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Local Capacity Building in Title II Food Security Projects: A Framework

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Executive Summary

Although food security projects have always included capacity building activities, there is not enough monitoring, evaluation, and documentation of these activities to generate lessons learned and best practices. The USAID Office of Food for Peace's new strategic plan for 2004-08 will give a higher priority to capacity building activities within projects, providing an incentive for cooperating sponsors to more systematically conduct, monitor and evaluate capacity building activities within their projects.

This paper establishes a conceptual framework for local capacity building within food security projects. It is designed to provide Title II policy-makers and cooperating sponsors with a basic reference tool for the design, implementation, monitoring and evaluation of projects' capacity building activities at the local level.

This framework builds on the USAID food security framework, in which food availability, access and utilization constitute the three pillars of food security. It focuses on the local level and, therefore, accounts for all actors who work toward food security within a geographic community, such as a district, village or neighborhood. These actors include individuals, households and associations, as well as the local leadership. Each plays a different and useful role in producing community food security. Community food security is the result of their combined activities and efforts.

The framework defines capacity as the ability to productively use one's asset base to protect and enhance one's food security. It further defines capacity building as a process by which actors increase their abilities to use their assets and enlarge their asset base, or at least maintain it. This applies at the community level as well, where the asset base includes the pool of public goods and where managers are the community leaders.

The local level capacities that protect and enhance food security, as well as control risks and decrease households' vulnerability, are divided into two broad types: analytical and managerial capacities and general capacities.

Emphasizing capacity building in community food security projects has some implications for project design, implementation, monitoring and evaluation. It affects the nature of beneficiaries, the time at which beneficiaries should be involved in the project, the choice of project activities, the sequence of their implementation and the techniques used in the process.

Monitoring and evaluation of these projects should look at the increments of the asset base at all levels in the community and at the increments of the different actors' abilities to use their assets productively toward the protection and enhancement of their food security.

Assessing the potential for sustainability of new capacities can include an examination of: (1) the autonomy of the beneficiaries' performance, (2) the availability of necessary resources over the medium term and the community's capacity to access them, and (3) the sense of participation, including community support of volunteers who provide services to protect and enhance their community's food security.

Contents

ACRONYMS

ABCD	Asset Based Community Development	IR	Intermediate Result (from FFP strategic objective)
CB	Capacity Building	LOA	Life of Activity
CS	Cooperating Sponsor	LCB	Local Capacity Building
DAP	Development Activity Program	M&E	Monitoring and Evaluation
DCHA	USAID's Bureau for Democracy, Conflict and Humanitarian Assistance	NGO	Non-Governmental Organization
FAM	Food Aid Management	PVO	Private Voluntary Organization
FFP	USAID Office of Food for Peace	USAID	United States Agency for International Development
FS	Food Security	WG	Working Group
FSC	Food Security Committees	UNDP	United Nations Development Program
FY	Fiscal Year		
IPTT	Indicator Performance Tracking Table		

1. Introduction

Title II Cooperating Sponsors' projects have always emphasized building local capacities to enhance households' food security. In the past, these efforts were more often considered, monitored and documented as an important part of the process for achieving project results, but their outcomes and impacts were not evaluated. This was due to previous USAID Office of Food for Peace (FFP) requirements that did not consider capacity building as an acceptable "higher order" objective of Title II Food Security projects.

With the transfer of the Office of FFP to the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA), capacity building activities are receiving renewed focus. The FFP Strategic Plan for 2004-2008 (currently under development) proposes as its strategic objective to "Reduce Food Insecurity in Vulnerable Populations." The first intermediate result (IR1) is concerned with enhancing FFP's global leadership, while the second intermediate result (IR2) aims to increase the field impact of the Title II program. The pursuit of IR2 is especially relevant to capacity building. It will be achieved through the protection and enhancement of human capabilities (Sub-IR2.1), the protection and enhancement of livelihood capacities (Sub-IR2.2), the protection and enhancement of community resiliency (Sub-IR2.3) and the increase of communities' capacities to influence factors (decisions) that affect food security (Sub-IR2.4).

The Food Aid Management (FAM) Local Capacity Building (LCB) working group, consisting of cooperating sponsors conducting food security projects under Title II, has been focusing on the issue of measurement of local capacities that are built through their programs in the field. This is particularly timely, as capacity building will receive high priority in the Title II program, and cooperating sponsors need to report on their achievements in this area.

It is in this context that the current effort to establish a conceptual framework for capacity building at the community level is taking place. The framework should provide policy makers and cooperating sponsors with a reference tool to examine programs and design, promote, monitor and evaluate their capacity building activities at the local level.

2. The methodology

Previous efforts of the FAM LCB working group produced an in-depth review of Indicator Performance Tracking Tables (IPTTs) from cooperating sponsor projects and constructed a database of all indicators used to monitor and evaluate capacity building in the field from 18 PVOs/NGOs holding 84 programs in FY2001 (Ferris-Morris 2002). A preliminary framework was sketched based on the monitoring and evaluation (M&E) process, categorizing LCB indicators under inputs, process, outcomes and impact while differentiating between various levels of capacities, such as organizations or systems capacities, community capacities for self-development and individual and household capacities.

The framework presented here builds on the previous work, as well as new information provided by cooperating sponsors about their current activities. New information was collected through a document review and a short questionnaire about capacity building activities in the cooperating sponsors' most successful projects. Additional information came from an examination of related literature, including the concept paper for FFP's strategic plan for 2004-08 and commissioned papers leading to the concept paper (Webb and Rogers 2003, Haddad and Frankenberger 2003). The FAM LCB working group organized a workshop to generate inputs from the cooperating sponsors into this work-in-progress on August 27-28, 2003. Results from the workshop were incorporated into this paper.

3. Capacity and capacity building

3.1. Capacity

Capacity is often defined in terms of ability and performance. For example, the United Nations Development Programme (UNDP) defines capacity as "the ability […] to perform functions effectively, efficiently and sustainably" (UNDP 1997).

In the context of local food security, a community needs the ability to perform many functions, starting with ensuring that food is available and accessible for all in a sustainable manner and that people can and do utilize foods adequately. Additional critical functions relate to reducing vulnerabilities and increasing resiliency for the entire community (Webb and Rogers 2003, FFP 2003).

One's capacity to perform in any domain rests on one's asset base and the ability to use it productively. This capacity can be applied at the individual and organizational levels, as well as the community level. Commonly, assets are categorized as managerial, physical or environmental, human or technical, financial or economical and social (Green and Haines 2002; Mathie and Cunningham 2003, Lowe and Schilderman 2001).

For example, to produce more food, people rely on physical assets such as productive land and water. They use their agricultural knowledge and farming skills, which are technical assets. Women selling cakes rely on their savings or their access to micro-credit, which are their financial assets, to procure raw materials for their income generating activities. They draw on the community's physical assets as they use roads and markets to sell their products. Local farmers associations providing agricultural extension services draw on their technical assets to deliver sound agricultural messages, while they use their community's social assets when they use local branches of farmer associations in outreach to benefit individual farmers. Table 1 gives examples of assets for each category and abilities to use them.

Thus, the "ability to productively use one's asset base to perform a function" can adequately summarize the working definition of capacity. This applies equally to individuals, households, organizations and communities.

3.2. Capacity building

Whereas the concept of capacity translates assets and abilities into performance, the concept of *capacity building* is associated with transformation processes and increments in capacities or performance. Increasing capacities can imply broadening the asset base, but this is insufficient for enhancing performance. The act of increasing capacities encompasses the enhancement of abilities to use assets productively.

Yet another dimension is crucial to capacity building in the context of development: *sustainability*. Building capacities would seem a useless effort if they were not sustainable. A major challenge facing food security projects is ensuring their capacity building activities are not only instrumental to the success of a specific project component, but that the new capacities will be put to use and contribute to the sustainability of food security in communities over the long-term.

3.2.1. Increasing assets and developing abilities through food security projects

Title II food security projects comprise a number of components, most often corresponding to sectors of development such as health, agriculture and economic development.

Table 1: Examples of assets and abilities in each category

Category	Examples of specific assets	Examples of specific abilities to use assets
Managerial	Presence of systems (M&E, surveillance, sentinel sites, etc.). Presence of a local authority that establishes local development plans	Establish and use a local food security framework; assess food security, risks and vulnerabilities in the population; devise food security and risk mitigation plans; use information from the available local information systems; manage local funds; advocate; be accountable and responsive to population's concerns; etc.
Physical and environmental	Marketplaces and other infrastructures, tools and manuals, natural resources (water, soil, clean air, forest, mineral resources, wildlife, etc.)	Productively use and maintain infrastructures; use appropriate tools; use natural resources productively yet sustainably; etc.
Human and technical	People's education, knowledge, technical skills, etc.	Maintain local literacy/numeracy programs in the community; train new community workers (e.g., community health or agricultural agents, nutrition counselors, model mothers in HEARTH programs, workers in the growth monitoring programs, community proposal writers)
Financial and economical	Presence of financial institutions and credit schemes (institutional or informal), pools of investors, access to financial resources, well-established market circuits, etc.	Use and manage credit; continue performing income generating activities after the removal of project support; attract investment and raise funds; develop and market new products; etc.
Social	Norms, shared understanding, trust, networks, social and professional organizations, social safety nets, strong political leadership, etc.	Local organizations actively promote food security behaviors, and conduct profitable income generating activities; local political bodies link vertically and horizontally with various structures to protect and enhance their community's food security; communities mobilize to implement food security action plans and participate actively in food security relevant decisions; etc.

Food security projects can increase *communities' asset bases* by investing in infrastructure and providing other material and physical inputs, by developing new tools and by increasing the population's knowledge level in various domains, such as health, nutrition, agriculture, literacy, numeracy, accounting, bookkeeping and specific techniques used in income generating activities. Furthermore, organizing and structuring local civil society also creates new social assets in communities.

On the other hand, food security projects can *build capacities* by developing people's abilities to use and maintain their infrastructure, use their new tools, actually put in practice their new knowledge, and conduct income-generating activities in an autonomous fashion with high potential for sustainability. Increasing the performance of local structures, including that of government offices, to address local food security issues is another way in which food security projects contribute to building communities' capacities. An important contribution that rests more specifically with food security projects is building communities' capacities to establish their own food security framework and plan of action, promote a shared understanding of determinants of local food insecurity and vulnerability within and outside the community and identify risks to food security and develop ways to mitigate them.

The above examples show how capacity building activities in food security projects are, in essence, slightly different than the sectoral activities, per se, although sometimes the difference is so subtle that it can be difficult to perceive. One way of looking at it is that the focus of capacity building activities is on the process of increasing abilities, beyond just increasing the asset base. Their results are reflected in the practices and performances of people in various functions as they work toward achieving their food security.

The overall sectoral activities may or may not include capacity building activities within their scope, but they are usually designed to at least broaden the asset base. Their results have been reported in terms of sectoral performances, such as yields of crops achieved and kilometers of roads built, or in terms of human and social assets, such as increased nutrition knowledge and the number of new organizations established in communities.

Disentangling the two kinds of activities can be made easier by using two different lenses to examine a project or its components: one to examine assets and sectoral performances and one to examine the ability to use assets productively and sustainably.

4. Framework for Local Capacity Building in Title II Food Security Projects

This framework establishes the relationship between local capacity and community food security. It first enriches USAID's basic food security framework with the concepts of complementarities and synergies between food availability, access and utilization and identifies potential risks communities often face that affect their ability to achieve food security. It then presents two broad types of capacities that Title II Food Security projects can build at the local level to increase communities' abilities to enhance their food security and manage the risks they may face. The other sections of this paper expand on various local food security actors that can benefit from project efforts in capacity building, the implications of this framework for project implementation and monitoring and evaluation of LCB activities in these projects.

4.1. Basic elements of food security

4.1.1. Food availability, access and utilization

Food availability, food access and food utilization are the basic elements of USAID's food security framework. Figure 1 below shows that framework as a structure (like a table) with the basic elements as its pillars. All three pillars are necessary, and none can sustain food security by themselves. As Webb and Rogers (2003) write, food availability is necessary but insufficient to ensure food access and food access is necessary but insufficient to ensure adequate food utilization.

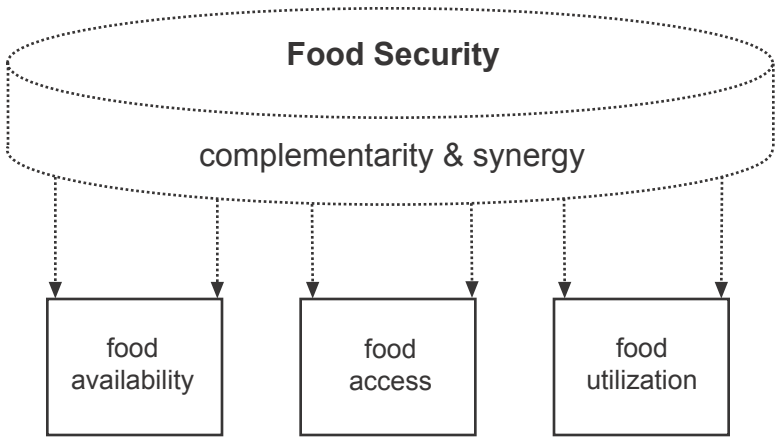
4.1.2. Complementarities and synergy between food availability, access and utilization

In order to produce food security, all three elements must also act complementarily. This implies that interventions that aim at strengthening any element must ensure that results will complement or enhance the situation of the other elements of the framework and especially that they will not negatively affect any of them. For example, if food production or increases in income are achieved at the expense of proper childcare, then the child's food utilization and health may become even more at risk, putting the child's own food security in jeopardy.

Ensuring complementarities between the basic elements may require the broadening of an intervention to include activities addressing the other elements. For example, when food production is diversified and increased, it is important that families also learn how to utilize the new products and that markets can supply the necessary inputs for production, as well as absorb production surpluses. Ensuring the complementarities between the three pillars also brings about their synergistic effects. Better fed people can produce a better work output and increase their capacities to manage their food security.

In Figure 1 below, complementarities and synergy are being added to the basic USAID framework. They provide the link between the basic elements of the framework and give their purpose to these sustaining pillars. Viewed from this perspective, it is clear that the pillars need to work together to "hold" food security. Without ensuring the complementarities and synergies between food availability, access and utilization, intervention results can weaken or jeopardize food security.

Figure 1: Enriching the food security framework



Projects can build their staff and beneficiaries' capacities, first to understand the links between these pillars and secondly to ensure that their complementary and synergistic aspects are promoted to enhance households and communities' food security.

4.1.2. Risks and vulnerability

However, some risks can jeopardize the achievement of community food security. For example, loss of harvest to severe pest infestation can disrupt food availability. Seasonal or sudden floods can isolate a community from markets and job opportunities, reducing their access to food. An infectious disease outbreak can impair people's ability to maximize their food utilization.

Webb and Rogers (2003) point to three large categories of risks, which can affect the state of any food security element or mitigate its contribution to food security. These are natural shocks, economic risks and social and health risks. Some risks manifest themselves as sudden shocks and take the form of a crisis; others present a quasi-permanent struggle for some segments of the population. In fact, chronic vulnerability is a major problem of underdevelopment. For example, poverty, mild malnutrition, ethnic and gender marginalization, and powerlessness are a few determinants of chronic vulnerability that projects can address (CARE 2003). Communities and households are all the more vulnerable when they are not prepared to cope with risks and do not have the necessary buffers to absorb shocks when they occur. Repeated shocks can drive households or communities into a downward spiral of asset depletion, decreasing their resiliency further with each strike.

4.2. Types of capacities food security projects can build in communities

The local capacities needed to ensure and enhance food security, as well as to control risks and decrease vulnerabilities, can be divided into two broad types: "analytical and managerial" capacities and "general" capacities, as described below.

4.2.1. Analytical and managerial capacities

Analytical and managerial capacities are capacities that enable populations and their leaders to discuss and reflect together on their concern about food security, to assess the food security situation, establish a food security action plan, target, monitor and evaluate food security activities, design ways to mitigate risks and decrease vulnerability, advocate for food security and make other decisions that affect food security at different levels in the community. These capacities broaden the communities' understanding and sharing of a food security framework and allow them to focus on food security in the midst of various options for action planning.

Leaders in particular need to develop such capacities to promote the complementary aspects and synergy between activities affecting food availability, access and utilization in their community, monitor and manage the risks community members face and to reduce their vulnerability, promote the accumulation of buffers that can mitigate shocks, and implement and target special programs that help families quickly recover after a crisis.

Analytical and managerial capacities also apply to the organizational and household levels. The literature offers many examples of building managerial capacity at the organizational level (Fowler 1997, Holloway 1997, IFRC 2000, Care Nepal 1997, INTRAC web site). At the household level, examples could be the management and distribution of new resources or assets within the household in a manner that increases

the food security of all members, or securing buffers that protect the household's asset base when it is facing shocks. These capacities can also contribute to increased bargaining power of the more vulnerable individuals within the household, such as women with young children and elders.

4.2.2. General capacities

In this framework, other categories of capacity are grouped under "general capacities." They are usually directly associated with each food security pillar separately. They refer to those capacities needed to (1) produce food and otherwise increase its availability; (2) produce income, control food prices and promote food access; and (3) adequately utilize foods (in terms of consumption and/or in terms of physiological utilization of nutrients). In many cases, these capacities materialize through capacity building activities promoting improved practices and behavioral changes at the individual and household levels.

Most capacity building activities in this group are instrumental to the success of specific sectoral project activities. For example, activities improving technical skills and transferring appropriate knowledge about improved farming practices contribute to the success of project activities in the agricultural sector, which aim to increase food availability. Increasing mothers' knowledge about appropriate feeding practices for their young children contributes to the success of project activities in the health and nutrition sector, which aim to enhance food utilization. Table 2, below, gives an example of how capacity building activities in the Morulem project by World Vision International in Kenya are instrumental to the attainment of the objectives of the component activity.

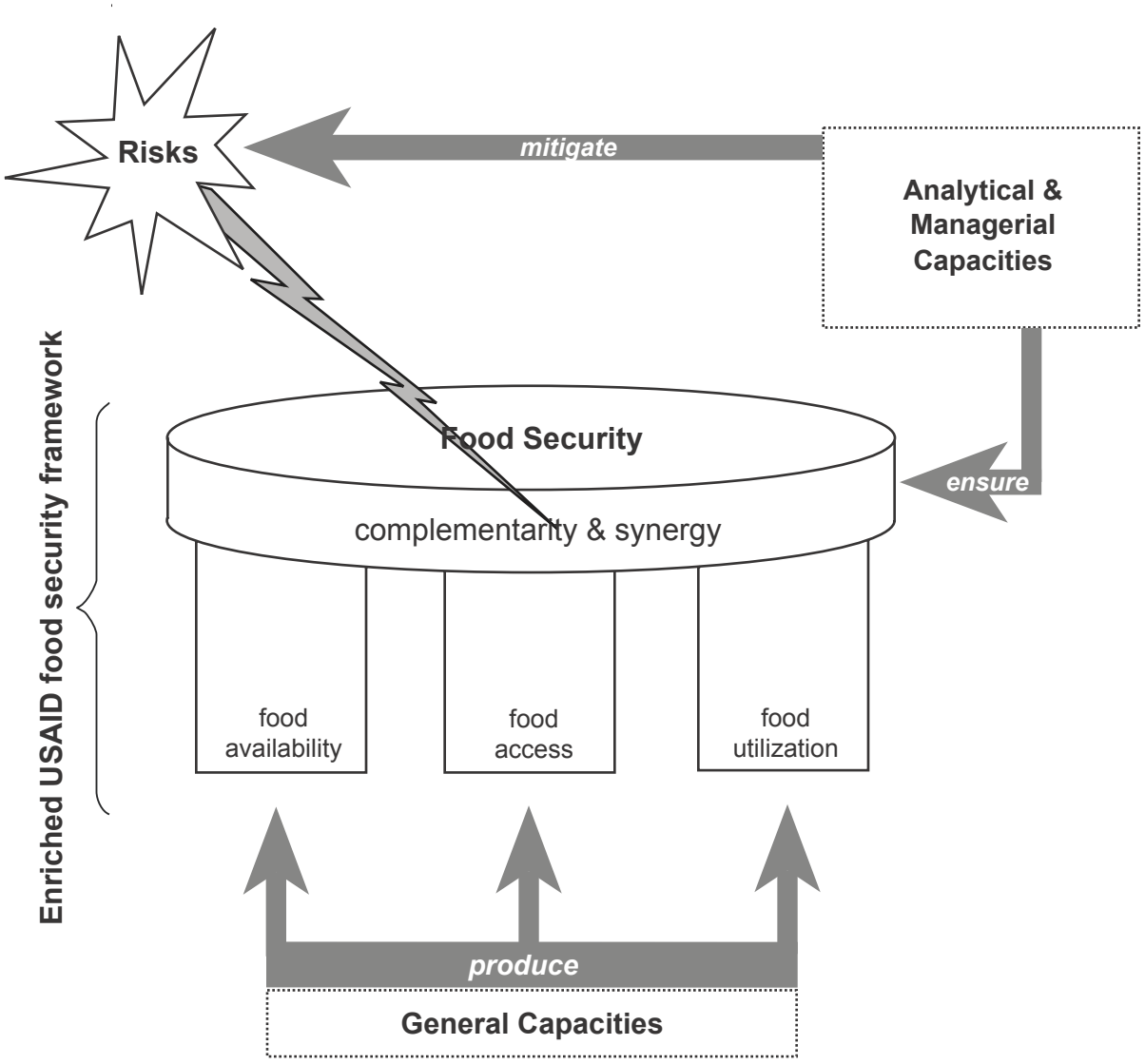
Table 2: Example of how capacity building activities are instrumental to the achievement of project component objectives

Component activity objective	Capacity building activity	Capacity building activity's objective / desired outcome
To increase agricultural production and achieve adequate household level of grain production during years of normal rainfall to supply 80% of household food grain needs	• Training farmers in appropriate irrigation farming technologies • Training farmers through participatory approach in agroforestry technologies • Training farmers in income generating activities • Training farmers in use of animal traction	• Farmers who are skilled in irrigated farming • Farmers who have included agroforestry activities in their farm • Farmers who have started income generating activities that will cushion them against a bad harvest • Farmers who use animal traction in farming activities

In this example, capacity building activities are very closely linked to the agricultural component activity. In fact, they are instrumental to the attainment of its objectives.

In summary and as illustrated in Figure 2 on the following page, this framework clearly shows the need for and the relationship between the various categories of local capacities in the achievement of food secure communities. General capacities are focused on assuring that the conditions necessary for achieving adequate food availability, adequate food access and adequate food utilization are met. Managerial and analytical capacities are required to achieve the complementarities and synergy between these three pillars. In addition, managerial and analytical capacities are required to assess and manage risks so they do not block community food security.

Figure 2: Major locus of action for the "Analytical and Managerial" capacities and for the "General" capacities to enhance community food security



5. Actors involved in creating food security at the community level

For the purposes of this paper, the term "community" will be used in its geo-political sense, and will mean the lowest administrative unit at which the project is working. This can be a village, a town, a district, etc. In any case, it means a "community of place" as opposed to a "community of interest." It implies a group of individual residents governed by the same political or traditional authoritative body as opposed to, for example, a community of faith or a professional community, which are not geographically circumscribed.

Thus, a community is a place where people live, work and access goods and services while engaging in a multitude of other social and economic activities. When a food security project begins in a new community, it becomes part of a rich and complex set of intricate human relations, with established dynamics between individuals, local groups, political and administrative leadership, and external organizations. Local capacity building activities to ensure a food secure community may involve them all.

As Eade (1997) puts it, "Like development itself, capacity building is concerned with social and political relationships. It cannot, therefore, be viewed in isolation from the wider social, economic and political environment – governments, markets and the private sector, as well as CBOs, NGOs and other institutions, right down to the community, household and personal level."

Food security at the community level results from the activities carried out by all actors in the community. From individuals to the political leadership, each plays a different role in society and in the realization of the community's food security. Their tasks and responsibilities vary as well as their need for capacity building.

5.1. Specific roles of community actors in building community food security

5.1.1. Local administrative and political leadership

The overall responsibility of the local leadership, whether it is the local governmental administration, the traditional leadership or the local development committee, is to plan and provide community services and manage public resources. This includes providing residents with infrastructure and services related to transportation, markets, power and sanitation. It means facilitating access to basic education and health services and promoting productive use of public assets within the community while managing their sustainability and preventing their depletion. The leadership's role is also to assess and manage community vulnerabilities and risk of shocks, and prevent failure to access the community's asset base by insecure households.

In the context of community food security, this means planning local development with a focus on food security by using resources (community assets) in a manner that fosters food availability, accessibility and proper utilization, and managing the overall food security in the community. Table 3 on the following page gives examples of specific activities that food security projects have been promoting that fall under this level of responsibility.

Table 3: Activities that are the responsibilities of the local administration and political leadership

Food security variable	Specific activities
Promoting food availability	• Develop roads, markets, food and seed storage facilities, cereal banks, etc.
Promoting food accessibility	• Promote an environment that can sustain economic activities (roads, markets, etc.) and ensure and improve public services (power, water and waste disposal, etc.) • Attract investments, development projects and financial institutions offering affordable micro-credit
Promoting food utilization	• Promote accessibility and utilization of nutrition and health services, including availability of safe places to conduct such activities • Promote child growth monitoring, hearth programs and community nutrition education • Collaborate with government and donors in health programs
Overall management of food security	• Monitor community food security levels • Assess vulnerabilities and potential risks • Establish and implement food security action plans, natural resource management plans and risk mitigation plans • Develop community acceptable targeting mechanisms for action plans to benefit poor and food insecure households • Advocate for financial capital investment (attract funds from donors, the local/national private sector, individuals from the area currently residing elsewhere, projects, government programs, etc.)

However, truly representative leaders constitute the most legitimate locus for decision making and planning affecting the whole community's food security. As good governance and democratic processes have been associated with better distribution of benefits from interventions, projects should especially target representative leaders for capacity building in planning for food security and in the establishment of risk mitigation plans at the community level. This includes building their capacity for participatory planning and good governance.

5.1.2. Local groups

In each community, some people form groups to increase their own capacities to perform various functions and access resources. Groups have been a preferred entry point into a community for many food security projects. They often offer a natural and easily manageable structure facilitating outreach in the community. However, it is important to recognize that groups present a wide but uneven range of capacities and credibility in the eyes of the population. By nature, they rarely represent the whole population in the community. This also limits their legitimacy to conduct planning at the community level.

On the other hand, local groups are often linked laterally to other communities, broadening their array of capacities. Some groups are also linked vertically, providing their members with access to a larger pool of assets outside their community. These can also exert influence on higher level policies and play a major role in raising funds and attracting programs, projects and investments.

Table 4: Activities that are the responsibilities of local groups

Food security variable	Specific activities
Food availability	• Farmers/herders associations produce, transform and/or sell foods in local markets • Develop and participate in producers networks and markets
Food accessibility	• Groups and associations conduct income generating activities • Organize buyers clubs • Local groups and association chapters attract external funds or other re sources laterally and vertically • Tontines and other informal credit schemes provide access to credit
Food utilization	• Women's groups/associations promote child nutrition and counsel mothers on adequate family nutrition and hygiene practices • Self-help groups offer support to lactating mothers
Overall food security management	• Plan and conduct activities promoting food security • Participate in community decision making about food security • Express/voice population's concerns with their food security • Vertical and lateral exchange of resources, activities and information relevant to food security • Producers associations advocate for food production and marketing policies at higher levels

Usually, members subscribe to a group voluntarily. Groups may be formed on the basis of age, gender, place of residence, faith, activity or on any combination of those. Examples are women's groups, farmers associations and youth groups. An important issue when concentrating project activities on local groups is the potential bias against a segment of the most food insecure people in the population. Poor households can represent a significant proportion of those not participating in any group. This often results from self-exclusion due to risk aversion and limits to participation imposed by lack of transport, ethnicity or otherwise limited social, economic or health conditions (FAO 1995).

Increasing communities' food security capacities includes strengthening the capacity of civil society to organize into a variety of groups in order to provide services to their members, and to increase their ability to better leverage the larger pool of assets. This will enable them to positively contribute to their community's food availability, accessibility and utilization.

5.1.3. Local food security or development committees

Many food security projects set up local food security committees (FSCs) or local development committees. Across the spectrum of cooperating sponsors, there are variations in the establishment procedures and composition of these committees, but most are mandated to play an important role in the development of food security action plans and in maintaining communication between the community and the project.

These committees are usually set up by projects when none existed prior to collaboration with the villages (in most cases so far, these activities are taking place in rural areas). Committees may be comprised of representatives from many or all of the local groups in the community. Elsewhere, cooperating sponsors are strengthening existing committees established by the government.

Food security committees (FSCs) in Africare programs in Chad and Mali are comprised of village group leaders and traditional leaders. They are responsible for their community's food security action plans.

The WVI program in Bangladesh is working with district and municipal Disaster Management Committees to draw up contingency plans to protect the population during floods.

Objectives for capacity building at this level lie with increasing abilities in planning, M&E, communication, mobilization (particularly of support and participation) and development and use of a local food security framework, thereby raising capacities to promote linkages between different project activities and food security.

However, the committee's level of effective legitimacy, legal authority and credibility in the community, as well as outside the community, may be an issue, both during the project's life and afterward. Its sustainability is often another issue. Projects must ensure that the committee has a legitimate authority before transferring community level responsibilities and power to them. They must also contribute to developing community interest and capacity to support the committee and maintain an active FSC over the long term, where appropriate.

5.1.4. Households and individuals

Within their households, individuals may contribute in many different ways to food security. In many contexts, within the same household, men's and women's asset bases (including entitlements) and abilities vary greatly, and their respective responsibilities for food security may vary as well, though not always proportionately to their capacities (Gervais 1993). When one's responsibilities outgrow his/her capacities, the individual becomes more vulnerable and can experience high insecurity, affecting health and the ability to care for others and perform other functions.

A household can be a very complex unit. Some are mononuclear units, but many present different structural arrangements. Some households form a large unit with many extended family members residing within it for some time during the year, which then divides into mononuclear families during periods of food insecurity. Some may change their patterns of using or sharing assets over the year to mitigate risks and decrease their vulnerability in the face of potential shocks, such as drought or the usual food shortage period before the new harvest season. Many households completely change configuration as men migrate to find alternative income sources while remaining members of the extended family conglomerate. The patterns are numerous and they have a significant impact on the determinants and profile of food security in the community. This variation complicates processes of monitoring and evaluating food security at the community level but has to be taken into account when assessing the situation.

In most contexts where Title II programs are implemented, households are essentially the primary producers of goods, especially food. Their productive capacity is a major determinant of their own food security. It also plays an important role in the community's food security by making more or less food available in the market.

How communities develop their infrastructure (roads, markets, etc.) and service base (schools, health services, water and power, etc.) affects households' capacities to contribute to their community's overall food security.

5.2. Addressing food security at multiple levels

Many food security projects are already addressing multiple levels in the community by targeting different activities to various actors. For example, Africare's program in Burkina Faso is addressing food security actors at all levels in the communities where it works. Its child growth monitoring activity targets individual mothers and community health workers for participation and children for direct benefit. Its agricultural activities are targeting farmers associations for cereal production and animal husbandry and women's groups for vegetable gardening. Its income generating activities are targeting women's groups. Community education activities are targeting the whole community with education in nutrition and sanitation, HIV/AIDS and child rearing. Finally, food security committees comprised of various community leaders are targeted for capacity building activities to enhance their abilities in establishing food security action plans, monitoring the food security levels in the community and ensuring the complementarities between the activities contributing to community food security.

Other projects also address food security at many levels, even if they do not address all levels at once. Determining a community's capacity building needs or evaluating a community for its level of capacity to enhance its food security implies observing performance and capacities at all these levels.

5.2.1. Implications for project design and implementation

To address the "big picture" of food security at the community level, it is necessary to have a good understanding of the determinants underlying households' capacity to use, protect and enhance their asset base, secure their livelihoods, maintain their safety nets and participate in their community's affairs. It is also important to understand the social structure and dynamics of decision making in the community that affect the community's asset base, its provision of services, and the ways people access those services.

This, in turn, can inform the selection of capacities that projects can build in communities to enable them to better address their food security issues. This understanding is also crucial for determining the most appropriate level of targeting for specific capacity building activities in the community.

Broadening the scope of food security project activities to include a focus on community capacity building has at least five implications for project implementation.

First, it determines the **nature of beneficiaries**. Addressing food security at the community level includes all members in the community. Some levels within the community might need more capacity building than others, varying across different geographic and sectoral areas. Community leadership has not been the conventional target of food security interventions, yet it plays an important role in the longterm management of community development, presenting a high potential for benefit from food security project's capacity building efforts. Moreover, working with leaders provides a good opportunity for projects to build democratic values and communities and leaders to increase their experience of good governance at the local level.

Second, it affects the **time** at which to involve the various stakeholders in the project. Involving beneficiaries from the beginning and at all stages of project implementation presents greater opportunities for beneficiaries to learn how to assess their own capacities and needs, plan actions, conduct activities and participate in processes that affect their food security. It can lead to development of greater process ownership on their part and present opportunities to develop skills for participation in democratic political processes.

Third, the **choice** of project activities is affected. Although the development of a program may require that at least some of the activities be pre-determined, the more opportunities beneficiaries have to influence the choice of project activities, the higher the project's potential to be responsive to community members' specific needs and to engender participation. Furthermore, for sustainability of many project activities, it becomes necessary to expand their scope vertically or horizontally. For example, training in the use of new farming techniques and in the use of new inputs (seeds, soil amendments, tools, etc.) can be instrumental to the achievement of an increase in yield over the life of the activity. However, if the community (particularly the market) is not able to sustain long-term availability and accessibility of these inputs, or if social policies do not promote insecure households' access to land, then poor farmers will not be able to use their new capacities after the project pulls out. The vertical and horizontal expansion of activities may call for capacity building activities and targets of their own.

In conflict-affected Malaku, Indonesia, Mercy Corps builds local NGO capacity using a one-on-one technique, group training, coordination meetings and training at workshops and seminars in Jakarta. It builds civil society's capacity to develop and manage small projects in various sectors through a direct approach to peace building using neutral spaces and do-no-harm principles, and uses modeling to build capacity for transparency and accountability in small project management.

Fourth, the best **sequence** for activity implementation may be determined by focusing on community capacity building. For projects building local capacities to assess the community's food security situation, establish food security actions plans and conduct food security activities, it is logical to implement such activities in that sequence. Specific project activities in various sectors can then emerge from the community food security action plans, and be more naturally linked to one another in a local food security framework.

Fifth, the techniques used for enhancing capacities and implementing project activities greatly influence the efficiency of the project, its potential for durability and its impact on local democracy. Instead of narrowly focusing on the identification of food security problems, their causes and solutions, food security projects can focus more broadly on identifying people's assets, abilities and food security goals and work toward increasing people's capacities to attain these goals. Through this process, populations will confidently develop ways to handle the constraints and other issues that hinder or threaten the realization of their food security goals. The final product has a higher potential for protecting and enhancing people's livelihoods and food security over time.

Annex 3 presents some useful resources pertaining to techniques and approaches that can be used in designing and implementing food security projects and capacity building activities.

By providing a full-circle experience of food security management to communities during a 3 to 4 year program, projects increase the probability that communities will internalize the analytical and managerial capacities they want to build. Results of the capacity building effort can then be evaluated in terms of the community's capacity (as opposed to the project's capacity) to produce food security and to decrease households' vulnerability.

By understanding these implications, policy-makers and cooperating sponsors can make more informed decisions when designing, implementing, evaluating and funding local level food security projects.

6. Monitoring and evaluating local capacity building activities in the context of community food security projects

Measuring community capacity in general presents multiple problems (Chaskin et al 2001). There are problems related to the definition of capacities, the level at which capacities are measured, how to attribute the effect to a specific activity and the measurement methodology. All of them apply to the measurement of capacity building in Title II food security projects. This local capacity building framework begins addressing these issues and provides some structure for the development of projects' monitoring and evaluation plans.

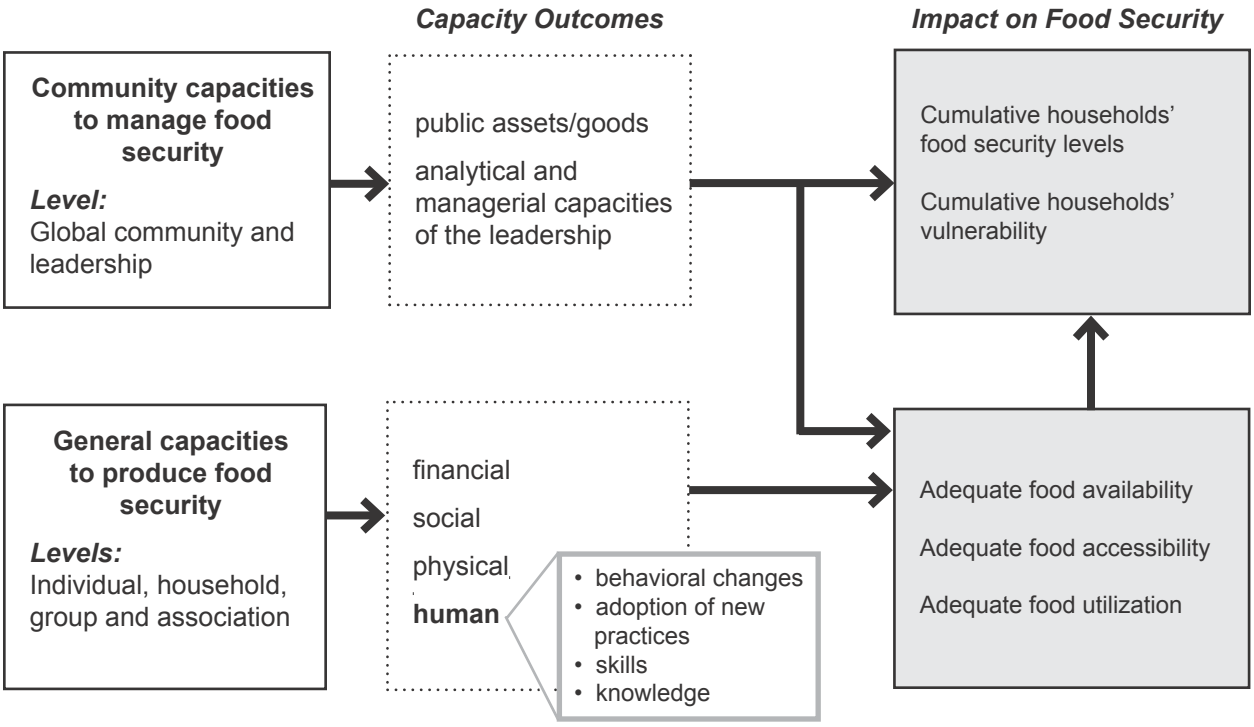
In accordance with the framework in Figure 2 projects can build two broad types of capacities:

1. Analytical and managerial capacities to manage food security at the community level (including creation of new assets at the community level)

2. General capacities in the community to ensure adequacy in food availability, accessibility and utilization (including a global appreciation of new assets created at the association/group, household and individual levels)

Figure 3 below provides a structure for the monitoring and evaluation of the basic components of capacity building.

Figure 3: Basic monitoring and evaluation components of community's capacities to enhance their food security



6.1. Monitoring and evaluation of analytical and managerial capacities

The upper part of Figure 3 concentrates on the global level of the community and its leadership. In order to evaluate the community's capacity to manage its food security, stakeholders need to examine the increase in public assets and goods engendered by the project and changes in leaders' analytical and managerial abilities.

Public assets, such as roads and markets, play an important role in achieving local food availability. Public assets, such as food security action plans, contribute to the overall enhancement of food security in the community. Risk mitigation plans decrease community members' vulnerability to asset depletion and food insecurity.

The public assets created or enlarged can come under any of the asset categories described in the earlier section on capacity and capacity building.[1] Their particular character is their public nature. This means they belong to the community and are managed by the community's leadership for the benefit of community members.

Leaders' abilities comprise their capacity to develop, use and manage the community's asset base, establish and ensure the conduct of food security action plans and risk mitigation plans, promote complementarities and synergy between the various food security activities in their community and mobilize their community to enhance their food security. Increased assets and leaders' abilities constitute the results of the capacity building effort at that level.

Positive outcomes at the leadership level contribute to global food security and a decrease in the vulnerability of households because they enable food availability, accessibility and utilization in the community, and promote their complementarities and synergies. It remains difficult, however, to determine how much of the households' food security level is attributable to these capacities.

6.2. Monitoring and evaluation of general capacities

The lower part of the diagram in Figure 3 examines the "general capacities" that cover all other capacities built within the community. These apply to all other levels, from individuals to their associations. Again, any asset and ability under each category targeted by the intervention should be monitored and evaluated. However, which abilities to examine may vary from one level to another, depending on the specific functions each exercises in food security development, the specific project activities and their objectives. Usually these assets and abilities are closely associated with the sectoral activities for which they were developed.

Typically, these capacities are in agriculture and market gardening, husbandry and herding, small businesses and other income generating activities, nutrition, sanitation, and health education and practices. Specific examples are capacities to grow and prepare new crop varieties, build new types of granaries, prepare enriched complementary foods for young children, conduct growth-monitoring activities and conduct income generating activities, such as pressing and selling oil. Other capacities included in this category are more fundamental and have broader applications, such as literacy and numeracy, and general accounting skills. Overall, these capacities are often measured in terms of knowledge acquisition, reported behavioral changes and adoption of new practices, as shown in the projection box at the bottom of Figure 3.

[1] These assets are classified as human or technical, managerial, financial or economical, physical or environmental and social.

Such capacities constitute the primary outcomes of capacity building efforts through sectoral activities. They can affect food availability, access and utilization at the household level for households participating in these activities. They can impact the measurement of food security at the community level, especially when the benefits of the activities are concentrated in the most food insecure households. For example, the food security indicators "average number of months of adequate food provisioning in the community" or "duration of lean season" will perform better as the number of households entering early into a lean season diminishes.

Hence, measurements of changes in the levels of food security and vulnerability of all households in the community can lead to an appreciation of the capacity building effort. However, that measurement also reflects the effect of all project activities combined. To assess the impact of any specific capacity building activity on food security levels, per se, requires rigorous and extensive qualitative and quantitative surveys. Collaboration with academic or other research institutions would be useful at this early stage of knowledge in measuring results of capacity building activities.

6.3. Sustainability

Sustainability is an important aspect of capacity building efforts that must be examined. Chaskin (2001) characterizes community capacity by its sense of participation, commitment and ability to solve problems and access resources. In the context of this paper, these characteristics are also useful to measure the potential for sustainability in capacities built.

The following generic variables can be applied at each level to examine the sustainability of the capacities built by a project:

1. *Autonomy of performance of the beneficiary, including the capacity to solve problems.* The best time to measure this is just before beneficiaries graduate from the program but after the point when financial support to them has ended.
2. *Availability of the necessary resources over the medium term and the community's capacity to access them.*
3. *Sense of participation and community support.* In cases such as community programs and public service provision by volunteers,[2] community support is a determinant of the sustainability of the structures created.

Ensuring the sustainability of capacities built often requires the horizontal and vertical integration of activities. The level of integration should also be evaluated where appropriate.

6.4. Global assessment of the community's capacity to protect and enhance its food security

To assess results of project efforts to increase communities' capacities to enhance their food security, it is insufficient to focus only on one particular group or level. When only one group is assessed, the assessment relates to that group only and does not refer to the community as a whole. Assessing changes in the elements on the following page provides a good measure of results from projects' capacity building efforts.

[2] Volunteers might perform services as agricultural extension workers, mothers conducting a HEARTH program, volunteers conducting child growth monitoring in the community, participants in Food Security Committees, etc.

1. The existence, functional level and potential for sustainability of public assets essential to food security.

2. The existence, functional level and potential for sustainability of some locally accepted and legitimate social structure that is responsible for managing public assets, food security and risk management plans.

3. The sense of community participation and the level of community support to food security activities and the leaders and volunteers of such activities.

4. The existence and value of food security action plans.

5. The existence and value of risk mitigation plans (especially important in risk prone areas).

6. The existence, functional levels and potential for sustainability of local associations conducting activities which promote household food security.

7. The level of vulnerability of community members (relevant cut-off values and significant qualitative elements of this variable need to be developed with the communities and aligned with international norms when they exist).

8. The level of resiliency of households.

9. Food availability at the community level (presence of food in market and household production).

10. Food accessibility at the community level (affordability and stability of food prices and food basket price relative to income).

11. Food utilization at the community, household and intrahousehold levels (adequate practices in food handling, preparation and consumption at and within the household level, as well as in food stands and local restaurants).

A number of the variables mentioned above can be agglomerated for reporting in the form of an index. Annex 2 summarizes the steps in construction of an index and discusses a few issues relevant to using indices.

Finally, the global project impact on the food security situation at the community level can be measured through:

1. Cumulative household food security level[3] and
2. Cumulative household vulnerability level (including household resiliency capacities).

Annex 1 provides a simple framework for M&E with examples in the area of community food security capacities and a succinct glossary of terms used in Title II food security monitoring and evaluation processes.

[3] Cumulative household food security level can be given in terms of the cumulative or averaged food security levels from all members of the community, or by focusing on changes within the most insecure group in the population.

7. Recommendations to help in design, implementation and M&E of capacity building activities within food security projects

1. Increase cooperating sponsors' internal capacities to work with Food Security and Capacity Building frameworks to design, implement, monitor and evaluate food security projects. At the field level, cooperating sponsors need to take the time in the beginning of projects to build the capacity of their staff to internalize the underlying frameworks of the project. Implementation teams need to understand a food security framework and be able to build it themselves before they assist communities in such tasks. They also need to understand and use the local capacity building framework in order to identify capacity building needs and target the appropriate food security actors in the community.

2. Projects that are not addressing all three elements of the food security framework should be collaborating with other projects or activity in the area that can address the other elements, in order to ensure the complementarities and synergies of their contributions toward building more food secure communities.

3. Targets for capacity building activities should focus on as many levels in the community as necessary and appropriate.

4. In targeting leaders for capacity building, projects must ensure that they are representative of the population and that they enjoy the necessary credibility and support at all levels in the community, enabling them to be productive over the long-term.

5. Projects and beneficiaries would benefit from a more systematic approach to the design, implementation and M&E of capacity building activities based on the concepts of assets and abilities with respect to each level in the community.

6. Projects need to build the capacities of beneficiaries in the use of participatory methodologies and in planning for them to adequately participate in the design of their activities.

7. Since adults learn better "by doing" and by "trial-and-error," projects need to conduct their program over a sufficient period of time to allow opportunities for beneficiaries to fully participate in all stages of the design and implementation of their activities and experience and adapt them under real life conditions over a few reruns of the full cycle of activities.

8. The exit strategy should include a period of limited support to the community, mainly in the form of consultation and observation without financial inputs, allowing beneficiaries to take full responsibility for the management of their activities and adapt them to their own situation and cooperating sponsor to learn lessons for future programs.

9. Projects can enhance the measurement and reporting of results from their capacity building activities by using capacity building indices. However, it remains necessary for them to maintain easy access to the disaggregated data by variable and unit of analysis (household or village, etc.) to compare between areas of the project and analyze specific variables within the index.

10. External factors affecting the capacities projects are trying to build must be taken into account as much as possible and discussed in monitoring and evaluation reports. These can increase the appropriateness of response to monitoring activities and the potential for sustainability of capacities built. It also contributes to a better understanding of results.

11. In order to assess the potential for sustainability of capacities built in the community, evaluators should measure the degree to which new capacities are used in activities. It is not sufficient to only evaluate performance at the end of training sessions. It is also of interest and useful to promote and measure the capacity of communities to ensure training and the transfer of knowledge to new service agents (either volunteers or remunerated staff) and to households and individuals, as appropriate.

12. Collaboration with academia and other research institutes should be sought now to increase practical and theoretical knowledge about the measurement of capacity building in food security projects and contribute in a timely fashion to projects and FFP's strategic framework. Results measurement from capacity building activities within food security projects constitutes a fairly new domain, and best practices and the most useful indicators remain to be identified and tested in the field.

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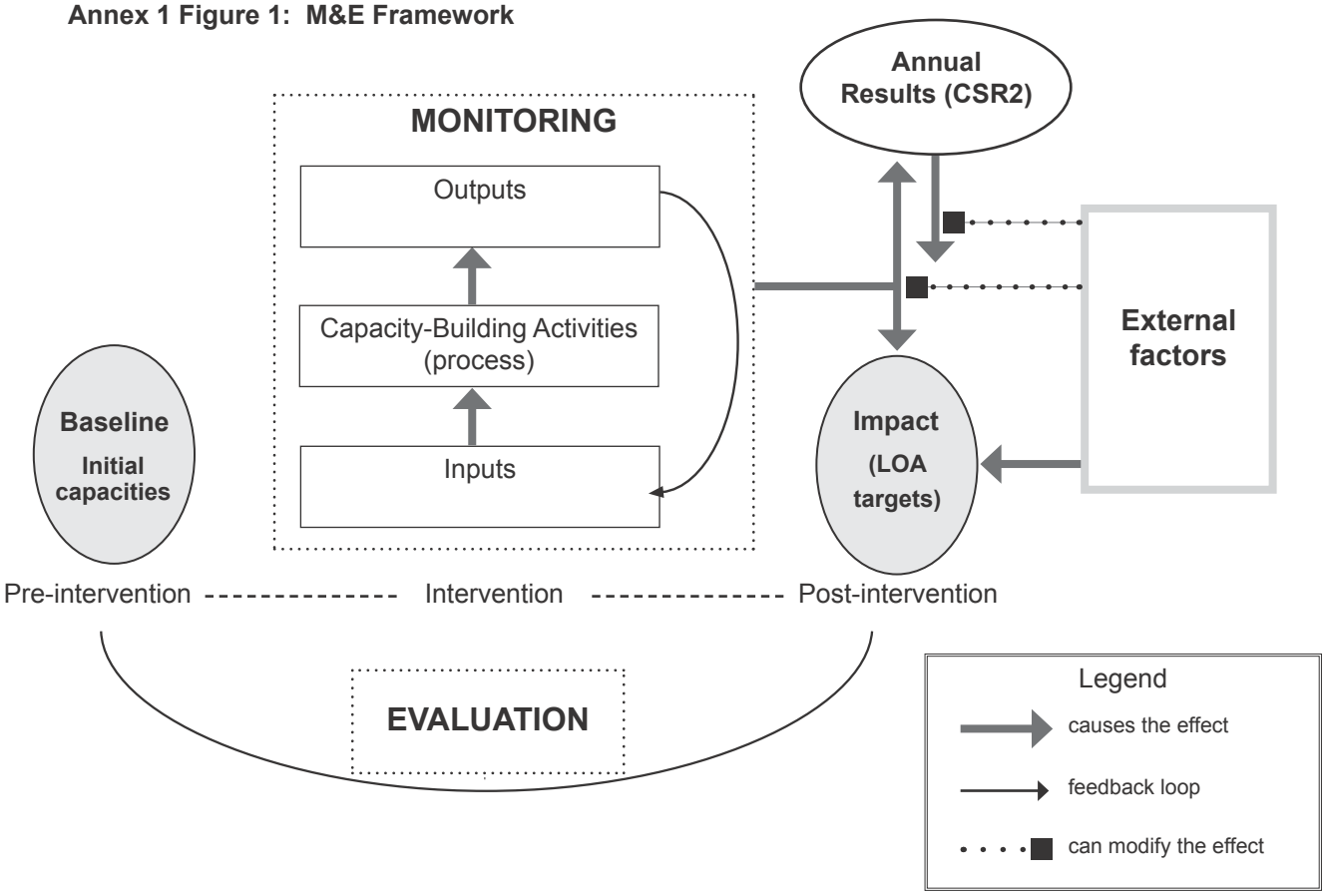
Annex 1: Monitoring and evaluation processes

Monitoring and evaluating local capacity building activities can draw on a conventional M&E framework. As shown in the "monitoring" box in Annex 1 Figure 1 below, the monitoring activities follow how the intervention transforms inputs into outputs and creates results. Cooperating Sponsors report these as annual results in their CSR2. Therefore, for each significant capacity addressed by the project, some annual and LOA targets should be set with the community and other stakeholders.

On the other hand, the evaluation activities, as shown in the shaded ellipses in the figure, compare the capacities before and after the intervention. The difference between these two states is assumed to be caused by the intervention. To evaluate capacity building activities, the pre-post-intervention model is the most useful. When this is not possible, projects can compare capacities between the intervention group and a control group (one that has not participated in the project) at the end of the project. If resources allow, the pre-post with a control group model offer the most rigorous approach to evaluation.

External factors, though outside the control of the project, can still affect its implementation and results in some way. Political, climatic or social factors, for example, can positively or negatively affect project implementation, or mitigate its results. Other development programs working in the same area will also affect the population, but these would not be attributed to the food security intervention. External factors often confound results and need to be discussed in the evaluation report. They also need to be taken into consideration during the project's implementation.

Annex 1 Figure 1: M&E Framework



The evaluation

The evaluation process comprises baseline and impact measurements.

Baseline

Baseline is the measurement of the level of capacities found at the beginning of the project, and it is the basis for comparison at the end of the project. It, hence, needs to be done at the outset of the intervention, prior to any other activity.

It is noteworthy to distinguish between a needs assessment and the baseline. The needs assessment, which is also usually performed before or at the beginning of a project, identifies where the needs are or which capacity the intervention needs to address or strengthen. This needs assessment helps to determine the nature of activities to undertake in the project. The baseline is the measurement of the initial level of the capacities the intervention will address, which is different from their identification.

Impact

Since most food security project interventions seek changes in the social and economic environments of beneficiaries, as well as changes in their practices and behaviors, capacity building activities are obviously often instrumental to the success of the project. Their impact may come through the activities themselves. Moreover, capacity building activities can have a direct impact on livelihoods, as they increase the beneficiaries' capacities to manage their assets, old and new.

At the community level, the impact of the capacity building interventions should focus on capacities to manage and enhance food security. This includes the enhancement of resiliency, decrease in vulnerability, better control over risks and increase in sustainability of livelihoods. See the section on the global assessment of community's capacities for more elements to measure.

Annex 1 Figure 2 presents the elements of M&E in the LCB activities in Title II food security projects in greater detail.

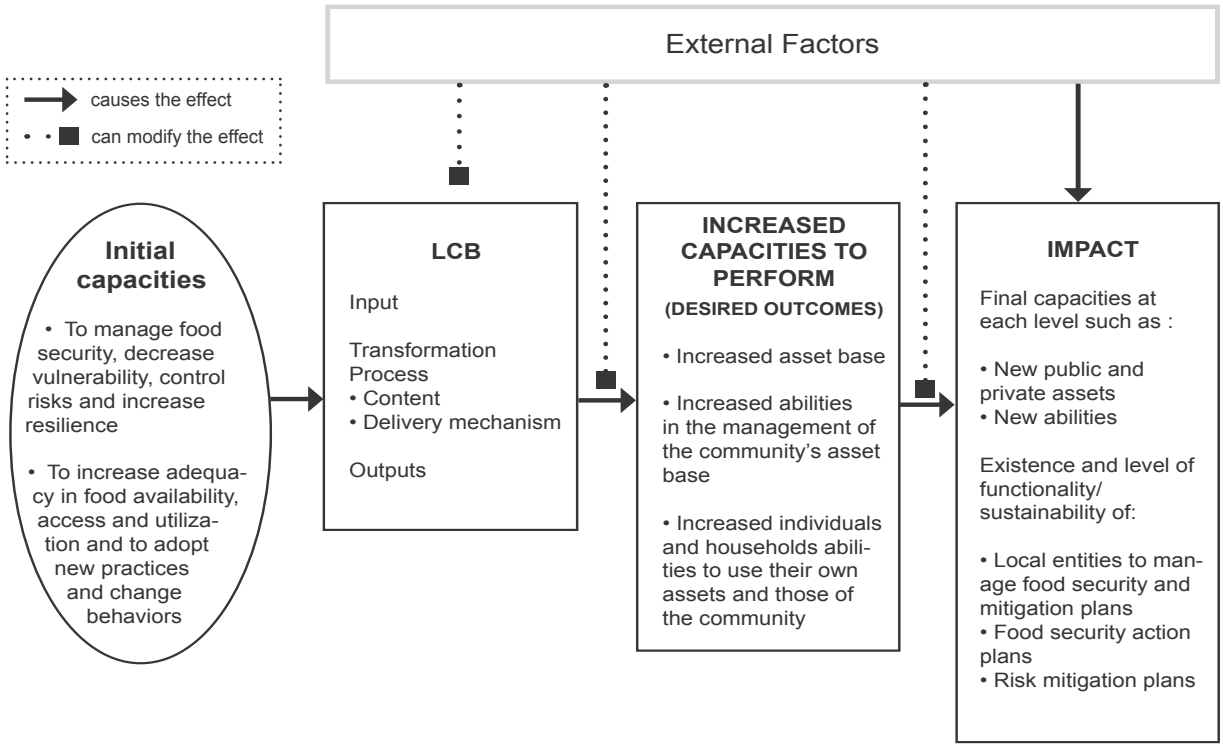
Monitoring

Monitoring the capacity building process means following how specific capacity building activities are progressing and ensuring they contribute toward achieving the project's desired impacts. Monitoring activities accounts for inputs, examines the process and measures outputs and results.

Inputs

Inputs to the process can come both from cooperating sponsors and from beneficiaries. For example, both cooperating sponsors and beneficiaries can contribute financial and material investments in varying levels; moreover, beneficiaries most often contribute manpower, land and meeting space, while cooperating sponsors usually provide education, training, assistance and some essential materials and tools. These inputs are used to produce activities that are expected to increase or enhance the targeted population's capacities and, ultimately, their food security.

Annex 1 Figure 2: M&E of LCB activities in Title II food security projects



The process, or the activities themselves

"Process" refers to the actual capacity building intervention. It covers the methodology and techniques used (e.g., formal training, workshop, meetings) or the approaches (e.g., RRA, PRA, PLA, learning-by-doing, action research, asset based). It also includes activities related to the structuring or strengthening of organizations, communities, and/or networks, including facilitating their access to material and financial inputs. The content in training or other capacity building activities is an important element to consider when examining the process.

Examining the process itself and assessing how and whether it was implemented adequately provides a necessary and crucial piece of information for the interpretation of results. Everyone knows of the impact a bad teacher can have on students' capacities when measured by their outputs. This analogy is very relevant to the area of capacity building in projects.

Outputs

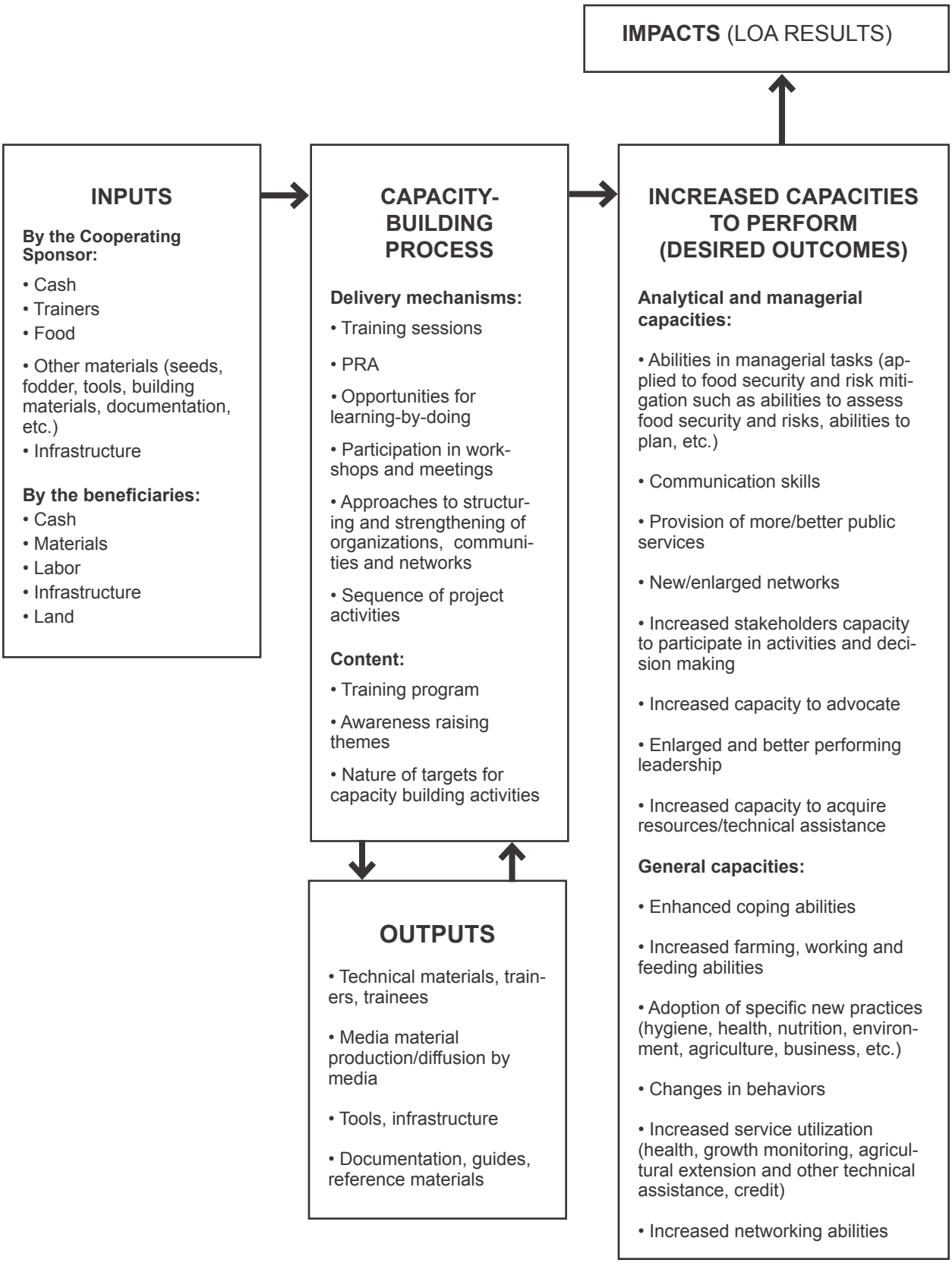
During this process, particular outputs are produced, such as training materials, local trainers, etc. Since these outputs can be used over and over while the intervention expands its coverage, or while the beneficiaries take over their capacity building activities after the project pulls out, it is useful to equally monitor, evaluate and document them. In many instances, they eventually become new inputs into the intervention. This is represented by the feedback loop between the outputs and the inputs in Annex 1 Figure 1. Potential for sustainability of an activity can also be observed at this level when, for example, outputs such as locally trained trainers are fed back into the loop as new inputs. They can also be considered new assets to the community.

Results

The results of the LCB process are intrinsically linked to the objectives of the capacity building activities. For each level of beneficiary, specific objectives for capacity building and corresponding outcomes may differ. For example, issues related to food availability are different whether the project is focusing at the community, farmers association or household level. They also differ according to the sector of interest, such as health, agriculture, small business, etc. For results to be relevant for measurement, they must correspond to the appropriate level in the population and to the sector of interest.

Annex 1 Figure 3 lays out a structure for the monitoring process and gives examples of relevant elements to monitor.

Annex 1 Figure 3: Monitoring the process of LCB in Title II food security projects



Annex 2: Building an index for the measurement of local capacity building for food security

Measuring local capacity building in food security projects and reporting on it can be a daunting task. An index can capture and document some common aspects of local capacity while easing the M&E process. Indices can be particularly useful for measuring **community vulnerability** and the **overall capacity of social organizations or institutions** in the community.

Quick steps for building an index:

1. Identify significant variables of interest that describe the phenomena to be measured (they should emerge from literature and from local knowledge).
2. Determine the relative weight each variable should get in the index (see ***Alternative*** below). For example, if there are 5 variables and if they should be weighted the same, give each a value of 10.
3. Identify the best questions to capture information on each variable (this step involves pre-testing local relevancy).
4. Give a value to each question and ensure that the total value for all questions used to capture any one variable matches exactly the total value pre-determined for that variable. In the example in Step 2, the total value of all questions under one specific variable should equal 10.
5. The index provided in this example has a maximum potential value of 50 points. This corresponds to the total of all 5 variables, where each variable equals a maximum of 10 points allowed for the questions (5 variables X 10 points each = max of 50 points).
6. Determine a scale to use for the measurement of each question (usually a 5 point scale works best).
7. With stakeholders, determine the behavior (or other relevant description) to which each point on the scale corresponds and document it as a reference. This must be done for each question.

Alternatively, consider only the indicators themselves in scoring the survey. If there are 33 indicators (as in the Africare example below) and each receives a maximum of 5 points, then the maximum potential score is 33 X 5 = 165 points.

Issues with indices:

- The weighting of questions and variables is important and should correspond to the value they will receive. Allowing a value of 1 point to each question or indicator without paying attention to the potential bias this brings to certain aspects of the result can create a distorted measurement. This is all the more important because an index is usually reported in terms of its overall value and, thus, hides the details behind this global value. If distorted, it can mislead decision making based on the measurement.

- Ensure that the full database of responses is available to the project for further analysis at any time. It is useful for M&E staff to go back to the database and examine communities' performances under one or more particular variables or even indicators, in order to adjust the program's activities toward better achievement of capacity building and/or sustainability objectives. The global score is useful for the IPTT and for reporting, but less useful for program enhancement.

- Indices are most useful to communities that have actively participated in their construction and understand what they mean. However, this results in high local relevancy and low ability to generalize the outcomes for use in other locations. When the indices are used to compare a number of projects or localities within a large area, they should be standardized to increase their generalizability. A scientifi-

cally rigorous process is required to achieve an index that will provide reliable results across a broad span of contexts.

Example : Africare's Food Security Community Capacity Index (FSCCI)

Africare's FSCCI measures the increase in capacities of its projects' beneficiary communities. Each food security project has developed its own version of the index but, overall, they all cover the same basic themes. The following example is taken for the Chad's program. This index correlates best with the "analytical and managerial capacities" presented in this LCB framework. It is composed of 8 variables, each measured by a number of indicators. Each indicator uses a scale of 6 points from 0 to 5; hence, a potential of 165 points.

Variables	Indicators
Community organization	• Increase in number of community organizations • Increase in number of meetings • Increase in the level of community initiative
Participation	• Renewal of appointments well organized and implemented • Renewal of the leadership • Type of participatory approach of the leadership • Level of participation of the population (or association members) in organizational decisions
Transparency in management	• Increase in population knowledge about community organizations that can make decisions that affect their lives • Increase in population (or members) knowledge about the activities and the types of decisions community leaders (or organization leaders) make • Transparent management of daily business
Internal functional level of the community or of the organization	• Well defined roles • Conflict resolution capacity • Capacity for raising external funds or other resources • Membership knowledge of the organization's rules • Level of formal recognition of the organizations • Timely loan repayment • Activity documentation
Analysis and planning capacity	• Capacity to utilize RRA tools • Capacity to assess needs • Capacity to analyze the food security situation and to prioritize problems and solutions • Capacity to explain/discuss the food security situation • Capacity to develop, implement and evaluate action plans
Capacity to maintain external relations	• Increase in external relations (at the community or organization level) • Partnership
Capacity to act	• Autonomy • Increase in the decision making capacity • Increase in budget for community works • Implementation of food security action plans • Decrease in the dependence upon the project facilitator (change in type of relationship over the year) • Level of literacy of community or organization members

For each indicator, the project has determined the best method for collecting the data and has pre-defined the meaning of values 0 to 5 on the scale. The table on the following page gives a few examples.

Indicator	Method	Value meaning
Increase in number of meetings	Measured through group discussion during Venn diagram activity	0=traditional structures with no meeting schedule and no by-laws or modern groups and associations with scheduled meetings and by-laws but no increase in meeting frequency 1=10% increase in number of meetings 2=20% increase in number of meetings 3=30% increase in number of meetings 4=40% increase in number of meetings 5=50% (or more) increase in number of meetings
Level of formal recognition of the organizations	Measured through group discussion during RRA	1=traditional structures with democratic approaches but without official recognition 3= official structures working on legal basis with community recognition 4= also recognized outside the village

Annex 3: Resources on useful approaches and techniques for designing and implementing capacity building activities in Food Security projects

1. The Food Aid Management (FAM). FAM's web site provides access to the Online Database of the Food Security Resource Center at http://www.foodaidmanagement.org/fsrc3.htm. This library offers a large pool of resource materials from cooperating sponsors and other agencies.

2. Food and Nutrition Technical Assistance (FANTA). FANTA's web site http://www.fantaproject.org also offers a rich list of publications and other information relevant to food security projects and monitoring and evaluation.

3. CARE's Managing Risk, Improving Livelihoods. Program Guidelines for Conditions of Chronic Vulnerability 2nd Edition. CARE Eastern/Central Africa Regional Management Unit and TANGO International, 2003. This document presents concepts and programming details for projects using a sustainable livelihood framework. The basic document is available online at http://www.kcenter.com/phls/2003CVGuidelines.PDF.

4. Africare Field Manual on the Design, Implementation, Monitoring and Evaluation of Food Security Activities, 2003 Edition. Africare, Suzanne Gervais, Judy Bryson and Karen Schoonmaker Freudenberger. This manual describes theory and concepts of food and nutrition security including the effects of risks and shocks, participatory approaches and information systems in Africare food security projects. It has a comprehensive section on the timeline of Title II DevelopmentAssistance Programs from design through approval, implementation and evaluation. It also comprises a practical section on project design and monitoring and evaluation, rapid rural appraisal /participatory rural appraisal and the design of a food security and strategic framework for a program. For more information, contact the Food for Development office at Africare in Washington, D.C.

5. CRS Rapid Rural Appraisal (RRA) and Participatory Rural Appraisal (PRA): A manual for CRS Field Workers and Partners. Karen Schoonmaker Freudenberger. This manual focuses on RRA and PRA techniques and applications in various sectors.

6. "Asset-Based Community Development (ABCD)." Two papers by Mathie & Cuningham (2002 and 2003) present this new approach to building community capacity in developing countries which focuses on the identification, promotion and strengthening of existing assets, as opposed to focusing on problems and needs assessments. For further information see http://www.stfx.ca/institutes/coady/text/about_publications_occasional_citizens.html and www.stfx.ca/institutes/COADY, or contact amathie@stfx.ca.

7. World Vision Food Security Assessments: A Toolkit. This Food Security Assessment Toolkit has been prepared for World Vision's staff involved in the design of programs that use food resources. It provides an introduction to the necessary steps in an assessment process, including assessments in food security, agriculture, education, nutrition, and water and sanitation. It includes a list of specific assessment tools and a decision tree. For more information, contact World Vision's Food Resources Team in Washington, D.C.

About the Author

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About Food Aid Management (FAM)

Food Aid Management (FAM) was created in 1989 by five U.S. private voluntary organizations (PVOs) to "promote the efficient and effective use of food aid resources to help alleviate hunger and contribute to food security." The FAM membership has grown to 16 U.S. PVOs, and FAM enjoys observer status with the World Food Programme and EuronAid. To learn more about FAM, go to www.foodaidmanagement.org.

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