Safe Food, Fair Food: From capacity building to implementation
Report on the Outcome Mapping strategy, implementation and monitoring framework
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July 2012

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Abbreviations and acronyms

ADCVI Association pour le Développement des Cultures Vivrières Intensives

ANOPACI Association Nationale des Organisations professionnelles Agricoles de Côte d'Ivoire ASARECA Association for Strengthening Agricultural Research in Eastern and Central Africa

ASF Animal-source foods

AU-IBAR African Union-Interafrican Bureau for Animal Resources

BMZ/GIZ German Federal Ministry for Economic Cooperation and Development (BMZ)/ German

Agency for International Cooperation (GIZ)

CARDESA Centre for Agricultural Research and Development for Southern Africa

CSRS Centre Suisse de Recherches Scientifiques en Côte d'Ivoire

EAC East African Community

ECOWAS Economic Community of West African States

EISMV École Inter-États de Sciences et Médecine Vétérinaires de Dakar

EMUWA Economic and Monetary Union of West Africa

FAO Food and Agricultural Organization of the United Nations

FENACOVICI Fédération Nationale des Coopératives du Vivrier de Côte d'Ivoire

ILRI International Livestock Research Institute
IUCEA Inter University Council for East Africa

MoH Ministry of Health

MoLD Ministry of Livestock Development

NARS National Agricultural Research System

OIE World Organization for Animal Health

OM Outcome Mapping

PRA Participatory Rural Appraisal
REC Regional economic community

RUFORUM Regional Universities Forum for Capacity Building in Agriculture

SADC Southern Africa Development Community

SFFF Safe Food, Fair Food

UNIDO United Nations Industrial Development Organization

WHO World Health Organization

Glossary of common outcome mapping terms

Vision A description of the large-scale ultimate development changes (economic,

political, social or environmental) to which the program hopes to contribute.

Boundary partners

Those individuals, groups or organizations with whom the program interacts directly and with whom the program can anticipate opportunities for influence. It is the (behavioural) change in these stakeholders that demonstrates the program's target outcomes. The behavioral change includes change in individuals, groups, communities, organizations, or institutions.

Outcome challenge

The ideal target outcome, i.e. how the actor would be behaving and relating to others if the program achieved its full potential or was fully successful.

Progress markers For each boundary partner, this is a list of gradually developing (outcome) changes in a (boundary) partner indicating progression towards targeted target ideal change. They are sets of graduated 'change' indicators in partners from the minimum one would *expect to see* as an early response to the programs basic activities, to what it will be expected if the program were having a profound influence or was extremely successful.

They are usually categorized as 'Expect to see...', 'Like to see...' and 'Love to

see...' changes.

Strategies

A set of activities and outputs (causal, persuasive and supportive) used by the program to contribute to the achievement of outcomes in the boundary partner. The can be aimed directly either at the boundary partners or indirectly by exerting support or influence through the environment in which the boundary partner operates.

Introduction

Safe Food, Fair Food (SFFF) is the short name for the project titled "Risk-based approaches to improving food safety and market access in smallholder meat, milk and fish value chains in four African countries", led by ILRI and funded by BMZ/GIZ. The project aims at improving the livelihoods of poor producers and consumers by reducing the health risks and increasing the benefits associated with meat, milk and fish value chains.

The project's purpose is to further research into the practical application of risk analysis and economic and social methods by food safety stakeholders and value chain actors, improving food safety and market participation of the poor in informal markets for livestock products in sub-Saharan Africa. The project will work with value chains in four countries (Ethiopia, Mali, Tanzania and Uganda), university and research networks, as well as economic communities operational in three African regions (East, West and Southern Africa).

In developing its methodology the outcome mapping (OM) approach is being used to provide a strategic and operational approach for its dissemination objective. OM is being used to support changes in the behavior, relationships, activities or actions of the people, groups and organizations (boundary partners) whose role is to improve food safety and safeguard market access. OM will particularly underpin the operational engagement with policy-makers in the regional economic communities to create a more enabling environment for food safety, and with universities and training institutions for continued research, related curricula development and capacity building.

On 28-29 May 2012, the research team organized a training and strategy workshop during which the outcome mapping framework was developed. In attendance and developing content from the different regions were:

- Dao Daouda, Centre Suisse de Recherches Scientifiques en Côte d'Ivoire (CSRS)
- Saskia Hendrickx, International Livestock Research Institute (ILRI)
- Erastus Kang'ethe, University of Nairobi
- Amos Omore, ILRI
- Delia Grace, ILRI
- Kristina Rösel, ILRI/Freie Universität Berlin

Joseph Karugia, coordinator of the Regional Strategic Analysis and Knowledge Support System – East and Central Africa, was absent with apology.

Development of the project's OM framework started at the workshop but was completed a couple of weeks thereafter after the participants re-worded initial drafts and added more relevant material.

The following sections therefore contain the OM framework with details on the targeted outcomes and the project's support strategies, and will be used to monitor progress and guide any corrective actions.

The vision of the project

The vision has been developed after reviewing content from the write-ups from East, West and South Africa targets. In all the three regions where the project will be operating, the following vision is targeted. The regional economic communities (RECs) and governments of partner states or countries acknowledge food safety and promote and support related policies. In addition they recognize and acknowledge the role of informal traders in their food supply activities and provide them support to ensure the food safety principle is upheld.

To do that, RECs and governments are using research evidence (through participatory processes) to establish food safety standards suitable to their regional and localized specifications. These processes use participatory risk analysis tools to generate risk-based evidence to guide policy framework and appropriate standards development. Relevant government bodies then establish, support and sustain systems and practices by all relevant actors (including informal traders) to ensure food safety is maintained while supporting the informal traders. Such system's changes include developing and implementing relevant policies, while providing requisite resources, capacity and infrastructure.

Such outcome change requires accompanying change among the other actors, notably research and other 'knowledge generators'. They continue to research and develop evidence to feed into the required food safety standards for their countries and advise on systems and practices that support the food safety objective. The researchers generate information and recommendations that support informal traders' food supply activities while adhering and ensuring the food safety objective is maintained. Institutions of higher learning and research in the partner states are developing and implementing curricula (for relevant veterinary and public health schools) to build capacity needed to support accepted and operational food safety research and systems.

To achieve and sustain safe and fair food from the informal sector, the standards organizations in the partner states engage with national research organizations to establish and run appropriate (practical, achievable) incentive-based standards for improved compliance. As a result all supply chain actors, including the informal traders, comply with agreed and operating food safety regulations while participating (by providing relevant information and developing solutions) in continued development of standards, systems and practices that enhance food safety.

In East Africa the target REC is the East African Community (EAC); in West Africa it is the Economic Community of West African States (ECOWAS). In South Africa, the REC targeted is the Southern Africa Development Community (SADC). The region's vision includes the Centre for Agricultural Research and Development for Southern Africa (CARDESA) and the National Health and Agricultural Research Institutes working on food safety aspects in general and those related to the informal markets in particular using participatory risk analysis methods where appropriate. It is expected that universities and academic Institutions in each region will include food hygiene and safety and participatory methods into their training curricula. In addition to economic and academic target partners, others were identified (see boundary partners below).

The region-specific outcomes depend on target (boundary) partners and these are presented in the following sections.

East Africa

Eastern Africa boundary partners and target outcomes (or challenges)

Boundary Partner	Who they are, their current roles	Target outcomes; Outcome challenge
Policy group	Hygiene divisions in MoH, MoLD, Food Safety Authorities, Local authorities • Hygiene during production, slaughter, and eating places • Ensuring food safety and surveillance	Provide infrastructure and services for informally marketed foods
EAC, Standard Bureaus	Include livestock and health desk, animal foods standard officers • Harmonize standards • Develop standards	 Embrace role of informal ASF markets Develop appropriate standards for informal ASF
Academia and research Institutions	Deans of veterinary and public health schools, food science, IUCEA, RUFORUM, NARS • Train professionals • Carry out research • Quality of university education • Capacity building in tertiary institutions • Develop curricula	 Harmonize food safety curricula Build capacity to deliver developed and harmonized curricula Engaged in food safety research and enrich the curricula with emerging knowledge
Producers, informal marketing and consumer organizations	 Organized groups dealing in informal ASF Advocacy for food safety 	 Embrace and implement appropriate food safety standards Work with policy to improve on hygiene Active advocacy of food safety issues amongst members

Support activities and outputs for the eastern Africa partners

Boundary	Partner	PERSUADE	SUPPORT
		What will be done to build interest and capacity in partner	How will you support, guide and mentor the partner
	Activities aimed at:		
Policy	the individual partners	 Provide evidence of food safety Organize forums Facilitate the discussions Make information available 	Literature and manuals availed in project website and shared
	their environment	 Encourage the adoption of food safety policy Encourage the Formation of a Food Safety Authority 	Sharing the progress reports and limitations and through networks and platforms
EAC and Standards Bodies	the individual partners	 Organize forums Avail information Facilitate discussions	 Manuals and literature availed in website, sharing information through networks and platforms
	their environment	 Strong advocacy of consumer organization Demand for better services and need for regulation by informal ASF markets and consumer organizations 	 Information on food safety availed Progress reports of other boundary partners
Consumer organizations and informal ASF players	the individual partners	 Willingness of the actors to work towards better safety standards Attendance of sensitization meetings 	Information on benefits of safer foods
	their environment	 Policy regulators demand changes in food safety Provision of better working conditions that demand implementation of changes in food safety regulations 	 Encourage policy group to demand changes in food safety issues Encourage consumers to demand safe food from the sector
Deans of Public Health and Veterinary Schools, IUCEA and RUFORUM	the individual partners	 Avail information on benefits of curriculum change to include food safety issues Provide information on the needs for better quality graduates 	Encourage review of the curriculum Encourage building the capacity of the veterinary and public health schools by higher education bodies of IUCEA and RUFORUM to mount the revised curriculum
	their environment	Demand by employers for better quality graduates who can holistically address food safety issues of informal markets	Avail information on food safety market needs for food and veterinary science graduates

Eastern Africa progress markers (and their indicators)

Poundam.	Drogress marker		
Boundary Partner		ess markers	Progress marker indicator (data, evidence)
Ministries – Public Health, Livestock Development	P1	 Participate consultative forums Acquire knowledge, awareness and interest in food safety in informal markets 	
and Food Safety Authorities	P 2	 Integration of the two ministries collaboratively tackling public health issues related to ASF Participatory engage with informal sector ASF Develop policies to support the informal ASF Ensure legislations are in place to support policy 	
	P3	 Build capacity of actors on food safety and hygiene Provide infrastructure that promotes food safety, hygiene and market access in informal markets 	
EAC desks on	AC desks on P 1 • Interest in food safety; hold meetings		
health and livestock	P 2	 Convene EAC secretariats to discuss Discussions of the need in the EAC Parliament 	
	Р3	Harmonization of the food safety regulations	
Bureau of Standards	P1	Interests in appropriate standardsEngage with selected informal sector actors	
	P2	Engage with smallholders to discuss appropriate standards	
	P3	Standards developed in participatory manner	
Deans of Veterinary and Public Health Schools	P1	 Interest in curricula change Appoint committees to oversee inclusion of food safety, risk analysis and participatory methodologies in curricula 	
	P2	Review of curricula Capacity building to implement	
	P3	Graduation of students through the curricula	

West Africa

Western Africa boundary partners and target outcome (or challenges)

Boundary partner	Who they are, their current roles	Target outcomes; Outcome challenge
Regional organizations	These include ECOWAS/EMUWA; FAO; WHO; and UNIDO • They are the regional and sub-regional economic bodies	Develop harmonized standards in food safety that are applied to national level
The national government (of Côte d'Ivoire)	Mainly the ministries of agriculture; livestock production; health; and of infrastructure • They are in charge of national policy/regulations/surveillance/enforceme nt	 Application of regional standards into mandatory laws "Loi d'orientation agricole" (including the prerequisites such as training required for license) Provide infrastructure (physical, anti-corruption), prerequisites (cold chain, electricity, potable water)
Producer organizations	This includes ANOPACI (<i>producers</i>), ADCVI (<i>producers</i>), Filière bétail viande FENACOVICI (<i>traders</i>) • They serve producer protection and lobby for members	 Compliance with national regulations Cooperation Promote quality-based payment Capability to produce food in different levels of quality
Consumer organizations	Refers to L'association de consommateurs libre en Cl (Free consumer association in Côte d'Ivoire) • Consumers protection/lobby	 Change of attitude Free choice based on different levels of quality plus quality- based payment
Research centres	They include EISMV, Dakar Institut Pasteur Universités; and platforms like AfriqueOne • Evidence creation	 More research on food safety risks Produce training materials Provide innovative interventions Curricula development

Support activities and outputs for the Western Africa Partners

Boundary Partner		PERSUADE	SUPPORT
		What will be done to	How will you
		build interest and	support, guide and
	I	capacity in partner	mentor the partner
	Activities aimed at:		
Regional organizations	the individual partners	Advocate, invite ourselves	Identify one contact person/office per institution, Policy briefs, research brief, response to call for proposals from ECOWAS, regular updates through website and newsletter
National governments		Advocate, invite ourselves, persuade to change/amend regulations;	 Identify one contact person/ office per institution, initiate forums including producer and consumer associations
Producer organizations		Involve them in cost/benefit research of food safety (participative); training in food hygiene	Identify contact person/office per institution, organize forum for exchange; trade fair to enhance competition & award; training materials always available
Consumer organizations		Involve them in cost/benefit research of food safety (participative); training in food safety	Identify one contact person/office per institutions, organize forum for exchange; invite them to the trade fair of producers; training materials always available
Research centres/ think tanks		 Engage them in more PRA research projects Development of curricula in PRA More cost/benefit research 	Identify one contact person per institutions, development of MSc curriculum
	all the boundary partners' environment	 Media, international conferences, encourage dialogue, facilitate discussion, lobby 	Website, office/contact partner, sharing progress reports and limitations

Western Africa progress markers (and their indicators)

Boundary Partner	Progress markers		Progress marker indicator (data, evidence)
Regional organizations	Expect to see	 Participate consultative forums Acquire Knowledge Awareness and interest in food safety in informal markets 	
	Like to see Love to see	Availability for dialogue Documented regulations	
National governments	Expect to see	Availability for listening	
	Like to see Love to see	Availability for dialogue Documented laws	
Producer organizations	Expect to see	Develop criteria for different levels of quality for quality- based payment	Different levels of quality stipulated (participatory with policy makers, producers, consumers, researchers)
	Like to see	Participation in trade fair (award winner)	Award winner
	Love to see	Quality-based payment; Charter for common way forward	Charter for common way forward
Consumer organizations	Expect to see	Develop criteria for different levels of quality for quality- based payment	
	Like to see	Participation in trade fair and communication towards consumers – press release	
	Love to see	Quality-based payments	
Research centers	Expect to see	Develop criteria for different levels of quality for quality- based payment	
	Like to see	 Accept the idea of including food safety to university curriculum; develop curriculum and training materials 	
	Love to see	 MSc curriculum in food safety 	

Southern Africa

Southern Africa boundary partners and target outcome (or challenges)

Boundary Partner	Who they are, their current roles	Target outcomes; Outcome challenge
Regulatory bodies/policy makers	 Who: SADC – Food Safety committee Food safety Dept at Min of Agriculture Food Safety Dept at Min of Health Food Safety Dept at any other Ministries Bureau of Standards OIE FAO - WHO UNIDO AU IBAR Current roles Legislation at regional level. Legislator and implementation bodies at national level. Hygiene during production, slaughter and eating places. Develop standards 	 They recognize the importance of food safety and informal markets to household, local and national economies. They formulate policies that support food hygiene and safety activities. They use research for evidence based decision making and are investing in research on food safety and markets infrastructure.
Academia and Research Institutions	 Who: Centre for Agricultural Research and Development for Southern Africa (CARDESA) (when operational) National Agricultural and Health Research Institutes Universities – Veterinary, Medicine, Food Sciences RUFORUM Current roles: Conduct research at regional and national level Are in charge of graduate and post graduate education in veterinary and public health school and food sciences. 	 They are conducting research in the area of food hygiene and safety and disseminating results to different audiences on a regular basis. Universities are including food safety and participatory method into the curricula and updating when needed. They are teaching graduates and post graduates in food safety and participatory methods including for risk analysis.
• Intermediary and end users	 Who: Food handlers groups or associations National producers associations Consumers associations Current role: Trade, sell and buy animal sourced food at formal and informal markets. 	 Traders and sellers are organized. Traders and sellers are trained in food hygiene and safety and sell animal sourced foods according to set standards that are incentive based in order to encourage adoption. The buyers are interested in buying local animal sourced foods that are safe and continue buying (although not exclusively) at informal markets.

Support activities and outputs for the Southern Africa partners

Boundary Partner		PERSUADE What will be done to build interest and capacity in partner	SUPPORT How will you support, guide and mentor the partner
Regulatory bodies / policy makers	Activities aimed at: the Individual Partners	Policy brief on SFFF1 findings produced and shared.	SFFF 1 book shared widely Presenting on SFFF1 results and making the results available
	their Environment	Publish progress reports on implementation status Encourage formation of national food safety authorities	 Project website with various products continuously updated Initiate and encourage sustained platforms for information exchange
Academia and Research institutions	the Individual Partners	 Train partners on participatory risk analysis methods. Share curricula and modules from other countries to assist with curriculum revision. 	 Presenting on SFFF1 results and making the results available at universities Sharing of peer reviewed articles from SFFF1 Training of trainers in participatory risk analysis Manual for trainers available
	their Environment	Publish progress reports on implementation status	Project website with various products continuously updated
Intermediary and end users	the Individual Partners	 Share training modules on food safety with food safety department. Support training courses for handlers 	Manuals available.
	their Environment	Mass media on food safety research and risks	Project website with various products continuously updated

Southern Africa progress markers (and their indicators)

Boundary Partner	Progr	ess markers ¹	Progress marker indicator (How will we know? Data, evidence)
Policymakers	dialogue with	Policy makers are engaged in dialogue with market chain actors related to food safety about its importance	Is Food Safety being discussed at SADC technical meetings and at ministerial meetings at national level? YES/NO Sources of info/data; How we will know? • Meeting reports • Verbal feedback on meetings
	E 2	Policymakers acquire knowledge and understand the importance of food safety and recognize the co- existence of the formal and informal markets for food supply	Staff from Food Safety departments attends meeting facilitated by ILRI and other relevant actors on the topic. YES/NO Sources of info/data; How we will know? • Meeting reports • Verbal feedback on meetings
	E 3	Bureau of standards, are interested in developing and possibly reviewing food safety standards that are achievable	Staff from Bureau of Standards attends meeting on the topic. YES/NO Sources of info/data; How we will know? • Meeting reports • Verbal feedback on meetings
	Li 1	Public sector is developing infrastructure and other facilities for private sector use	Are new market infrastructures constructed and existing markets upgraded? YES/NO Sources of info/data; How we will know? • Plan and budget approved for investment • Improved market infrastructure in place
	Li 2	Build capacity of value actors along the value chain ²	Value chain actors attend training or seminar on food safety YES/NO ³ Sources of info/data; How we will know? • Training report available
	Lo 1	Policymakers using research for evidence based decision making (documented regulations) and constantly reviewing regulations and standards	Research outputs feed into policy YES/NO Sources of info/data; How we will know? • Regulations revised and updated
	Lo 2	Incentive based approaches for standards	Revised standards in place YES/NO Sources of info/data; How we will know? • Standards revised and incentives defined
Academia and research institutions	E 1	Academia are interested in curricula change to include food safety and participatory methods	Are discussions taken place with relevant actors to include Food Safety and participatory methods in the curricula of Veterinary, Medicine and/or Food Sciences graduate and post graduate education? YES/NO Sources of info/data; How we will know?
			Meeting reportsVerbal feedback on meetings

 $[\]frac{1}{1}$ E 1, 2, and 3, Li 1, 2 and 3, Lo 1, 2 and 3 = Expect 1, 2, 3; Like 1, 2 and 3 and Love 1, 2 and 3 $\frac{1}{2}$ This is more like a support rather than the outcome (behavioral change). If the later, it should read Value actors demonstrate increased capacity ...

³ If Li 2 is the change sought, then this is not an appropriate indicator

Boundary	Progre	ess markers¹	Progress marker indicator (How will we know? Data,
Partner			evidence)
	E 2	Academic institutions establish	Working group established? YES/NO
		working groups to include food	Common Cafa Alatan Harman Million 2
		safety and participatory methods	Sources of info/data; How we will know?
		into curricula	Group members identified
			Meetings take place regularly
			Meeting notes
	E 3	Academia and regional and	Is Food Safety research being conducted? YES/NO
		national research institutions work	Courses of info/date House will be ave?
		on food safety issues and share	Sources of info/data; How we will know?
		findings with relevant actors	List of project names and possibly project proposal
	1:1	continuously	summaries
	Li 1	Academia changed their curricula	IS food safety included in the curricula YES/NO
		to include food safety and participatory methods and	Sources of info/data; How we will know?
		modules are developed	Study program – curricula available from the different
		inodutes are developed	universities
	Lo 1	Students graduating with new	Did students graduate from new curriculum that
	101	curriculum	includes food safety? YES/NO
		Currectum	trictudes 100d safety: 125/110
			Sources of info/data; How we will know?
			List of universities from which students did graduate
Intermediary	E 1	Value chain actors are interested in	Did capacity building take place? YES/NO ⁴
and end users		food safety and participate in	- 10 tapacity containing tank process - 10, 110
		capacity building	Sources of info/data; How we will know?
			Training report available
	E 2	Value chain actors (e.g. producers	Did meetings on standards take place? YES/NO
		and traders) are involved in	·
		development of standards	Sources of info/data; How we will know?
			Meeting report
			Verbal feedback on meetings
	Li 1	Value chain actors adhere to	Value chain actors changing behaviour in order to
		recommended standards because	comply with standards? YES/NO
		it increases the value of their	
		products	Sources of info/data; How we will know?
			Number of value chain actors following new
			standards
			Increased demand from value chain actors to follow
			training in order to comply with new standards
	Lo 2 ⁵	Value chain actors organize	Are networks or groups being created? YES/NO
		themselves in stakeholder	6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6 6
		networks that facilitate interaction	Sources of info/data; How we will know?
		and strengthens negotiation power	Number of groups created and their objectives

 $^{^{\}rm 4}$ As an outcome, the statement should be "Did 'the users' register and attend capacity building forums?" $^{\rm 5}$ What happened to Lo 1?

Further probes to support outcomes recorded

Saskia also recommends further probing into the changes sought and sources of information to be used:

For meetings:

- 1. Who organized the meeting
- 2. Who attended?
- 3. What were the objectives?
- 4. Who put (the topics, issue) on the agenda?
- 5. What exactly was discussed?
- 6. Were decisions made? If so, which one?
- 7. Possible impact

For training forums:

- 1. Who organized the training?
- 2. Who financed the meeting?
- 3. Who attended?
- 4. What were the objectives?
- 5. What has been the possible impact of training and decisions made

For plans and budget approved for investment (in infrastructure, etc.):

- 1. Who initiated this?
- 2. Who is financing it?
- 3. Possible impact of activity

In revisions of standards and incentives:

- 1. Who took the lead in this process?
- 2. Who financed it?
- 3. What standards were changed?
- 4. Possible impact of new standards

For food safety research:

- 1. Which institutions are involved?
- 2. Who is funding (the research)
- 3. Possible impact

On value chain actors following new standards:

- 1. What made them change?
- 2. Have their incomes increased thanks to this change?
- 3. Possible impact of changed behaviour?

For the formation of networks or groups:

- 1. What made them organize themselves?
- 2. Who is funding (the networks, group)?
- 3. What exactly is discussed at the meetings?
- 4. Were decisions made? If so, which one?
- 5. Possible impact