutritionist
Islamic Republic of Pakistan	Elizabeth Jennings	WFP	Communication
Islamic Republic of Pakistan	Zarar Khan	Resident Coordinator's Office	Coordination Officer
Republic of Cameroon	Ines Lezama	UNICEF	Nutrition Specialist
Republic of Cameroon	Etienne Kembou	WHO	Nutrition Focal Point
Republic of Cameroon	Eveline Ngwenyi	WFP	Nutritionist
Republic of Cameroon	Sylvia Ngwa	WFP	Focal Point East and Adamawa
Republic of Cameroon	Paulin Zongo	FAO	Nutrition Focal Point
Republic of Cameroon	Gildas Banda	Resident Coordinator's Office	Coordination officer
Republic of Chad	Mohamed Cheikah Levrac	REACH	International Facilitator
Republic of Chad	Caroline Schaefer	Resident Coordinator's Office	Strategic Planning, Coordination Officer
Republic of Chad	William Nall	WFP	Head of Programmes ; President PMT - Programme Management Team
Republic of Chad	Albert Mendy	UNESCO	Coordinator ; Member - Groupe Restreint UNDAF
Republic of the Gambia	Dr. Alpha Jallow	WHO	National Officer
Republic of the Gambia	Rupert James Leighton	UNICEF	Deputy Country Director
Republic of the Gambia	Yankuba Sawo	FAO	Nutritionist
Republic of the Gambia	Annet Birungi	WFP	Nutritionist
Republic of the Gambia	Stanley Mwase	UNICEF	Nutritionist
Republic of Guinea-Bissau	Dr. Fernanda Alves	WHO	National Professional Officer/ Malaria/ Nutrition
Republic of Guinea-Bissau	Mr. Rui Jorge Fonseca	FAO	Représentative Assistant Programme
Republic of Guinea-Bissau	Mrs. Fanceni Henriques Balde	UNICEF	National Officer Nutrition
Republic of Guinea-Bissau	Mr. Malam Drame	WHO	National Professional Officer/ Health Economist
Republic of Guinea-Bissau	Mr. Bessa Vitor Silva	UNICEF	M&E specialist

Republic of Kenya	Paul Turnbull	WFP	Deputy Representative ; Representing the UNCT
Republic of Kenya	Yvonne Forsen	WFP	Head of VAM 7 Nutrition
Republic of Kenya	Sicily Matu	UNICEF	Nutrition Specialist
Republic of Kenya	Grainne Moloney	UNICEF	Chief Nutritionist
Republic of Kenya	Anne Chele	FAO	Head of Policy
Republic of Kenya	Gary Jones	UNAIDS	Acting Representative
Republic of Niger	Dr. Mariama Baissa	WHO	Nutrition Focal Point
Republic of Niger	Solange Heise	FAO	Nutrition Officer
Republic of Niger	Mansour Ndiaye	UNDP	Economist
Republic of Rwanda	Abiud Omwega	UNICEF	Nutrition Specialist ; Chair of REACH technical in country
Republic of Rwanda	Didace Kayirangwa	WFP	Programme Officer
Republic of Rwanda	Mahamadou Tanimoune	WFP	Nutrition Officer
Republic of Rwanda	Gaetan Heri	FAO	Programme Officer, nutrition focal point
Republic of Rwanda	Jeannette Kayirangwa	REACH	National REACH Facilitator
Region of West & Central Africa	Paola Babos	UNICEF, Regional Office for West & Central Africa	Regional Planning Specialist ; QSA-PSG Member
Region of Asia and the Pacific, and Latin America and the Caribbean	Sara Ferrer Olivella	UN DOCO, New York	Regional Adviser

**Annex 2: Terms of Reference**  
**Review Study of**  
**UN country level programmatic guidelines:**  
**UNDAF Guidance Note on Nutrition and specific UN Agencies' guidelines**

**Background**

The United Nations Development Assistance Framework (UNDAF) is the strategic programme framework that describes the collective response of the UN system to national development priorities. The 2007 triennial comprehensive policy review encouraged the UN development system to use the UN Development Assistance Framework (UNDAF), accompanied by a common country assessment when required, to intensify its collaboration at the country and regional levels towards strengthening national capacities, in support of national development priorities. The UN Development Group Toolkit was created to assist UN Country Teams (UNCTs) in pursuing the improved functioning of the UN development system at the country level, latest version 2010<sup>9</sup>

On the mainstreaming of specific thematic issues and those related to Nutrition, a guidance note entitled ‘‘Integrating Food and Nutrition Security into Country Analysis and the UNDAF, a Guidance Note for United Nations Country Teams’’ was developed by an interagency group and was approved by the UN Development Group (UNDG) in October 2011<sup>10</sup>. This is complementary to the 2010 UNDAF Guidance Package. The preparation of the guidance note was conducted by an interagency task team within the UNDAF Programming Network.

Since its approval, there has been no follow up on how the FNS Guidance Note has been utilised by UN Country Teams, and how adequately it has performed. Since it was developed, there have also been significant changes in the domains of nutrition and food security. The current study therefore proposes to assess the FNS Guidance Note’s performance, while also identifying the recent developments that the current FNS Guidance Note does not integrate, with the aim of generating specific recommendations for the development of a new FNS Guidance Note. The primary focus of the study will be the FNS Guidance Note, while a secondary, but important, focus will be other guidance notes that individual UN Agencies have prepared and distributed to country offices to support their own planning processes.

The analysis will investigate several aspects of the performance of these guidance notes, ranging from their uptake to their impact. Questions asked may include whether UN Agencies participate in the UNDAF process, UN Resident Coordinator’s offices are aware of the existence of the note, how many used it in their recent planning processes, to what extent commitments have translated into implementation, and has the tool promoted joint fund-raising for collaborative implementation?

In addition, the analysis will ask whether the FNS Guidance Note still meets the evolving requirements of the nutrition and food security communities, given the recent technical and political developments in nutrition specifically, and in development more broadly. Among other changes, the nutrition community has seen the re-emergence of national multisectoral planning, the formation of the Scaling Up Nutrition (SUN) Movement in 2010, the publication of the 2013 Lancet Series on Nutrition, new interactions with Food Security and Agriculture, and the growing acceptance of the resilience approach. These have shifted the nutrition narrative to cover the full spectrum of malnutrition from unbalanced diets that lead to obesity, functional deficits due to a lack of specific micronutrients and/or under-nutrition including

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<sup>9</sup> Available at: <http://toolkit.undg.org/workstream/1-undaf-or-common-programming-tool.html>

<sup>10</sup> Available at, under approved documents: <http://toolkit.undg.org/workstream/1-undaf-or-common-programming-tool.html>

acute weight loss or slowed foetal or early childhood growth. Nutrition is also increasingly recognised as being multi-sectoral, as is the complementarity of nutrition-sensitive development approaches, that respond to the underlying causes with approaches that are sensitive to the determinants of malnutrition, with nutrition-specific interventions that respond to immediate needs with specific actions that have been tested and shown to work. Politically, nutrition has moved up the agenda to become central to human and economic development, resulting in new or renewed political commitments by many developing countries, and institutions such as FAO, the AU and ECOWAS. Even more broadly, development has seen changes in the funding levels and strategies of several donor countries, and the emergence of new development partners such as Brazil.

Finally, the study recognizes that, while the UNDAF strives to unite UN agencies and programmes around a coherent and coordinated plan, the planning processes of individual UN Agencies play a big role in what finally gets implemented. The study will therefore analyse how the guidance notes produced by individual UN Agencies compare and interact with the FNS Guidance Note, by asking questions such as: do the different guidance notes include thematic areas and nutrition, are they complementary with the FNS Guidance Note, and do they recommend collaborative or planning and implementation?

### **Objectives of the review study**

The objective of this study is to identify lessons and recommendations for further action by the UN Network on how to:

- better integrate nutrition into country level UNDAF, including nutrition-specific programmatic actions and nutrition sensitive development approaches, and
- make the UNDAF a better instrument for UN programming, alignment with national planning, resource mobilization, and inter-Agency collaboration, in response to country needs to combat malnutrition in all its forms.

In order to strengthen the joint support provided by UNCT, guidance needs to be provided by the UN System Network for SUN and the agencies' headquarters to the UNCTs. This guidance needs to respond to the changing nutrition narrative and address how to include other sectors and more actors from the UN family in scaling up nutrition. The guidance should recommend how the UNDAF can support coordinated and multisectoral implementation, covering modalities such as sectoral planning, scaling-up, mainstreaming, decentralization, joint programming, and joint resourcing.

The review study will provide a thorough analysis of current practice, bottlenecks and lessons learned and synthesize these into concrete recommendations for next steps including the development of new FNS Guidance Note related to nutrition for country teams by an interagency task force, facilitated by the UN System Network for SUN.

### **Overview of study questions**

The review study will answer these overarching questions:

- Are the FNS Guidance Note and UN Agency guidance notes on nutrition being used in country level planning, are they up-to-date, and do they meet the current needs of country-level planning? What are the main gaps in the FNS Guidance Note in this respect and how could these best be addressed by a new FNS Guidance Note?
- Does the use of the FNS Guidance Note lead to implementation of the planned actions, and does the FNS Guidance Note foster inter-agency collaborative action? What are the main gaps in the FNS Guidance Note in this respect and how could these best be addressed by a new FNS Guidance Note?
- What concurrent, changes to address the identified gaps, are needed that are beyond the scope of a Guidance Note, such as procedural, managerial, human, political or financial?

The specific questions listed to in the Background section that the review study will seek to answer, and that follow from the above overarching questions, may also include:

- How is nutrition addressed in the UNDAFs, with regard to a comprehensive multi-sectoral approach (nutrition specific and nutrition sensitive)?
- How is this aligned to national strategies and plans?
- How are the current guidelines used? By whom? Which UN agencies?
- What country conditions may be influencing the uptake and impact of the FNS Guidance Note, such as the nutrition situation (e.g. periodic emergencies), the coordination situation (e.g. OneUN status) or others
- Which UN agencies do participate? Which agencies should ideally participate? Which agencies do not participate and why not?
- How is the UNDAF operationalized/implemented? What forms does collaboration take?

### Annex 3: Reflections on Technical Content of the FNS Guidance Note

#### CURRENT PARADIGM

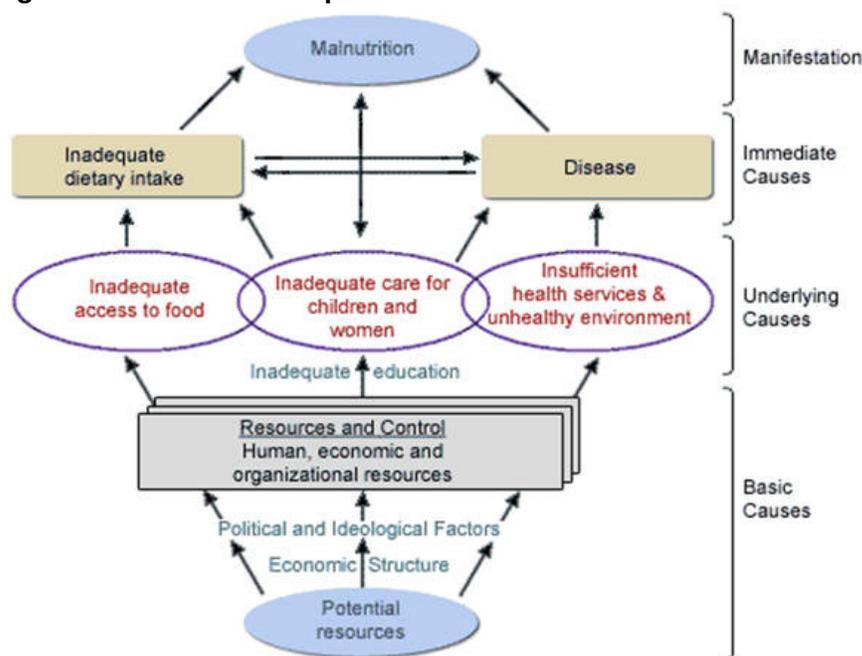
Since the FSN Guidance Note's development, there have been significant changes in the domain of nutrition. These changes have expanded the nutrition paradigm to now include overweight, obesity and their association with non-communicable diseases, as well as the longer-term recognition of how deficits in specific micronutrients and/or total calories lead to compromised cognitive function, sub-par physical growth, and in cases of extreme deprivation, acute weight loss.

This current paradigm also includes a renewed interest in nutrition-sensitive approaches. These address the underlying causes of nutrition outcomes – food security; adequate child care resources; and access to health and hygiene services. Their prioritization is closely linked to the current emphasis on mainstreaming nutrition planning across multiple sectors and ministries.

#### CONCEPTUAL FRAMEWORK

The UNICEF Conceptual Framework of Malnutrition<sup>11</sup> (Figure 17) is considered the standard by which the causes of malnutrition can best be understood. First published in 1990, the framework details the immediate, underlying and basic causes of malnutrition. As such it serves to identify the different mechanisms through which malnutrition can be addressed.

**Figure 17: UNICEF Conceptual Framework of Malnutrition**



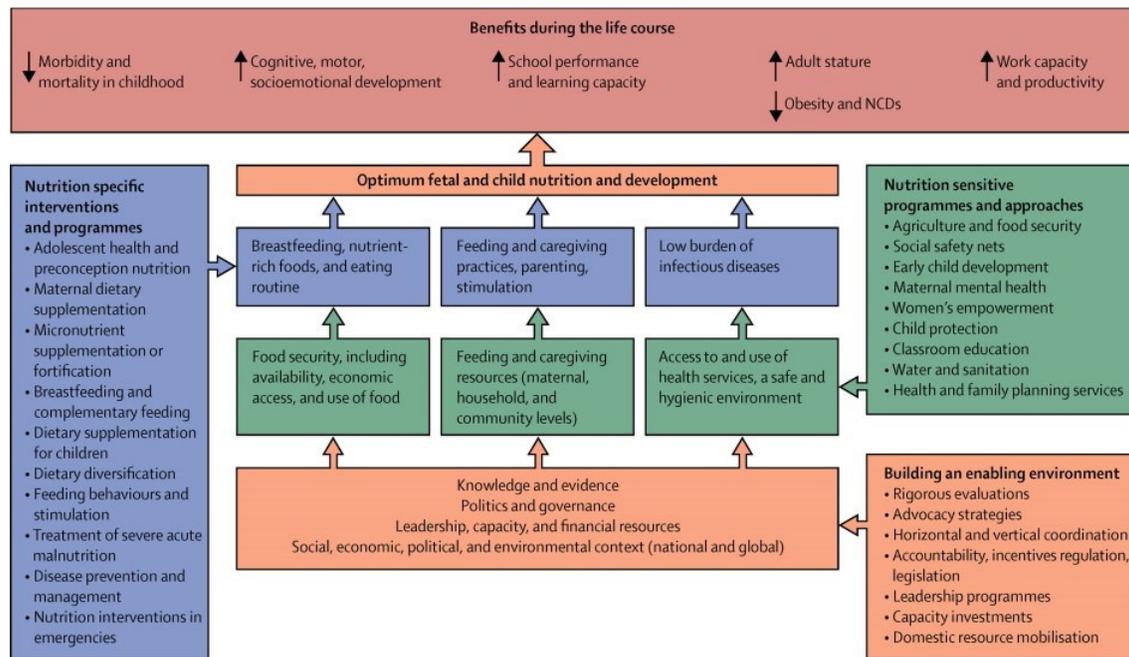
Since its initial publication, this framework has been repeatedly updated based on the most recent research and concepts. A recent iteration – from the Lancet<sup>12</sup> 2013 - is shown in

<sup>11</sup> UNICEF Model of Malnutrition (adapted from 1991 UNICEF model) "Hunger and Nutrition by World Hunger Education Service." *Hunger and Nutrition by World Hunger Education Service.*  
[http://www.worldhunger.org/articles/Learn/hunger\\_and\\_nutrition.htm](http://www.worldhunger.org/articles/Learn/hunger_and_nutrition.htm)

<sup>12</sup> "Nutrition - Health and Education Advice and Resource Team." *Health and Education Advice and Resource Team.* <http://www.heart-resources.org/wp-content/uploads/2013/09/Figure-3.jpg>

Figure 18 and provides a good illustration of the degree to which the framework has been re-imagined. This Lancet version of the framework reflects the current emphasis on links between underlying causes of malnutrition and the “nutrition sensitive” multisectoral approaches – namely agriculture, child education, water and sanitation, and social protection – that can be used to address them.

**Figure 18: Framework for actions to achieve optimum fetal and child nutrition and development (Lancet, 2013)**



In addition to details on nutrition sensitive interventions, this version of the framework also includes a detailed list of “nutrition specific” interventions and programmes which have been proven to treat the immediate causes of malnutrition in a variety of contexts. Most of these interventions were presented as part of the 2008 Lancet series on maternal and child nutrition<sup>13</sup>. Precursor to the 2013 series of the same name, this seminal collection of articles brought the challenge of malnutrition and its implications to the forefront of the development dialogue. Key messages were 1) that undernutrition in utero through early childhood leads to irreversible damage later in life, including shorter adult height, reduced academic achievement, reduced adult income and low birth weight of children<sup>14</sup> and 2) that these findings create a pressing need to focus on “the first 1,000 days” from conception to two years of age as a critical window for intervention.

As such, thirteen cost-effective interventions focused on this crucial period were detailed by the Lancet 2008 series. True to the 1,000 day model, these “nutrition specific interventions” target pregnant women, mothers, infants and young children under 2 years of age (although in some case there may be spillovers to other populations, as with universal salt iodization).

<sup>13</sup> Bhutta, Zulfiqar A., Tahmeed Ahmed, Robert E. Black, Simon Cousens, Kathryn Dewey, Elsa Giugliani, Batool A. Haider, Betty Kirkwood, Saul S. Morris, Hps Sachdev, and Meera Shekar. "What Works? Interventions for Maternal and Child Undernutrition and Survival." *The Lancet* 371.9610 (2008): 418.

<sup>14</sup> Victora, Cesar G., Linda Adair, Caroline Fall, Pedro C. Hallal, Reynaldo Martorell, Linda Richter, and Harshpal Singh Sachdev. "Maternal and Child Undernutrition: Consequences for Adult Health and Human Capital." *The Lancet* 371.9609 (2008): 340.

Classified into 3 groups: maternal and birth outcomes; new-born babies; and infants and children, they include (but are not limited to) maternal supplements of iron folate and multiple micronutrients, promotion of breastfeeding, behaviour change communication for improved complementary feeding, zinc and Vitamin A supplementation for children, universal salt iodization, hand-washing or hygiene interventions and treatment of severe acute malnutrition<sup>15</sup>.

The 2013 Lancet series expanded this list of interventions to include additional nutrition-specific actions as well as the afore-mentioned nutrition-sensitive approaches. While the latter are not always exclusively focused on mothers and children, these demographics continue to be the target group of ultimate interest. Nutrition sensitive approaches include strategies for strengthening the links between nutrition, agriculture and food security; social safety nets; early child development; maternal mental health; women's empowerment; child protection; classroom education; water and sanitation and health; and family planning services. The 2013 series also addresses the health of adolescents, especially girls; the importance of psychosocial stimulation for infants and young children; and places strong emphasis on the health impacts of overweight and obesity.

## GLOBAL PRIORITIES AND OBJECTIVES

At the World Health Assembly (WHA) held in 2012, WHO Member States committed to pursuing the following six nutrition-related targets, to be achieved by 2025<sup>16</sup>:

- a 40% reduction in the number of children under the age of 5 years who are stunted
- a 50% reduction of the rate of anaemia in women of reproductive age
- a 30% reduction in rate of infants born with a low birth weight
- ensure that there is not an increase in the rate of children who are overweight
- increase the rate of exclusive breastfeeding in first 6 months to at least 50%
- reduce and maintain the rate of childhood wasting to less than 5%.

*Global Monitoring Framework for the Prevention and Control of NCDs:*

- no increase in obesity and diabetes (in adults and adolescents)
- 30% reduction in salt intake (in adults)

Along with the original and revised UNICEF Conceptual Frameworks, as well as the evidence base provided by the Lancet 2008 and 2013 series, these targets reflect the current global technical status quo regarding nutrition; specifically the previously mentioned narrative that includes micronutrient deficiencies, undernutrition *and* overnutrition.

## TOPICS COVERED BY THE FNS GUIDANCE NOTE

The FNS Guidance Note was designed with the intent of making nutrition and food security higher priority with respect to development planning. As such the FNS Guidance Note discusses nutrition using a variety of lenses: agriculture, food security, gender equity, natural resource management, employment, environmental sustainability, and human rights. It also describes 2 cycles of malnutrition; one of which being the vicious circle of infection and

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<sup>15</sup> Bhutta, Zulfiqar A., Tahmeed Ahmed, Robert E. Black, Simon Cousens, Kathryn Dewey, Elsa Giugliani, Batool A. Haider, Betty Kirkwood, Saul S. Morris, Hps Sachdev, and Meera Shekar. "What Works? Interventions for Maternal and Child Undernutrition and Survival." *The Lancet* 371.9610 (2008): 418.

<sup>16</sup> WHO (2014). Global Nutrition Targets Policy Brief Series. Geneva: World Health Organization. ([http://www.who.int/nutrition/topics/globaltargets\\_policybrief\\_overview.pdf?ua=1](http://www.who.int/nutrition/topics/globaltargets_policybrief_overview.pdf?ua=1))

malnutrition, the second related to intergenerational transmission. Overweight and obesity are only mentioned once and briefly, in reference to the current challenges to food and nutrition security.

Also included in the FNS Guidance Note is the Emergency Food and Nutrition Security Conceptual Framework (EFSA).<sup>17</sup> Used by WFP to inform its assessment process, the outcomes of the EFSA are nutritional status and ultimately, death. Within the framework, immediate causes are identified as individual dietary intake and disease. “Underlying Causes” include household level food consumption, household food access, feeding practices, health practices, care practices, health access and environment. In addition to these “Underlying Causes” the EFSA also includes a broad category entitled “Household Livelihoods, Assets and Strategies”, capturing food production, income, transfers and gifts, intra-household resource control, education level of household members and WASH. The framework also includes a more distally positioned category comprising policies, institutions and processes; this category includes food availability, education services, health services, policies and security. Hazards and shocks are also included in this framework.

Despite being included in the FNS Guidance Note as a framework, the EFSA does not receive attention in the narrative. It is only under “Immediate Causes” that the FNS Guidance Note’s text mentions the need to focus on children and the need for exclusive breastfeeding during the first 6 months.

Under “Underlying Causes”, the FNS Guidance Note cites insufficient food production capabilities, constraints to food availability, nutrient–scarce diets, cultural acceptability and food taboos, access to food, food safety and consumer protection, sanitary environments, community and household economics, disaster risk reduction and social protection (unconditional such as transfers, vouchers, food transfers and price subsidies and conditional support linked with health interventions.). Under food availability, the following facilitators are mentioned: domestic agricultural production, commercial imports, international food aid, well-established market mechanisms, easily accessible markets, diversification of homestead production, sustainable management of biodiversity and processing for increased shelf-life. Under food safety and consumer protection, the following are listed: regulations and standards for commercial production, information and education on safe storage, handling and utilization of food and ways to prevent food-borne diseases. Under employment and decent work, the following are listed: focused programmes and interventions targeting enterprise and employment promotion, increased purchasing power, enhanced social empowerment and bargaining power. Finally, the last category discussed under “Underlying Causes” is food practices and dietary patterns; including the retrieval of indigenous knowledge and improvement of traditional feeding practices

Under “Basic Causes”, only Disaster Risk Reduction is listed; specifically mentioned are the prioritization of immediate food needs and promotion of preparedness, prevention and mitigation activities.

Throughout the FNS Guidance Note, references are made to breastfeeding promotion and water, sanitation and hygiene. Target audiences are characterized by gender (female), age (youth and children), social marginalization, indigenous status and geographic differences. A child-centred approach (from REACH) is also included.

In terms of global advocacy platforms, the FNS Guidance Note cites the MDGs, the High-Level Task Force on the Global Food Security Crisis and Comprehensive Framework for

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<sup>17</sup>Available at: [http://documents.wfp.org/stellent/groups/public/documents/manual\\_guide\\_proced/wfp197292.pdf](http://documents.wfp.org/stellent/groups/public/documents/manual_guide_proced/wfp197292.pdf)

Action, World Food Summits, the Committee on World Food Security, REACH (Renewed Efforts Against Child Hunger and SUN).

### **IS THE FNS GUIDANCE NOTE WELL-ALIGNED WITH THE CURRENT PARADIGM AND GLOBAL PRIORITIES?**

In Table 4 below, comparisons are drawn between the UNICEF Conceptual Framework of 1991, the Lancet Conceptual Framework of 2013 and the content of the FNS Guidance Note. While all three are aligned on the basic concept of undernutrition, the Lancet Conceptual Framework broadens the scope to include overweight, obesity and non-communicable diseases. This shift reflects trends in many countries, where ongoing struggles against undernutrition are now complicated by increased prevalence of overweight, obesity, and associated non-communicable diseases.

While the FNS Guidance Note makes many valid points about the cross-cutting effects and factors of malnutrition, its main focus is food security – specifically production, processing and economic conditions surrounding access and availability. The need to promote exclusive breastfeeding during the first 6 months of life, and continued breastfeeding for up to 2 years of age or beyond is not sufficiently addressed. Treatment of severe acute malnutrition (SAM) and management/prevention of moderate acute malnutrition (MAM) are wholly absent from the discussion. Links between WASH and nutrition are fleetingly discussed under the heading of social protection - “If accompanied by complementary measures, such as access to clean water and sanitation, health care and nutrition education, safety nets promote food and nutrition security in the long run.”<sup>18</sup> Additionally, the FNS Guidance Note is repetitive and convoluted, with topics mentioned multiple times throughout the document. Finally, the FNS Guidance Note does not include topics raised in the 2013 Lancet series, namely: maternal mental health, adolescent health, preconception nutritional status and maternal education.

These are clear weaknesses of the FNS Guidance Note.

Strengths include the in-depth description of the linkages between food and nutrition security and food systems. The discussion regarding food access, availability, safety and practices highlight important issues integral to UNDAF development discourse. Additionally the FNS Guidance Note does a good job of bringing readers’ attention to a variety of target populations.

Overall, the inclusion of a conceptual framework dedicated solely to nutrition would assist UNCT members who are not trained in nutrition. The FNS Guidance Note would also benefit greatly from some form of mapping, perhaps a decision tree, to more clearly demonstrate entry points for nutrition into UNDAF development.

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<sup>18</sup>United Nations Development Group (2011). Guidance Note on Integrating Food and Nutrition Security into Country Analysis and the UNDAF, 14.

**Table 4: Comparison of nutrition topics, by source**

	UNICEF 1991	Lancet 2013	GN 2011
Concept	Undernutrition	Undernutrition, Overweight and Obesity, Non-Communicable Diseases	Undernutrition
Outcomes	Malnutrition	Optimum Foetal and Child Nutrition and Development	Food and Nutrition Security
Immediate	Inadequate Dietary Intake	Breastfeeding, Nutrient-Rich Foods , and Eating Routine	Child First Principle – breastfeeding practices
	Disease	Feeding and Caregiving Practices, Parenting, Stimulation	
		Low Burden of Infectious Disease	
Underlying	Inadequate Access to Food	Food Security, including Availability, Economic Access, and Use of Food	Food Availability; Social Protection - unconditional; Food Safety and Consumer Protection; Employment and Decent Work
	Inadequate Care for Mothers and Children	Feeding and Caregiving Resources (maternal, household, and community levels)	Food Practices and Dietary Patterns
	Insufficient Health Services and Unhealthy Environment	Access to and use of Health Services, a Safe and Hygienic Environment	Social Protection - conditional
Basic	Inadequate Education	Knowledge and Evidence	
	Resources and Control – human, economic and organizational resources	Politics and Governance	
	Political and Ideological Factors	Leadership, Capacity and Financial Resources	
	Economic	Social, Economic,	

	Structure	Political and Environmental Context	
	Potential Resources		Disaster Risk Reduction
Indicators		WHO Global Targets (listed previously)	Millennium Development Goal 1 Indicators - Prevalence of underweight children under-five years of age, Proportion of population below minimum level of dietary energy consumption; Address immediate needs of vulnerable populations and build longer term resilience
Target Groups	Children under 5 years of age	1,000 Days (mothers , infants and children), adolescent girls	Pregnant/Lactating Women, Children and Youth, Elderly, People Living with HIV/AIDS, Minorities, Indigenous Peoples, Migrants and Displaced Persons, Migratory Populations

Table 5 lists the new policies and developments in the international nutrition arena since the FNS Guidance Note was published. Efforts continue to broaden the scope of nutrition dialogue, particularly to include more discussion on the role of diet-related, non-communicable diseases. Widening the scope of the FNS Guidance Note to better reflect this transition would strengthen its relevance and influence in current development planning.

**Table 5: International Commitments & Frameworks regarding Nutrition**

Covered in the FNS Guidance Note (2011)	Post-2011 Initiatives:
<ul style="list-style-type: none"> <li>• High-Level Task Force on the Global Food Security Crisis (HLTF) and Comprehensive Framework for Action (CFA)</li> <li>• Millennium Development Goals</li> <li>• World Food Summits (1996, 2002, 2009) and Five Rome Principles for Sustainable Global Food Security</li> <li>• Committee on World Food Security (CFS)</li> <li>• Renewed Efforts Against Child Hunger (REACH)</li> <li>• Scaling Up Nutrition (SUN) Movement</li> <li>• Decent Work Agenda</li> <li>• Global Jobs Pact and the Social Protection Floor</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainable Development Goals of the Post-2015 Agenda</li> <li>• UN Secretary General's Zero Hunger Challenge</li> <li>• WHA Global Targets and Comprehensive Implementation Plan (CIP)</li> <li>• WHA Global Non-Communicable Diseases (NCD) Action Plan</li> <li>• Scaling Up Nutrition (SUN) Movement Roadmap &amp; Strategy</li> <li>• Scaling Up Nutrition (SUN) Movement Monitoring &amp; Evaluation Framework</li> </ul>

<ul style="list-style-type: none"> <li>• UN system-wide Plan of Action on the Second United Nations Decade for the Eradication of Poverty (2008-2017)</li> <li>• UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration</li> </ul>	
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Table 6 summarizes the current nutrition strategies of the 5 UN agencies actively engaged in nutrition policy and programming. Since the FNS Guidance Note was published, these agencies have developed and adopted policies reflecting the paradigm and international agenda described above, not least with respect to nutrition-sensitive approaches and multisectoral collaboration.

**Table 6: Current (as of 2015) Agency Strategies**

Agency	Priorities	Target Groups	Multisectoral Approach?
Food and Agriculture Organization (FAO)	Nutrition Strategy (2012): 1) Shape food and agricultural systems to be more nutrition-sensitive 2) Harness knowledge and experience across the organization and align work to build and serve country initiatives, policies, programmes and projects 3) Work in partnership, as well as across sectors among stakeholders 4) Promote economically, socially, environmentally-sustainable and gender-sensitive policies, programmes and investments	Infants and young children (particularly those older than 6 months), women and girls of reproductive age; pre-schoolers, school-aged children and youths; at-risk households	Yes; Objective 3 (as previously stated)
International Fund for Agricultural Development (IFAD)	Nutrition-Sensitive Agriculture and Rural Development Concept FNS Guidance Note (2012) 1) Leadership and advocacy at all levels – Increased awareness and understanding of the	UN Agencies Briefs – Nutrition Sensitive Agriculture (2014): poor smallholder farmers, agricultural labourers, pastoralists, foresters, fishers and small entrepreneurs in rural areas; marginalized and disenfranchised	Yes

	<p>benefits of increased attention to nutrition</p> <p>2) Mainstream nutrition perspectives and build institutional capacity – integration of nutrition in project assessment, analysis, design, quality control and monitoring and evaluation</p> <p>3) Better identify and address knowledge gaps through learning partnerships and active knowledge exchanges</p> <p>4) Partnerships and collaboration including with the private sector</p>	<p>populations, in particular women, youth and indigenous people</p>	
<p>United Nation's Children Fund (UNICEF)</p>	<p>Strategic Plan 2014-2017 Draft (2013):</p> <p>1) Improved and equitable access to and use of nutritional support to protect children from malnutrition and ensure they reach optimal growth and development</p>	<p>Children; special emphasis on the most disadvantaged and excluded children, families and communities</p>	<p>Yes; Water, sanitation and hygiene - Improved and equitable access to and use of safe drinking water, adequate sanitation and good hygiene practices and promotion of healthy environments; Social inclusion – Improved and equitable access to and use of data and systems to reduce multidimensional child poverty and exclusion</p>
<p>World Food Programme (WFP)</p>	<p>Nutrition Strategy (2012):</p> <p>1) Treatment of Acute Malnutrition</p> <p>2) Prevention of Acute Malnutrition</p> <p>3) Prevention of Chronic Malnutrition</p> <p>4) Address Micronutrient Deficiencies</p>	<p>Young children, children aged 6-59 months, pregnant and lactating women, people living with HIV</p>	<p>Yes; Objective 5 (as stated previously)</p>

	5) Strengthen the focus on nutrition in programmes without a primary nutrition objective and, where possible, link vulnerable groups to these programmes		
World Health Organization (WHO)	Maternal, Infant and Young Child Nutrition Comprehensive Implementation Plan Priority Actions (2012) 1) Create a supportive environment for the implementation of comprehensive food and nutrition policies 2) Include all required effective health interventions with an impact on nutrition in national nutrition plans 3) Stimulate development policies and programmes outside the health sector that recognize and include nutrition 4) Provide sufficient human and financial resources for the implementation of nutrition interventions 5) Monitor and evaluate the implementation of policies and programmes	Women of reproductive age, mothers, infants, young children, older children, adolescents	Yes; Objective 3 (as previously stated)
World Health Organization (WHO)	Non-communicable Disease Action Plan (2013-2020) 1. Life Course Approach: start with maternal health, including nutrition 2. Objective 3: To reduce modifiable risk factors for non-communicable diseases and underlying social determinants through creation of health	Women of reproductive age, mothers, infants, young children, older children, adolescents	Yes; Throughout plan - particular tie to nutrition with Objective 3

	<p>promoting environments – special focus on maternal health, including nutrition and the prevention of childhood obesity</p> <p>3. Promotion of healthy diets</p>		
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UNDAF guidance on nutrition has the potential to be an important resource for UN agencies, as agency-specific guidance on incorporating nutrition into UNDAFs is sparse. Other than 2 guides published by FAO<sup>19</sup> and a general guide by WHO, there were no other examples of agency-specific guidance at the time this review was conducted.

Food and Agriculture Organization (FAO): A Guide to the Formulation of the Country Programming Framework (CPF), January 2012:

- Reference is made to FNS Guidance Note
- Linkages of food and nutrition security to livelihoods restoration and disaster risk reduction and management are explained

World Health Organization (WHO): The United Nations Development Assistance Framework (UNDAF), Guidance for WHO Country Teams, October 2010:

- Describes an example of Pakistan’s Planning for One UN pilot, and has no further specific guidance on nutrition.

International Fund for Agricultural Development (IFAD), United Nation’s Children Fund (UNICEF) and World Food Programme (WFP):

- No specific guidance on nutrition could be found.

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<sup>19</sup> Procedural guidance on food and nutrition security analysis within the country analysis stage of UNDAF development, and thematic guidance on the linkages of food and nutrition security with livelihood restoration and disaster risk reduction.

## Annex 4: Country Interview Guide – English Version



# United Nations System Network for Scaling Up Nutrition

## Review of UNDAF Nutrition Tools in Countries

### Interview Guide

#### Introduction

According to the commitments made at the first UN System Network for SUN meeting held in Nairobi in August 2013, the UN Nutrition Network is organizing this review study to analyze existing tools for nutrition and identify the needs of UN Country Teams (UNCT) to strengthen the nutrition component (referring to nutrition-specific programming and nutrition-sensitive development actions) of the UNDAF and/or UNDAF, and to strengthen the implementation in the form of joint UN action in support of national plans.

This questionnaire is addressed to those UN staff who were involved in the development process of the current UNDAF, namely members of the UNCT, the program management committee and coordination officers, as well as to the technical officers of UN agencies in country dealing with nutrition.

#### The questions will address the following 4 areas:

1. Overview of the development process of your current UNDAF:
  - Tools and guidance notes utilized for that UNDAF process.
2. Your perception on how nutrition is reflected in the current UNDAF:
  - Comprehensiveness of multi-sectoral approach (including country relevant nutrition-specific and nutrition-sensitive approaches)
  - Alignment with national nutrition plan and common results framework.
3. Uptake of UNDAF after the planning process, operationalization into joint actions
  - With focus on much is / could be done jointly.
4. Possible support from the UN Nutrition Network (global, regional) to further:
  - Ensure adequate nutrition content in the UNDAF and its development process?
  - Advance the uptake/implementation in terms of joint actions (in various forms)?

#### Instructions

Please take 15 minutes to reflect on the questions in this interview guide, before the dialogue will take place. Please note that question 3 is to be answered individually, while the remainder will be discussed as a group in the planned interview. To maximize the efficiency of the interview, please read and reflect upon the issues, and if applicable, make notes beforehand.

Thank you for your collaboration and taking to time to participate in this important project. Please be assured that information gathered during these interviews will be processed and treated anonymously in the final outputs.

## Composition and brief profile of participants in the dialogue

Name	Position and Affiliation (today)	Participated in current UNDAF's development process? <i>[Yes / No]</i>

*If none of the participants in the interview participated in the UNDAF/UNDAF development, please complete only Sections 3 and 4*

### 1. The development process of the current UNDAF

1.1	Please describe the process for developing an UNDAF in your respective country (include an overall time line)
1.2	When will its Mid-Term Review be undertaken and what is the expected completion date?
1.3	Was there a team created specifically for Nutrition in the last UNDAF process?
	<input type="checkbox"/> Yes <input type="checkbox"/> No
<i>If YES, please continue with question 1.4</i>	
<i>If NO, please go to question 1.7</i>	
1.4	Who led the Nutrition team? What was his/her key responsibilities?
1.5	Please complete the table below with answers to the following questions: Who were the different people on the team, involved in the development process?

	What was the position and agency affiliation for each at that time? What was the role of each in the UNDAF development process?																																	
	<table border="1"> <thead> <tr> <th>Title</th> <th>Affiliation / Agency</th> <th>Role in the process</th> </tr> </thead> <tbody> <tr><td></td><td></td><td></td></tr> </tbody> </table>	Title	Affiliation / Agency	Role in the process																														
Title	Affiliation / Agency	Role in the process																																
1.6	Was the Nutrition team a subgroup of another thematic team? If so, of which team?																																	
<i>If there was not a specific team for Nutrition, please answer 1.7 and 1.8:</i>																																		
1.7	Which team or individuals developed the Nutrition content of the UNDAF? With what agencies were they affiliated? How did they organize themselves?																																	
1.8	Are there others whose contributions you would like to mention?																																	

## 2. Use of Tools and Guidance Notes in the UNDAF development process

2.1	Which tools and guidance notes did you use in the development of the Nutrition content of the current UNDAF?
2.2	Were you aware of the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and UNDAF'?
	<i>(Each participant should answer individually)</i> <input type="checkbox"/> Yes <input type="checkbox"/> No
2.3	Did you use the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and the UNDAF'?
	<i>(Each participant should answer individually)</i> <input type="checkbox"/> Yes <input type="checkbox"/> No
<i>If NO, please continue with questions 2.4 &amp; 2.5</i>	
<i>If YES, please go to question 2.6</i>	
2.4	Why did you not use that guidance note?

	<p>To what extent does each factor below help to explain why you did not use the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and UNDAF'?</p> <p><i>(first check the box for the factors that apply, then indicate the importance of a factor by circling either VERY IMPORTANT, SOMEWHAT IMPORTANT or NOT IMPORTANT. See the example below.</i></p>
	<p><input checked="" type="checkbox"/> Example</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> We preferred to use other supporting documents</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> We found the content of the note was not helpful</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> We did not have time</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> We forgot</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> It was not in the right language</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> We were told not to use it</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> Other <i>(please specify)</i> _____</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p> <p><input type="checkbox"/> Other <i>(please specify)</i> _____</p> <p>VERY IMPORTANT ---SOMEWHAT IMPORTANT---NOT IMPORTANT</p>
2.5	<p>Please give any further details about these or other reasons why you did not use the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and the UNDAF'</p>

<p><b><i>If YES: you did use the Guidance Note on Integrating Food and Nutrition Security into Country Analysis and the UNDAF, please answer questions 2.6-2.10:</i></b></p>	
2.6	<p><b>During which phase(s)</b> of the development of the UNDAF did you use the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and the UNDAF'?</p> <p><i>(Please check all those applicable)</i></p>
	<p><input type="checkbox"/> Roadmap</p> <p><input type="checkbox"/> Country Analysis</p> <p><input type="checkbox"/> Strategic Planning and UNDAF Results Matrix</p> <p><input type="checkbox"/> M &amp; E</p>
2.7	<p>Which of the following statements best describes the <b>frequency of use of the 'Guidance Note</b> on Integrating Food and Nutrition Security into Country Analysis and the UNDAF'?</p> <p><i>(Please check one)</i></p>
	<p><input type="checkbox"/> An essential element of the process</p> <p><input type="checkbox"/> Frequently used throughout the process</p> <p><input type="checkbox"/> One of several documents that was used</p> <p><input type="checkbox"/> Looked at occasionally in one of the phases of the process</p>

	<input type="checkbox"/> Barely used												
2.8	Overall, how would you <b>rate the quality of the instruction provided</b> by the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and UNDAF'?												
	<i>(Please circle one number from 1 [Very Helpful] to 5 [Not Helpful])</i>												
	1 Very Helpful 2   3 Moderately Helpful 4   5 Not Helpful												
2.9	Please indicate <b>which sections</b> of the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and UNDAF' you used and rate the usefulness of each.												
	<i>First check the box for the sections that you used, then indicate the usefulness of the section by circling a number from 1 (Very Useful) to 5 (Not Useful at all)</i>												
	<input checked="" type="checkbox"/> 1 2 3 4 5 <i>Example "Section no. Topic"</i> <input type="checkbox"/> 1 2 3 4 5      1 Introduction <input type="checkbox"/> 1 2 3 4 5      2.1 Multidimensional nature of FNS <input type="checkbox"/> 1 2 3 4 5      2.2 Challenges to ensuring FNS <input type="checkbox"/> 1 2 3 4 5      2.3 FNS in the context of the MDGs <input type="checkbox"/> 1 2 3 4 5      2.4 FNS and the five UNDAF programming principles <input type="checkbox"/> 1 2 3 4 5      2.5 Policy context and global governance system for FNS <input type="checkbox"/> 1 2 3 4 5      3.1 Vulnerability assessment & analysis of causal factors <input type="checkbox"/> 1 2 3 4 5      3.2-3.7 Various thematic paragraphs <input type="checkbox"/> 1 2 3 4 5      4.1 Roadmap <input type="checkbox"/> 1 2 3 4 5      4.2 Country Analysis <input type="checkbox"/> 1 2 3 4 5      4.3 Strategic planning and UNDAF results matrix <input type="checkbox"/> 1 2 3 4 5      4.4 Monitoring and Evaluation <input type="checkbox"/> 1 2 3 4 5      Annex 1 Examples												
2.10	Were there any important component which you found were missing from the 'Guidance Note on Integrating Food and Nutrition Security into Country Analysis and UNDAF'?												
	<i>Please list 3 of them and detail the reasons for their importance and usefulness.</i>												
	<table border="1"> <thead> <tr> <th></th> <th>Component</th> <th>Why would it be useful?</th> </tr> </thead> <tbody> <tr> <td>1</td> <td></td> <td></td> </tr> <tr> <td>2</td> <td></td> <td></td> </tr> <tr> <td>3</td> <td></td> <td></td> </tr> </tbody> </table>		Component	Why would it be useful?	1			2			3		
	Component	Why would it be useful?											
1													
2													
3													

*Please continue to Section 3. All participants should complete Sections 3 and 4:*

### 3. Suggestions for support and guidance for elaboration of UNDAF Nutrition content

3.1	<p>What are your recommendations regarding the content and format of a useful tool or guidance note for Nutrition?</p> <p><i>Please indicate your responses in terms of the following aspects:</i></p>												
<table border="1"> <thead> <tr> <th data-bbox="300 432 553 464">Aspect</th> <th data-bbox="553 432 1328 464">Suggestions</th> </tr> </thead> <tbody> <tr> <td data-bbox="300 464 553 779">Format</td> <td data-bbox="553 464 1328 779"> <p>Do you like a written document as is the current format of the existing guidance note?</p> <p>Would you suggest changing its format (or adding formats such as a powerpoint, video, training, or other?)</p> </td> </tr> <tr> <td data-bbox="300 779 553 1037">Technical content</td> <td data-bbox="553 779 1328 1037"> <p>What technical content would you like to see included?</p> <p>What other type of content would you recommend?</p> </td> </tr> <tr> <td data-bbox="300 1037 553 1318">Dissemination and availability</td> <td data-bbox="553 1037 1328 1318"> <p>Are you able to easily access the current Guidance Note?</p> <p>What could be done to make it more accessible and wider known?</p> </td> </tr> <tr> <td data-bbox="300 1318 553 1575">Additional Tools</td> <td data-bbox="553 1318 1328 1575"> <p>Are there specific tools or examples that would be helpful?</p> <p>Which ones ?</p> </td> </tr> <tr> <td data-bbox="300 1575 553 1703">Other</td> <td data-bbox="553 1575 1328 1703"></td> </tr> </tbody> </table>	Aspect	Suggestions	Format	<p>Do you like a written document as is the current format of the existing guidance note?</p> <p>Would you suggest changing its format (or adding formats such as a powerpoint, video, training, or other?)</p>	Technical content	<p>What technical content would you like to see included?</p> <p>What other type of content would you recommend?</p>	Dissemination and availability	<p>Are you able to easily access the current Guidance Note?</p> <p>What could be done to make it more accessible and wider known?</p>	Additional Tools	<p>Are there specific tools or examples that would be helpful?</p> <p>Which ones ?</p>	Other		
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Other													
3.2	<p>If you had to <b>recommend up to 2 documents to a colleague</b> who is about to engage in the development of Nutrition components for an UNDAF, what would the 2 documents be?</p>												
	<p>1.</p>												

	<hr/> <hr/> <p>2.</p> <hr/> <hr/>
3.3	What kind of support, beyond a guidance note, would be needed to strengthen the quality and prominence of Nutrition in the UNDAF and its development process?
3.3.1	How could the UN Nutrition Network help in this regard?

#### 4. Uptake of the UNDAF and its operationalization into Joint Action

4.1	According to your perception, how would you rate the nutrition content of the current UNDAF? Does it adequately address the direct and underlying causes of malnutrition, specific to your country, in all its forms?
	<p>Key issues to consider in your rating might include the priority given to nutrition relative to the nutrition situation in the country (undernutrition, micronutrient deficiencies and overweight and obesity), the completeness of the causal factors addressed, and the adequacy of the actions included.</p> <p><i>(Please circle the appropriate rating)</i></p> <ol style="list-style-type: none"> <li>1. Perfectly appropriate</li> <li>2. Appropriate</li> <li>3. Satisfactory</li> <li>4. Not satisfactory</li> <li>5. Completely inadequate</li> </ol>
4.2	Please give 2 reasons for your rating (ref question 4.1).
	<p>1.</p> <hr/> <hr/> <p>2.</p> <hr/> <hr/>
4.3	Does the UNDAF adopt a comprehensive multi-sectoral approach (with nutrition-specific interventions and a nutrition-sensitive approach), and if so, in which way?
4.4	How is the UNDAF's nutrition content aligned with national nutrition plans and the

	national results framework? Provide specific examples
4.4.1	Overall, how would you rate the alignment with national nutrition plans and results framework?
	<p><i>(Please circle the appropriate rating)</i></p> <ol style="list-style-type: none"> <li>1. Perfect alignment</li> <li>2. Good alignment</li> <li>3. Some alignment</li> <li>4. Little alignment</li> <li>5. No alignment.</li> </ol>
4.5	How do the UNCTs implement the current UNDAF Framework?
4.5.1	Which agencies participate in implementing the framework?
4.5.2	Which UN agencies, active in the country, do NOT participate – or participate only minimally - in implementing the framework?
4.5.3	What are the reasons for minimal or no participation in implementing the framework?
4.6	<p>What are the joint implementation mechanisms?</p> <p>Are there mechanisms for joint oversight? e.g. Do you have a joint program, basket fund or coordination team for a nutrition program?</p> <p><i>Please answer Y/N, then describe</i></p>
4.6.1	What challenges do agencies experience in using the implementation mechanisms?

4.6.2	Which mechanisms work really well, and why?
4.7	What actions by the UN Nutrition Network (global, region) could enhance joint actions in various forms? <i>Please provide specific examples</i>

***Thank you for your responses to this survey.  
Your input is most appreciated.***



## **Review de l'UNDAF - des Outils quant à la Nutrition**

### **Guide d'Interview**

#### **Introduction**

Conformément aux engagements pris lors de la première réunion du réseau des Nations Unies pour SUN, tenue à Nairobi en août 2013, le réseau organise cette étude d'analyser les outils en matière de nutrition et d'identifier les besoins des équipes de pays des Nations Unies afin de renforcer la composante nutrition (se référant à la programmation spécifique de la nutrition dans les actions de développement) du plan-cadre UNDAF et/ou UNDAF, et de renforcer la mise en œuvre sous forme d'actions communes des Nations Unies à l'appui des plans nationaux.

Ce questionnaire est adressé aux membres du personnel des Nations Unies qui ont été impliqués dans le processus de développement de l'actuel plan-cadre, à savoir les membres de l'équipe des Nations Unies, le comité de gestion du programme et de la coordination des agents, ainsi que pour les agents techniques des organismes des Nations Unies dans le pays traitant de la nutrition.

#### **Les questions porteront sur les 4 domaines suivantes:**

5. Présentation du processus de développement de votre UNDAF actuel :
  - Outils et Notes d'orientation utilisées pour ce processus du PNUAD (Plan Cadre des Nations Unies pour l'Aide au Développement (UNDAF))
6. Votre perception de la manière dont la nutrition est reflétée dans le Plan-cadre actuel :
  - Exhaustivité de l'approche multisectoriel (y compris des approches spécifiques quant à la nutrition de ces pays)
  - L'alignement avec plan national sur la nutrition et du cadre commun de résultats.
7. Exécution de l'UNDAF après le processus de planification, et mise en œuvre des actions conjointes
  - Avec accent sur le fait que beaucoup est / pourrait être fait conjointement.
8. Appui possible de la part du réseau SUN de l'ORGANISATION DES NATIONS UNIES (mondial, régional) afin de :
  - Garantir que la nutrition est adéquatement présente dans le Plan-cadre et de son processus de développement?
  - Avancer l'exécution/mise en œuvre d'actions conjointes (sous diverses formes)?

#### **Instructions**

Veillez prendre 15 minutes pour réfléchir sur les questions posées dans ce guide de l'entrevue, avant le dialogue aura lieu. Veillez noter que toutes les questions seront examinées en tant que groupe, mais pour ceux qui demandent une notation, nous vous demanderons de réponses

individuelles si aucun consensus n'est atteint. Pour maximiser l'efficacité de l'entrevue, veuillez lire et réfléchir sur les questions et, le cas échéant, prendre des notes au préalable.

Je vous remercie de votre collaboration et de prendre à temps pour participer à cet important projet. Soyez assuré que les informations recueillies au cours de ces entretiens seront traitées anonymement dans les produits finals.

## Composition du groupe des participants au dialogue et un bref profil de ceux-ci

Nom	Position et Affiliation (aujourd'hui)	Ont participé dans le Plan-cadre actuel du processus de développement? <i>[Oui/Non]</i>

*Si aucun des participants à l'entrevue n'a participé dans le cadre de l'UNDAF/UNDAF développement, veuillez n'indiquer que les Sections 3 et 4*

### 1. Le processus de développement du plan-cadre actuel

1.1	Veillez décrire le processus de développement d'un UNDAF dans vos pays respectifs (inclure un temps global line)
1.2	Quand son examen à mi-parcours sera entrepris et quelle est la date d'achèvement prévue?
1.3	Est-ce-qu' une équipe a été créée spécifiquement pour la nutrition dans le dernier processus du PNUAD?
	<input type="checkbox"/> Oui <input type="checkbox"/> Non

*Si oui, veuillez continuer à la question 1.4*

*Si NON, veuillez passer à la question 1.7*

1.4	Qui a dirigé l'équipe de Nutrition? Quel a été son/ses principales responsabilités?																														
1.5	Veuillez remplir le tableau ci-dessous avec les réponses aux questions suivantes : Qui étaient les différentes personnes de l'équipe, impliqués dans le processus de développement ? Quelle a été la position et l'agence affiliation pour chaque à ce moment-là? Quel a été le rôle de chacun dans le cadre de l'UNDAF processus de développement?																														
	<table border="1"><thead><tr><th>Titre</th><th>Affiliation / Agence</th><th>Rôle dans le processus</th></tr></thead><tbody><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr></tbody></table>	Titre	Affiliation / Agence	Rôle dans le processus																											
Titre	Affiliation / Agence	Rôle dans le processus																													
1.6	Était l'équipe de Nutrition un sous-groupe d'un autre équipe thématique? Dans l'affirmative, de quelle équipe?																														
<i>Si il n'y avait pas une équipe spécifique pour la nutrition, veuillez répondre 1.7 et 1.8 :</i>																															
1.7	Quelle équipe ou personnes ont mis au point le contenu nutritionnel du PNUAD? Avec quels organismes sont-ils affiliés? Comment se sont-ils organisés eux-mêmes?																														
1.8	Est-ce qu'il y a d'autres personnes, dont les contributions vous voudriez mentionner?																														

## 2. Utilisation des outils et des Notes d'orientation dans le cadre de processus de développement de l'UNDAF

2.1	Quels outils et notes d'orientation avez-vous utilisés dans le développement du contenu nutritionnel de l'actuel PNUAD?

2.2	<p>Étiez-vous au courant de la "Note d'orientation sur l'intégration de la sécurité alimentaire et de la nutrition pendant l' analyse de pays et l'UNDAF"?</p> <p><i>(Chaque participant doit répondre individuellement)</i></p> <p><input type="checkbox"/> Oui <input type="checkbox"/> Non</p>
2.3	<p>Avez-vous utilisé la "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et le PNUAD"?</p> <p><i>(Chaque participant doit répondre individuellement)</i></p> <p><input type="checkbox"/> Oui <input type="checkbox"/> Non</p>
<p><i>Si NON , veuillez continuer les questions 2,4 &amp; 2,5</i> <i>Si "OUI" , veuillez passer à la question 2.6</i></p>	
2.4	<p>Pourquoi n'avez-vous pas utilisée cette note d'orientation?</p> <p>Dans quelle mesure chaque facteur ci-dessous aide à expliquer pourquoi vous n'avez pas utilisé la "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et le PNUAD"?</p> <p><i>(Vérifier d'abord la case pour les facteurs qui s'appliquent, puis indiquer l'importance d'un facteur en encerclant soit très important, assez important ou pas important. Voir l'exemple ci-dessous.</i></p> <p><input checked="" type="checkbox"/> Exemple</p> <p>TRÈS IMPORTANT <u>QUELQUE</u> PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Nous avons préféré utiliser d'autres pièces justificatives</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Nous avons trouvé que le contenu de la note n'était pas utile</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Nous n'avons pas eu le temps</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Nous avons oublié</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Il n'était pas dans la bonne langue</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> On nous a dit de ne pas l'utiliser</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Autres <i>(veuillez préciser)</i> _____</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p> <p><input type="checkbox"/> Autres <i>(veuillez préciser)</i> _____</p> <p>TRÈS IMPORTANT QUELQUE PEU - - - - - --IMPORTANT PAS IMPORTANT</p>
2.5	<p>Veuillez donner plus de détails sur ces raisons ou d'autres pourquoi vous n'avez pas</p>

	utilisé la "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et le PNUAD'

<b>Si oui: vous avez utilisé la Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et le PNUAD, veuillez répondre aux questions 2.6 - 2,10:</b>	
2.6	<p>Quand avez-vous utilisé la "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition dans l'analyse de pays et le Plan-cadre au cours de l'élaboration du PNUAD "?</p> <p><i>(Veuillez cocher tous ceux applicables)</i></p>
	<p><input type="checkbox"/> Feuille de route</p> <p><input type="checkbox"/> Analyse de pays</p> <p><input type="checkbox"/> Planification stratégique et matrice de résultats du PNUAD</p> <p><input type="checkbox"/> M &amp; E</p>
2.7	<p>Laquelle des affirmations suivantes décrit le mieux la fréquence d'utilisation <b>de la "Note d'orientation</b> sur l'intégration la sécurité alimentaire et de la nutrition dans analyse de pays et le Plan-cadre"?</p> <p><i>(Veuillez cocher une seule)</i></p>
	<p><input type="checkbox"/> Un élément essentiel du processus</p> <p><input type="checkbox"/> Fréquemment utilisé tout au long du processus</p> <p><input type="checkbox"/> L'un des documents qui a été utilisé</p> <p><input type="checkbox"/> Regardé occasionnellement dans l'une des phases du processus</p> <p><input type="checkbox"/> À peine utilisé</p>
2.8	<p>Globalement, comment évalueriez-vous la qualité de <b>l'enseignement dispensé</b> par la " Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et de l'UNDAF'?</p> <p><i>(Veuillez encercler un nombre de 1 [très utile] à 5 [Pas serviable])</i></p>
	<p>1 Très utile</p> <p>2  </p> <p>3 Modérément utile</p> <p>4  </p> <p>5 Pas utile</p>
2.9	<p>Veillez indiquer <b>quelles sections de la</b> "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et le Plan-cadre" que vous avez utilisé et taux l'utilité de chaque.</p> <p><i>D'abord cochez la case pour les sections que vous avez utilisé, puis indiquez l'utilité de la section en encerclant un nombre de 1 (très utile) à 5 (pas utile du tout))</i></p>
	<p><input checked="" type="checkbox"/> 1 2 <b>3</b> 4 5 Exemple "Section no. Rubrique"</p> <p><input type="checkbox"/> 1 2 3 4 5 1 Introduction</p> <p><input type="checkbox"/> 1 2 3 4 5 2.1 Caractère multidimensionnel du FNS</p> <p><input type="checkbox"/> 1 2 3 4 5 2.2 Défis pour assurer FNS</p>

	<input type="checkbox"/> 1 2 3 4 5 2.3 FNS dans le cadre des OMD <input type="checkbox"/> 1 2 3 4 5 2.4 FNS et le PNUAD cinq principes de programmation <input type="checkbox"/> 1 2 3 4 5 2.5 Contexte politique et système mondial de gouvernance de FNS <input type="checkbox"/> 1 2 3 4 5 3.1 Évaluation de la vulnérabilité et de l'analyse des facteurs de causalité <input type="checkbox"/> 1 2 3 4 5 3,2 - 3,7 paragraphes thématiques divers <input type="checkbox"/> 1 2 3 4 5 4.1 Feuille de route <input type="checkbox"/> 1 2 3 4 5 4.2 Analyse par pays <input type="checkbox"/> 1 2 3 4 5 4.3 planification stratégique et matrice de résultats du PNUAD <input type="checkbox"/> 1 2 3 4 5 4.4 Suivi et évaluation <input type="checkbox"/> 1 2 3 4 5 Annexe 1 Exemples												
2.10	<p>Est-ce qu'il y avait des éléments importants qui selon vous étaient absents de la "Note d'orientation sur l'intégration la sécurité alimentaire et de la nutrition en analyse de pays et l'UNDAF"?</p> <p><i>Veillez mentionner 3 d'entre eux et exposer en détail les <b>raisons de leur importance et leur utilité.</b></i></p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 10%;"></th> <th style="width: 40%;">Composant</th> <th style="width: 50%;">Pourquoi serait-il utile?</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">1</td> <td></td> <td></td> </tr> <tr> <td style="text-align: center;">2</td> <td></td> <td></td> </tr> <tr> <td style="text-align: center;">3</td> <td></td> <td></td> </tr> </tbody> </table>		Composant	Pourquoi serait-il utile?	1			2			3		
	Composant	Pourquoi serait-il utile?											
1													
2													
3													

***Veillez continuer à la Section 3. Tous les participants doivent remplir les sections 3 et 4 :***

### **3. Suggestions de soutien et d'orientation pour l'élaboration du contenu « Nutrition » de l'UNDAF**

3.1	<p>Quelles sont vos recommandations en ce qui concerne le contenu et le format d'un outil utile ou note d'orientation pour la nutrition?</p> <p><i>Veillez indiquer vos réponses en termes des aspects suivants :</i></p>

Aspect	Suggestions
Format	<p>Aimez-vous un document écrit, comme le format de l'actuelle note d'orientation?</p> <p>Pourriez-vous suggérer de changer son format (ou ajout formats tels que un powerpoint, vidéo, à la formation ou à d'autres?</p>
Contenu technique	<p>Quel contenu technique aimeriez-vous voir inclus?</p> <p>Quel autre type de contenu recommanderiez-vous?</p>
Diffusion et disponibilité	<p>Êtes-vous en mesure d'accéder facilement à la présente Note d'orientation?</p> <p>Qu'est-ce qui pourrait être fait pour le rendre plus accessible et plus largement connue?</p>
Outils supplémentaires	<p>Y a-t-il des outils ou des exemples qui seraient utiles?</p> <p>Lesquels ?</p>
Autres	
3.2	<p>Si vous devriez recommander <b>un maximum de 2 documents à un collègue qui est</b> sur le point de s'engager dans le développement de la composante Nutrition s pour un plan-cadre, quels seraient ces 2 documents?</p>
	<p>1. _____</p> <p>2. _____</p>
3.3	<p>Quel genre de soutien, au-delà d'une note d'orientation, serait nécessaire pour renforcer la qualité et l'importance de la nutrition dans le cadre du PNUAD et son processus de</p>

	développement ?
3.3.1	Comment le réseau Nutrition de l'ONU pourrait aider dans ce contexte ?

#### 4. Le démarrage de l'UNDAF et son opérationnalisation dans une Action Commune

4.1	<p>Selon votre perception, comment évalueriez-vous le contenu nutritionnel de l'actuel plan-cadre? A-t-il adéquatement adressé les causes directes et sous-jacentes de la malnutrition, spécifiques à votre pays, sous toutes ses formes?</p> <p>Questions clés à prendre en compte dans votre classement peuvent inclure la priorité donnée à la nutrition par rapport à la situation de la nutrition dans le pays (la dénutrition, les carences en micronutriments et la surcharge pondérale et l'obésité), l'exhaustivité des facteurs de causalité adressés, et l'adéquation des mesures incluses.</p> <p><i>(Veuillez encercler la note appropriée)</i></p> <p>6. Parfaitement approprié  7. Approprié  8. Satisfaisant  9. Pas satisfaisant  10. Complètement inadéquat</p>
4.2	<p>Veillez donner 2 raisons por votre évaluation (ref question 4.1 ).</p> <p>1. _____</p> <p>2. _____</p>
4.3	<p>Est-ce que le Plan-cadre pour adopter une approche multisectorielle globale (avec des interventions spécifiques « nutrition » et une approche sensible à la nutrition), et dans l'affirmative, de quelle manière?</p>
4.4	<p>Comment le contenu « nutrition » du Plan-cadre est aligné avec la nutrition à l'échelle nationale et les plans nationaux du cadre de résultats? Fournissez des exemples spécifiques</p>
4.4.1 .	<p>Globalement, quelle note attribueriez-vous l'alignement avec la nutrition national plans</p>

	et le cadre des résultats?
	<p><i>(Veuillez encercler la cote appropriée)</i></p> <p>6. Alignement parfait  7. Bon alignement  8. Certains l'alignement  9. Peu d'alignement  10. Aucun alignement.</p>
4.5	Comment les équipes mettent en œuvre l'actuel plan-cadre UNDAF?
4.5.1	Quels organismes participent à la mise en œuvre du plan-cadre?
4.5.2	Quels organismes DES NATIONS UNIES, actif dans le pays, ne participent pas - ou participer que de façon minimale - dans la mise en œuvre du plan-cadre?
4.5.3	Quelles sont les raisons pour cette participation minime ou manquante dans la mise en œuvre du plan-cadre?
4.6	<p>Quels sont les mécanismes de la mise en œuvre commune?</p> <p>Existe-t-il des mécanismes de contrôle conjoints?  Par ex. Avez-vous un programme commun, des fonds ou un équipe de coordination pour un programme de nutrition?</p> <p><i>Veuillez répondre Y/N, puis décrire</i></p>
4.6.1	Quels sont les défis que les organismes rencontrent en utilisant des mécanismes de mise en œuvre?
4.6.2	Mécanismes qui fonctionnent vraiment bien, et pourquoi?

4.7	Quelles actions prises par le réseau « Nutrition » des Nations unies (global , régional) pourraient stimuler des actions conjointes sous différentes formes ? <i>Veillez fournir des exemples spécifiques</i>

***Je vous remercie de vos réponses pendant cette enquête.  
Votre contribution est très appréciée.***

## Annex 6: Country profile

Region	Country	Development launch or period	Current UNDAF cycle	REACH	MDG-F*	Coherence Initiatives	Nutrition Cluster (OCHA)	UN Joint Program	Interviewed	Desk Review
Africa (Sahel)	Cameroon	2012	2013-2017			DaO 2014 -			X	
	Chad	June 13-August 14	2010-2015**	X		DaO 2014 -	X		X	X
	Gambia	April 2010 - July 2011	2012-2016						X	
	Mauritania	May 2010 - May 2011	2012-2016	X	X	No				X
	Niger	November 2011 - June 2013	2014-2018	X	X	DaO	X		X	X
	Senegal	2010	2012-2016			X	No			
Africa	Democratic Republic of the Congo	July 2011	2013-2017			No	X			
	Ivory Coast	July 2011	2013-2015			DaO 2014 -				
	Guinea	October 2010 - April 2012, res. September 2014	2013-2017			DaO 2014 -				
	Guinea Bissau	April 2011	2013-2017		X	One UN			X	
	Kenya	March 2013 - January 2014	2014-2018			DaO 2010 -		X		X
	Rwanda	2011-13	2013-2018	X		OneUN 2006 -		X	X	X
Asia & Pacific	Nepal	June 2011 - June 2012	2013-2017	X		No			X	X
	Pakistan	March 2011 - July 2012	2013-2017			OneUN 2006 -			X	X

	Sri Lanka	March 2011	2013-2017			No			X	X
Latin America & the Car.	Costa Rica	NA	2013-2017			No				
	Haiti	February 2012	2013-2016			No				

UNITED NATIONS SYSTEM

STANDING COMMITTEE  
ON NUTRITION

**The United Nations System Standing Committee on Nutrition (UNSCN) is the food and nutrition policy harmonization forum of the United Nations.** Its vision is a world free from hunger and malnutrition, where there are no longer impediments to human development.

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