



Food and Agriculture
Organization of the
United Nations

Building stronger partnerships for resilience

Opportunities for greater FAO engagement in realizing
the goals of the DFID Humanitarian Policy



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Introduction

In numbers



50+ countries

in which FAO is implementing emergency interventions



10 of the 13 major food crises are driven by conflict



70–80% of severely food insecure people worldwide rely on agriculture-based livelihoods (fishing, crop production, livestock rearing, forestry)

After decades of progress, hunger is on the rise again¹. In 2017, four countries faced a very real threat of famine – thanks to a massive international and local humanitarian response², millions of deaths were prevented and famine was only declared in one country – South Sudan

However, the uncomfortable truth is that through stronger information collection and analysis tools, we are building the evidence to demonstrate that while the international community is quite good at rapidly mobilizing to prevent the spread of famine, **we are not sufficiently tackling the rise in the number of people on the verge of catastrophe.** Despite investing billions of dollars in fighting hunger and malnutrition – the symptoms of livelihoods breakdown – the number of people facing and dying from severe hunger is rising.

If, as a community, we cannot change how we respond to the challenges faced in the multiple crisis situations around the world, millions will remain in poverty and hunger, the migration crisis will continue and political and social instability will continue to increase.

When addressing the immediate and longer-term needs of those affected by crisis, **agriculture cannot be an afterthought.** In the face of enormous challenges, it remains the backbone of rural livelihoods. Maintaining food production and rebuilding the agriculture sector are fundamental to preventing loss of life from severe hunger and to providing a pathway towards resilience in the midst of humanitarian crises.

In light of the growing evidence of the impact of conflict on food security, FAO is developing a deliberate focus on protracted crisis contexts, while continuing to respond to the other two major types of shocks – natural hazards and food chain crises. **It is precisely those that are living in protracted contexts that are most at risk of being “left behind”.**

It is not just cost-effective and feasible to invest in building resilience in the midst of crisis. It is essential. The humanitarian system is straining under the weight of rising needs. At the beginning of 2018, funding requests under the Humanitarian/Refugee Response Plans reached a staggering USD 24.4 billion – almost three times the USD 8.8 billion requested in mid-2012.

¹ The latest figures from the State of the World's Food Security and Nutrition report show an increase in the absolute number of people affected by chronic hunger and a rise in the global prevalence of undernourishment. Globally, the number of chronically malnourished people is estimated to have increased to 815 million from 777 million in 2015.

² Estimated at USD 2 billion as of November 2017.

FAO's interventions include



Boosting local food production

- seed security assessments
- local production and marketing of quality seeds (including with seed fairs)
- cereal, pulse and vegetable seeds to rapidly restore food production – sometimes linked to cash+
- rapid response kits



Assisting fishing communities

- fishing and fish processing equipment
- training on improved practices
- restoring boats



Supporting livestock owners

- treatment and vaccination campaigns to protect livestock assets and prevent disease outbreaks that could threaten public health
- training and working with community-based animal health workers
- restoring/constructing local and national cold chain systems
- facilitating local peace processes through community groups



Cash and voucher programmes

- unconditional cash transfers
- conditional cash transfers
- cash for work
- cash+
- nutrition vouchers
- input vouchers



Coordination, food security information and analysis

- Food Security Cluster, sector coordination
- Integrated Food Security Phase Classification (IPC), *Cadre Harmonisé* analysis
- agriculture/food security needs assessments

Through its 2017 Humanitarian Reform Policy, DFID is seeking to ultimately “build a more secure and prosperous world”. This strategy is built on three major desirable outcomes:

- **less conflict/greater peace and stability**
- **less forced migration**
- **fewer crises** (and therefore reduced humanitarian needs and more effective and efficient investment of limited humanitarian resources)

FAO has a unique role in contributing to the achievement of these through its resilience programme.

On average, between 60 and 80 percent of those hit by crises are rural families who rely on agriculture-based livelihoods³. Livelihoods are rural people's best defence against hunger and malnutrition. Crises undermine rural livelihoods and erode people's capacity to cope with the next shock. Livelihoods are diminished or abandoned and people see no alternative but to move in search of safety or in search of other opportunities to feed themselves and their families.

FAO assists people to strengthen their livelihoods so that they can withstand crises. This investment in resilience reduces humanitarian needs (and costs) and allows for a more targeted allocation of limited humanitarian resources, further increasing resilience and ultimately reducing vulnerability and needs.

How?

- by helping people to anticipate, prepare for and prevent crises
- by responding quickly and effectively when disaster does strike
- by investing in stronger recovery and resilient livelihoods

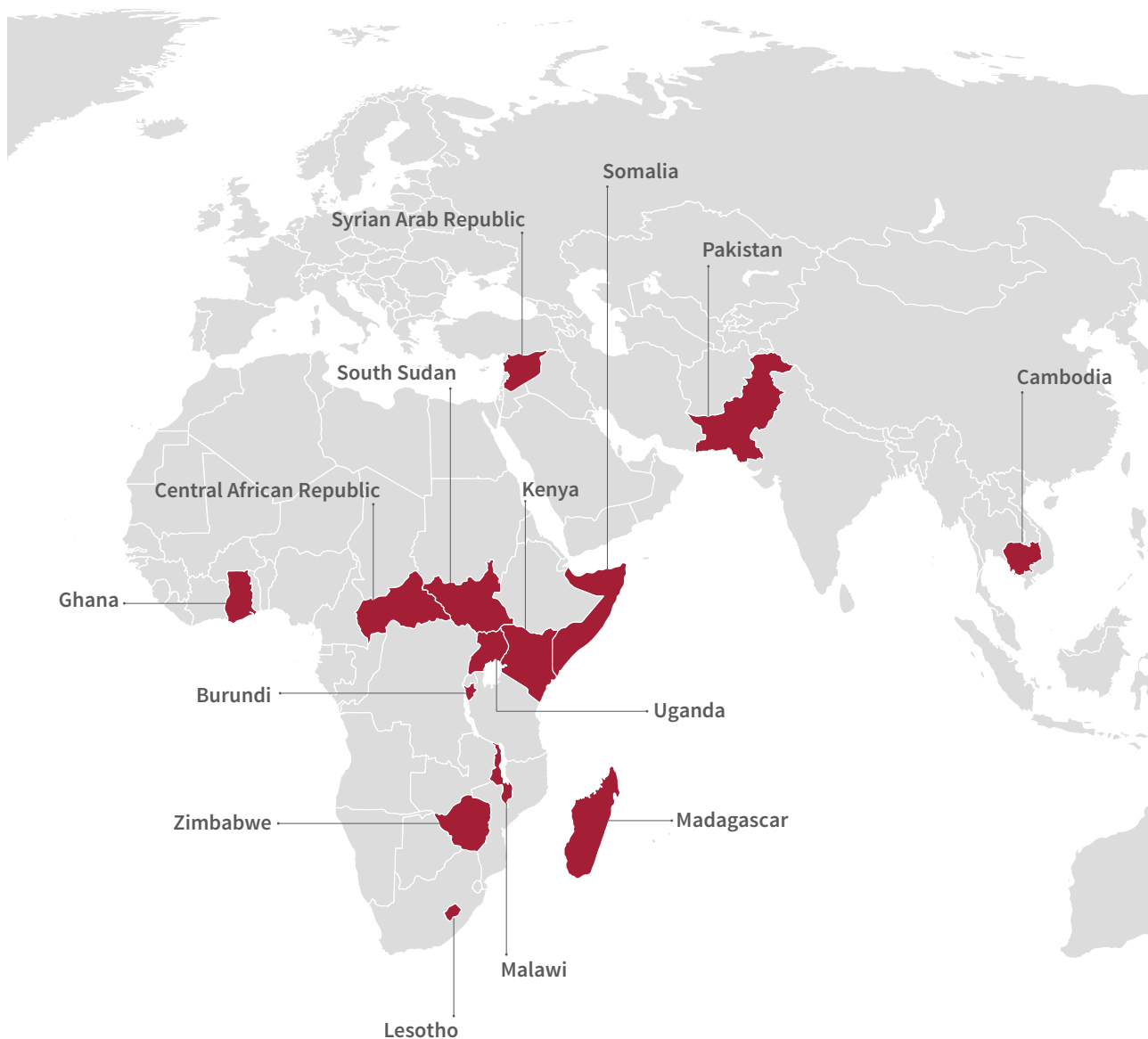
Rapid and efficient response to agricultural threats and emergencies saves lives, promotes recovery and reduces the gap between dependency on food assistance and self-reliance. **People with resilient livelihoods are better prepared for and can better cope with shocks – whether recurrent, protracted or unexpected.** They have greater and more diverse sources of income, and their families are better fed and nourished.

Treating the root causes of hunger and malnutrition and investing in resilient livelihoods will have a lasting impact on vulnerable populations and ultimately bring millions of the world's poorest and most vulnerable back from the brink of starvation and death.

This document has been developed to guide and strengthen the partnership between FAO and DFID to address severe hunger and build the resilience of agriculture-based livelihoods in the face of crisis. The document will be updated regularly, reflecting the outcomes of the annual FAO-DFID Strategic Dialogue.

³ Agriculture-based livelihoods incorporates fishing and aquaculture, forestry, crop production and livestock rearing.

FAO and DFID partnership to build resilience (2015–2018)



DFID provided over USD 111 million between 2015 and 2018 to FAO's work in countries and regions affected by crises, including supporting the El Niño response in Southern Africa, the development of national strategies to reduce the threat of antimicrobial resistance, famine prevention in Somalia and resilience building efforts in Uganda.



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Anticipating, preventing and preparing for crises

At the heart of FAO's work in humanitarian response, chronic emergencies, protracted crises and even sudden onset disasters is building resilience. FAO's corporate resilience framework aligns closely with DFID's emphasis on investing in anticipating, preventing, mitigating, and preparing for disasters in order to reduce humanitarian needs. As households and communities become more resilient, their ability to withstand shocks and recover from crises grows and their need for external assistance reduces. This also means that less humanitarian support is required for immediate response and a more focused allocation of limited resources is possible in support of multiple protracted crises round the world.

Helping communities to prevent and prepare for predictable shocks is one of the foundations of building resilient livelihoods. Investing in disaster risk reduction technologies at farm level can reduce risk exposure and enhance the resilience of farming families in the face of natural disasters. A recent FAO study⁴ has shown that on average, the economic benefits from improved farm-level disaster risk reduction good practices are about 2.5 times higher than the usual practices adopted by farmers, livestock owners and fishers.

Photo: Kitsao Daniel Kithi walking among the remaining herd of some 500 strong head cattle decimated now to only 150 by a drought in Kenya

⁴ "Benefits of farm-level disaster risk reduction practices in agriculture: Preliminary findings". 2017. Rome. FAO.

Most disaster risks are predictable, recurrent and largely preventable.

Yet, insufficient investment in disaster resilience stunts development potential and traps vulnerable populations in poverty, hunger and malnutrition. The 2011 famine in Somalia starkly illustrated that even massive aid efforts are inadequate without proactive risk management, early action and investment to build resilience in Somalia's most vulnerable and disaster-prone communities.

FAO thus regularly monitors major risks to agricultural production and food security through its corporate information and early warning systems, including the Global Information and Early Warning System, the Food Chain Crisis–Emergency Prevention Systems, the Global Early Warning System for Health Threats and Emerging Risks at the Human-Animal-Ecosystem interface and the Early Warning Early Action initiative.

Timely agriculture and food security information and analysis is the foundation of preparedness and faster response.

FAO leads efforts to develop and strengthen – with considerable support from DFID – the Integrated Food Security Phase Classification (IPC), a set of standardized tools that seeks to provide a “common currency” for classifying the severity and magnitude of food insecurity. The IPC acute food insecurity analysis removes the political dimensions from declarations of famine, such as that in South Sudan in February 2017. FAO is working with the IPC Global Support Unit to further spread and strengthen the use of the IPC analysis in at-risk countries.

The IPC has been critical in raising global awareness of the risk of famine and mobilizing over USD 2 billion for the international response to major food crises in northeastern Nigeria, Somalia, South Sudan and Yemen in 2017. The IPC analyses also form the basis of the Global Report on Food Crises – prepared under the umbrella of the Food Security Information Network – and the joint FAO-World Food Programme (WFP) regular reporting to the United Nations Security Council, supporting awareness raising among world leaders on the threat of food security and its links with conflict.

Investing in early action, saves lives, protects livelihoods

When forecasts indicated that the 2016 El Niño could have severe impacts in Somalia, FAO acted swiftly to prevent a crisis from developing into an emergency, an El Niño Preparedness and Early Response Plan was drawn up with the Ministry of Agriculture and local partners and was rapidly put in motion thanks to timely and flexible funding from DFID. FAO initiated a wide range of responses, combining support to identify and repair river breakages

through cash-for-work activities with flood warnings sent via an SMS alert system. Asset protection materials (polypropylene bags and tarpaulin sheets) were provided, while livestock health was supported. The return on investment was significant. The river breakage repair alone protected land that can produce around 23 000 tonnes of maize – worth over USD 6.5 million and sufficient to feed 2 million people for a month.

Flexible, reliable and timely funding is key to translating warnings to early action

In an effort to catalyse wider investment in early action, in 2016, FAO set up an early warning-early action window as part of its Special Fund for Emergency and Rehabilitation Activities. In 2016/17, the window was used to mitigate the worst effects of the drought on pastoralists' livelihoods in parts of the Horn of Africa. The results were stark. At the peak of the drought, families whose livestock were assisted by FAO no longer required further humanitarian assistance and their animals not only survived, but were thriving. Milk production increased, nearly tripling in quantity in northern

Kenya – about 86 percent of which was kept for families' own consumption, and more than half went to feed children under five years of age. A return on investment study carried out by FAO in Kenya in July 2017 revealed that providing animal feed for key breeding stock – at a cost of USD 92 per household – ensured their survival and increased milk production. As a result, there was a return of almost USD 3.5 for the families (in the form of extra milk produced, value of animal saved and value of improved body condition) on every USD 1 spent by FAO.

Acting before a disaster has happened or reached its peak not only safeguards assets and livelihoods, but also protects longer-term development gains and contributes to enhancing food security and income generation. Linking early warning to early action in the agriculture sector is particularly critical. For small-scale farmers and livestock keepers, heeding early warning signals can make the difference between a crisis and a catastrophe.

FAO is leading in the field of early warning triggering early action, an approach whose aim is to systematically link early warning triggers to early action, which can prevent or mitigate the effects of disasters on livelihoods and food security. This approach, also known as Forecast-based Financing, is a rapidly growing area of work and FAO is working with a number of actors, including national governments and international stakeholders from the development, humanitarian and scientific communities, to detect, monitor, prevent and mitigate risks facing food security and agriculture and publishes a quarterly global early warning monitoring report that scales emerging risks by likelihood and potential impact, as well as identifying appropriate actions. In addition, FAO and DFID are developing a strong technical partnership to enhance this approach at country level.

Identifying, monitoring and prioritizing disaster risks affecting agriculture, food security and nutrition and food safety is paramount to ensure sound threat-specific emergency preparedness and inform long-term resilience strategies and programming. Building on long-established technical relationships at country level, FAO supports regular joint risk monitoring with national line ministries in order to build national capacity to identify risks, plan for them and thus make risk-informed investments in prevention, mitigation and preparedness.

Locust prevention and control in Madagascar

From April 2012, Madagascar faced a locust plague that threatened the livelihoods and food security of 13 million people. Locust infestations, if untreated, can wipe out food crops and livestock grazing lands – and with it a family's ability to provide for itself. Through a three-year programme (2013–2016), major control campaigns conducted by the Government and FAO contributed to halt the plague during the first campaign (2013/14), support its decline during the second one (2014/15) and then return to a situation of remission and strengthen national capacities in locust control during the last campaign (2015/16) – while protecting crops and pastures. Locust infestations were controlled over an area of 2.3 million ha from September 2013 and July 2016, while respecting human health and the environment. The combination of prevention and control measures and capacity building activities implemented under the programme contributed to preventing any major locust outbreaks in the country in 2017.

Risk monitoring underpins FAO's work with national authorities and partners to strengthen their capacity to safeguard food security and livelihoods through sector- and risk-specific contingency planning exercises, such as for food chain threats such as locusts. For example, 11 Desert Locust outbreaks developed in frontline countries between 2013 and 2016. All of these outbreaks were successfully detected and controlled on time, which prevented a further escalation and spread to adjacent countries and regions. These results are due to intensive efforts by the three regional Desert Locust commissions to strengthen Member Country capacities in monitoring, reporting, contingency planning, training and campaign management. The Desert Locust Information Service at FAO headquarters supported these efforts by providing accurate and timely early warning. The successful implementation of the preventive control strategy from early detection to early reaction reduced pesticide usage and protected food security and livelihoods.

Robust contingency planning ensures countries and partners can identify gaps and plan effective response actions. Contingency plans also save time in the response phase – on average, the time spent drafting the plan equals the time saved when a disaster occurs. FAO's work in preparedness also includes a range of technical and operational preparedness measures and practices, including conducting national authority simulations⁵.

⁵ Cognizant of the fact that improved internal preparedness is conducive to strengthening that of national authorities and stakeholders, FAO is also enhancing its own internal preparedness planning tools, enabling FAO country offices to analyse their preparedness capacity to respond to potential crises and disasters identified through risk monitoring and prioritizing exercises.



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FAO in collaboration with the Myanmar Aerospace Engineering University organized a training for the Ministry of Agriculture, Livestock and Irrigation Drone Mapping Team on application of drones for disaster risk reduction in the agriculture sector in Myanmar

FAO provides sector-specific technical assistance to national authorities and local communities to strengthen their capacity to prevent or mitigate natural disasters such as droughts, hurricanes and cyclones, floods, landslides, wild fires and tropical deforestation. Such assistance covers actions such as watershed management, rangeland management, fire control, soil erosion control, establishment of fuelwood plantations, sand dune stabilization, use of alternative fuels, adoption of drought-tolerant field and tree crops, introduction of early-maturing varieties, and crop diversification, among others.

FAO is a core partner of the Global Preparedness Partnership (GPP)⁶, which aims for countries to reach a minimum level of preparedness for response and recovery so that disaster risks mainly caused by climate change have reduced impact and can be better managed locally with less need for international assistance. FAO plays a leading role in the GPP, bringing in sectoral and shock-specific dimensions of emergency

⁶ The GPP was launched at the World Humanitarian Summit in 2016 by the Vulnerable 20 Group of Ministers of Finance of the Climate Vulnerable Forum, which represents 43 high-risk developing nations.

preparedness in addition to multisector coherence. For example, FAO works on drought-specific preparedness measures for livestock on the basis of drought alerts or crop-specific preparedness measures ahead of flood.

FAO's efforts to both save lives and create longer-term resilience are important contributions to peace and stability within countries, across regions and beyond. This requires contextual understanding and conflict analysis to ensure that interventions do not heighten conflict risks and hence avoid doing harm, as well as identifying where opportunities may exist to contribute to peace.

FAO released its *Corporate Framework to Support Sustainable Peace in the context of Agenda 2030* in April 2018, outlining how the Organization works **on conflicts, in conflicts and through conflicts**, using a conflict-sensitive approach. The aim is to mitigate the negative impacts of conflicts on people's lives and livelihoods (including men, women, youth and older persons), prevent the risk of conflicts, whilst promoting a transformative agenda to address the root causes of conflicts and promote sustainable development.



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Faster, more cost-effective response to disasters

A “**bigger, better, faster response**” when disasters do hit requires a combination of internal mechanisms that facilitate rapid action and external support to partners on the ground to build their response capabilities. Given the likelihood of crises becoming protracted, **investing early in analysis and expertise with a no regret approach will likely pay off**. In short, assume the situation will become protracted and manage risks accordingly.

Since 2013, in line with the Organization’s critical role in responding to crises and its commitment to implement the Inter-Agency Standing Committee Transformative Agenda, FAO’s internal processes were aligned with those of the international humanitarian community in the event of humanitarian system-wide mobilization, while retaining its ability to act independently in fulfillment of its unique mandate. At present, FAO has six ongoing internal Level 3 responses⁷, facilitating rapid mobilization of internal resources, surge capacity and corporate-wide technical and administrative support to ensure the most effective interventions to save lives and livelihoods.

FAO’s capacity and set-up at field level varies according to the context. For example, in major protracted crises, such as in Somalia and South Sudan, FAO has a large office with a variety of technical and administrative staff, as well as suboffices to ensure that the Organization is as close as possible to those in need. Where humanitarian needs are less, FAO’s country offices rely more on the FAO Regional Offices and subregional Resilience Teams to provide additional support.

Photo: IDPs, returnees and host families at the FAO distribution site in Maiduguri, Borno State, Nigeria

⁷ In the Central African Republic, the Democratic Republic of the Congo, northeastern Nigeria, Somalia, South Sudan and Yemen. FAO also supports United Nations system-wide Level 3 emergencies including in Iraq and Syria.

FAO is strengthening the preparedness of its country offices by rolling out planning tools that enable the offices to analyse their preparedness capacity to respond to potential crises identified through a risk monitoring and prioritization exercise. When a sudden-onset emergency hits, surge capacity is deployed, based on the need, scale and complexity of the crisis, to ensure that adequate capacities are in place during the critical initial phases of the response. Such increased surge capacity places FAO country offices at the centre of the response and ensures that actions are coordinated in a timely and effective manner. Importantly, capacity building of national staff constitutes an integral part of all surge support missions to ensure smooth post-emergency and/or post-Level 3 transition.

Through the Special Fund for Emergency Rehabilitation Activities, FAO has the financial means and flexibility to react promptly to crises, reducing the time between funding decision and action on the ground. Critically, the Fund enables FAO to quickly and efficiently, and on a “no regrets” basis, initiate operations; establish surge capacity and reinforce existing operational capacity at field level; deploy assessment and programme formulation missions; and develop and implement a programmatic response in specific large-scale emergencies.

Standby partnerships are also crucial part of FAO’s rapid response capacity. By facilitating access to experienced and qualified emergency personnel, who are deployable as surge capacity within very short time frames, standby partnerships enhance FAO’s efforts to prepare for and respond faster and better to crises. FAO has partnership arrangements with six standby partners including DFID, the Norwegian Refugee Council, CANADEM, IMMAP, the Danish Refugee Council and RedR Australia.

To better understand the impacts of a crisis on local livelihoods and food security, as well as to develop an evidence-based response with regards to both supporting recovery and increasing resilience, FAO frequently coordinates and implements **emergency needs assessments**. These assessments are often initiated immediately after a crisis hits, ensuring that information with regards to impacts and needs is available in a timely manner to inform the emergency response. When possible, these

Timely support conflict-hit families in northeastern Nigeria

In 2016, with millions of people in northeastern Nigeria facing severe hunger, FAO declared internal Level 3 and established strong programmatic and operational capacities in Maiduguri. Based on studies by FAO and the International Organization of Migration, it was clear that most displaced people had access to some land for planting and a significant majority were farmers and livestock owners before their displacement. This was therefore a unique

opportunity to assist severely food insecure people to produce their own food. FAO provided over 940 000 people with the means to plant (seeds and fertilizers). In tandem, WFP provided cash or food assistance to ensure hungry families had access to food while awaiting their harvest. Thanks to this support, these families have been able to produce up to six months of cereals, pulses and vegetables, as well as earn an income from their sale.

FAO's strong operational and technical capacities and long-established field presence means that when a disaster strikes or early warning systems alert of a potential crisis, the Organization can rapidly upscale and re-programme ongoing work to mitigate losses and respond to the needs of affected populations

assessments are jointly conducted with partners, including national governments, United Nations partners, and international and local Non-governmental Organizations, in order to strengthen technical capacities, reduce assessment fatigue by local communities, and ensure a joint understanding of the situation, needs, and priorities of the affected populations and communities.

During a crisis, many productive assets such as seeds, livestock and fishing gear are lost. FAO's first priority is to ensure affected families have enough food by **helping them to produce their own food**, rebuild their lives and livelihoods as quickly as possible while strengthening their resilience. When effective agriculture-based response is delayed, communities suffer a domino effect of further losses that plunge them deeper into poverty and reliance on external aid.

FAO is supporting rural farming communities to protect their health, their livelihoods, and maintain food security and nutrition while keeping their livestock healthy. To protect animals, to reduce the risk of diseases spilling over into humans and stop pandemic threats at source, FAO is working to strengthen animal health capacities in developing countries. As part of its Emergency Centre for Transboundary Animal Diseases, FAO has animal health expert teams in over 30 developing countries. Working in close collaboration with national animal health partners and governments, FAO is building national capacity to prevent, detect and respond to animal disease emergence.

FAO coordinates rapid response to animal disease emergencies through its Emergency Management Centre for Animal Health. When countries request assistance, FAO deploys an assessment within approximately 72 hours. The Centre is a global resource for rapid intervention and assistance for high impact animal disease outbreaks. It also provides a holistic and sustainable platform for animal health emergency management. The Centre provides technical expertise to support animal health as part of FAO's Level 3 emergency response.

Avian influenza stopped at source in the Democratic Republic of the Congo

FAO provided emergency equipment and experts in response to cases of avian influenza in the Democratic Republic of Congo in June 2017. Rapid deployment of specialist items including personal protective equipment, sample containers and diagnostic tests, were instrumental in bringing the outbreak under control. Ability to diagnose the disease quickly and maintain biosecurity meant that an outbreak which could have become endemic, was contained within a small area and eliminated from the poultry population. Avian influenza has a high mortality rate, so this averted potentially huge production losses, protecting livelihoods

and national food security. Spread of the disease into neighbouring countries was prevented and the risk of spill over into humans was reduced.

Across Africa, FAO contributed to national control and eradication plans, helped to develop qualitative risk assessments for avian influenza viruses and provided specialist training. In 2017, FAO trained over 300 animal health workers in 14 African countries, in biosafety and biosecurity, disease control measures, outbreak investigation and diagnosis, and crisis communication.



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Building resilience in protracted crises

For decades, FAO has worked in, and across, both the humanitarian and development spheres in order to save lives, protect and restore livelihoods and agricultural production

Photo: A woman holds a dish that was made using dried fish in the Banadir IDP camp in Somalia. Thanks to FAO, women have learned to process, dry, market and sell locally sourced fish

Given FAO's technical and operational experience in implementing programmes in humanitarian and development contexts, as well as the ongoing corporate effort to contribute to sustaining peace, the Organization is in a unique position to deliver results along the humanitarian-development-peace nexus. Aid can also impact local economies. Understanding the various stakeholder interests and an effective 'do no harm' analysis is essential to mitigate risks of prolonging of exacerbating the conflict. This is fully aligned with DFID's efforts to "ensure humanitarian, development and conflict resolution actors are working more effectively together to reduce humanitarian needs and build resilience".

Resilience measurement and analysis

In a food-insecure household with low resilience, even small changes can be devastating. Since 2008, FAO has been at the forefront of efforts to measure households' resilience to food insecurity, particularly in the face of natural and human-induced shocks. Working with partners, FAO pioneered the development of the Resilience Index and Measurement Analysis (RIMA). RIMA is a quantitative approach that enables a rigorous analysis of how households cope with shocks and stressors. It examines the multidimensional components of resilience building, including access to services, strengthened livelihoods and social safety nets. Comparisons can be made between different types of households (for example, male-headed versus female-headed or urban versus rural) in a given country or area.

Resilience analysis using RIMA provides the necessary evidence to more effectively design, deliver, monitor and evaluate assistance to vulnerable populations, based on what they need most.

Shock-responsive social protection

Reflecting the new way of working, **FAO is supporting the development and strengthening of risk-informed and shock-responsive systems** in partnership with DFID, the European Union, WFP, United Nations Children's Fund (UNICEF) and other development partners, where existing systems are used to effectively respond to crises while enhancing the capacity of the most vulnerable to adapt, withstand and transform in the event of multidimensional shocks.

This involves mainly global-level engagement, such as the recent International Conference on Social Protection in Contexts of Fragility and Forced Displacement, and the informal group, through which these institutions work together to provide a common vision on SRRP, develop joint research and provide technical assistance.

Given the increasing complexity of crises, people without substantial or diversified resources, are likely to be hit hardest. Shocks can exacerbate their pre-existing economic and social vulnerabilities, while being forced to resort to negative coping mechanisms. **Social protection has been recognized as a critical strategy to reduce poverty, build resilience and enable development.** Beyond poverty alleviation, the combination of social and economic impacts can strengthen resilience. Access to predictable, sizeable and regular social protection benefits can, in the short term, protect poor households from the impacts of shocks, including erosion of productive assets, and can minimize negative coping practices. In the longer term, social protection can help to build capacity, smoothing consumption and allowing for investments that contribute to building

Cash+ support to help Somali farmers cope with drought

FAO provided cash+ assistance to almost 230 000 people, mainly in southern Somalia's breadbasket, who faced severe hunger in the first half of 2017. Families received monthly cash transfers for three months – the time it takes to plant and harvest a staple crop. This coincides with the lean season, when food stocks become increasingly scarce until a new crop is harvested. For farmers and agropastoralists, the package included cash plus seeds to grow a variety of nutritious food, training and hermetic bags to safely store the harvest, among other key inputs. By the end of the three-month programme,

the participating families harvested sufficient maize/sorghum (staple), cowpea (protein) and vegetables (vitamins and minerals) to feed between four and eight families for six months.

In addition to FAO's experience since 2007 of implementing cash-for-work programmes to save lives, build assets and restore livelihoods in Somalia, this cash+ experience is being considered as one of the building blocks for the development of nascent social protection systems by the Government of Somalia and partners.

people's resilience to future threats and crisis. Despite increased global recognition and national and international political commitment, social protection continues to play an under-utilized role. Furthermore, even as programmes and investments expand towards universal coverage, in fragile contexts coverage is often limited or non-existent.

Shock responsive social protection mechanisms contribute to protecting lives and livelihoods in contexts of extreme fragility.

Particularly, humanitarian cash-based interventions can be used as building blocks for the development of “nascent” safety nets or social assistance systems. This can strengthen the communities' ability to become more self-reliant rather than simply meet basic needs for years on end.

FAO has been working to support countries in the design of risk-informed shock responsive social protection, across three dimensions.

Contexts where social protection programmes or systems exist

In contexts where social protection programmes or systems exist, work with key counterparts to enhance the linkages with livelihoods support, as well as working to make systems more responsive.

FAO in partnership with the International Labour Organization, UNICEF, WFP and the United Nations Office for Disaster Risk Reduction and with the support of European Commission Directorate-General for Humanitarian Aid and Civil Protection, is developing a joint project for strengthen capacity of ASEAN member states to develop risk informed and shock responsive social protection systems. The specific objective of the initiative is to **improve availability of policy and operational options for ASEAN member states to strengthen shock-responsiveness of social protection systems** including reference to (i) design options, (ii) financing and (iii) scale-up triggers.

The main activities include:

- an ASEAN-wide study of existing social protection systems and policy options
- in-depth country analyses in Cambodia, Myanmar, Viet Nam and the Philippines
- country-level roadmaps in selected countries to strengthen early warning systems to trigger shock-responsive social protection
- ASEAN guidelines on risk-informed and shock-responsive social protection

In the Philippines, FAO has committed to support the strengthening and use of early warning related to agriculture, food security and nutrition to inform the design of shock-responsive social protection systems. In the context of the current early warning early action pilot for 2018, the Philippines initiative was designed to explore the possibilities of sharing early warning triggers between the two systems, as well as exploring how

cash transfers can be used as early actions through the social protection system at local level.

In Mali, FAO in partnership with WFP is committed to supporting the Government in improving the coordination between social safety nets and crisis management and response interventions. An ongoing joint study will propose an operational mechanism for more coherent planning, targeting and response approaches, as well as for greater synergies in Government and partners' implementation. FAO has also carried out a feasibility study on the design of an integrated package of social protection and rural development services. A pilot package has been designed in partnership with WFP and UNICEF and in coherence with the Jigisemejiri programme, aiming at strengthening the livelihoods of rural communities and their resilience to shocks (access to health and nutrition, food assistance, cash and asset transfers, school feeding, etc.)

Contexts where no systems are in place or where innovation is needed

In contexts where no systems are in place or where innovation is needed, FAO has been designing and implementing cash-based interventions, including cash+.

FAO has developed a strong expertise in the implementation of cash-based programmes linked to livelihoods promotion and agricultural development, especially in fragile and protracted crisis contexts. In 2017, FAO delivered USD 53 million worth of cash and vouchers to 3 million beneficiaries in 26 countries. Recently, FAO has invested in generating evidence of the impact of cash and cash+ programmes in sudden or recurrent emergencies, and use this innovation and expertise to help inform the design of nascent systems in fragile contexts. For example, in Somalia, FAO continues to develop cash and cash+ interventions (see box on Somalia, below) in the context of support and protection of productive assets and livelihoods. However, FAO and WFP are also supporting the design of the social protection policy, as well as assessing the different humanitarian management, information, registry and delivery systems developed for humanitarian response to assess their use to build a national system.

Contexts of forced displacement

In contexts of forced displacement, FAO works to support the livelihood of refugees, as well as of host communities, particularly those living in rural areas.

For example, aligned with the Lebanon Crisis Response Plan 2017–20, FAO contributes to the current response to the Syrian crisis in Lebanon by providing technical assistance to the Government of Lebanon to expand the coverage of social protection to farmers, fishers and workers

in those sectors; deliver work permits for Syrian workers in agriculture with the International Labour Organization, and; establish coordination mechanisms between the Ministry of Agriculture and the Ministry of Social Affairs. On the other hand, in collaboration with IFAD and WFP, FAO provides direct support to refugees and host communities in rural areas to promote their agricultural livelihood, encouraging the overall stabilization and social cohesion in Lebanon. A similar dual approach is planned in Jordan.

Engaging in conflict and contributing to sustaining peace

Conflict is a key driver of hunger, exacerbated by climate-related shocks. Data from the 2017 State of World Food Security and Nutrition report shows that the majority of hungry people live in countries affected by conflict. The number of conflicts has risen in the past decade, particularly in countries already facing high levels of food insecurity, with much of the violence affecting rural areas and negatively impacting food production and availability. Conflict plays a significant role in ten out of the 13 major food crises in the world⁸.

Despite this, **agriculture is remarkably resilient, often remaining one of the last functioning economic sectors during a conflict.** The agriculture sector is an engine of stabilization and recovery for people living in fragile contexts. It's not only essential in order to feed the country's population now, it also contributes significantly to peace and will be key to the long term recovery of the country.

While the primacy of long-term political solutions is unquestionable, it is increasingly recognized that **meaningful improvements in humanitarian and development indicators in these countries cannot be achieved without combined efforts from all parts of the humanitarian response**

⁸ 2017 Global Report on Major Food Crises.

Energy (woodfuel) supply/demand and the natural resource base

FAO is responding to energy needs in crises, particularly in the context of forced displacement, migration and climate change. Access to energy, which is vital for food security, is often highly constrained in crises. Lack of access to energy can expose people to malnutrition, increased vulnerability to natural hazards and the impacts of climate change and environmental degradation. Energy needs is a key factor in perpetuating a disproportionate work burden for women, protection risks, conflict and tension, unsustainable livelihood activities and health risks. FAO works under the interagency Safe Access to Fuel and Energy

(SAFE) approach, providing a multisectoral response to these diverse challenges and contributing to building resilience in protracted crises. SAFE involves ensuring a sustainable supply of energy by promoting sustainable natural resource management, bioenergy production and use of alternative and renewable energy sources; addressing energy demand by promoting fuel-efficient cooking practices and technologies; and promoting sustainable livelihoods through income-generating activities. FAO has SAFE activities in Bangladesh, Kenya, Ethiopia, Somalia, South Sudan and Sudan, among others.

Livestock owners and herders arm themselves with weapons to protect themselves and their animals. Cattle rustling is organized by armed groups and often takes place in remote rural areas where animals graze. Insecurity remains a constant threat to peoples' livelihoods in the Abyei Administrative Area



architecture, both directly and indirectly, to promote peace and prevent conflict.

FAO has developed considerable expertise in working in conflict-affected situations, from providing livelihoods support, to saving lives to using agricultural livelihoods as an entry point to engage local communities in contributing to peace. Through its mandate and by leveraging its key core competencies, FAO has supported interventions to reduce economic, social, political and environmental ex ante and ex post drivers of conflict. The Organization plays a unique role in protecting, restoring and developing the livelihoods of affected farmers, fishers, herders, foresters and others, saving lives and building longer-term resilience.

For example, FAO is working with the Inter-Governmental Authority to build the resilience of cross-border communities, including in Liben (Ethiopia), Mandera (Kenya) and Gedo (Somalia) in the Horn of Africa. Activities are aimed at preventing and mitigating the aggravating factors of conflict and displacement, particularly around natural resource access and use, cross-border trade and marketing, and prevention of livestock pest and disease spread. These include enhancing the capacities of the Conflict Early Warning and Response Mechanism to monitor cross-border pastoralist-related conflicts and develop contingency plans and early action mechanisms.

Working on conflicts, FAO identifies ways to minimize, avoid, positively transform and resolve conflicts where food, agriculture or natural resources are (or have the potential to be) conflict drivers.

Working in conflicts, FAO seeks to save lives, enable people to remain in their communities, support displaced and host populations, address malnutrition, guard against environmental destruction, prevent sexual and gender-based violence, restore food production and protect agriculture systems and build resilience.

Counting the cost in the Syrian Arab Republic

In 2017, FAO conducted the first comprehensive nationwide assessment on the cost of war to Syria's agriculture sector. The findings revealed that USD 16 billion has been lost in terms of production, along with damaged and destroyed assets and infrastructure within the sector. Of particular note is that the assessment underlined the crucial role that agriculture still plays in the economy – accounting for an estimated 26 percent of GDP and representing a critical safety net for 6.7 million Syrians who remain in rural areas. While the crisis is not over, the conditions for investing

in recovery are present in many areas, which would help to stem migration, encourage the return of displaced families and ultimately reduce the need for humanitarian assistance. Some 94 percent of the community focus groups interviewed said that if they received agricultural support this would either discourage people from leaving rural areas or encourage them to come back. Failing to support agricultural livelihoods could prevent the return of IDPs and lead to continued rural-urban migration, threatening social stability and the success of peacebuilding efforts.

FAO also works **through conflicts** to save the lives and livelihoods of some of the most vulnerable people. While most of FAO's work in fragile contexts consists of humanitarian response, around 10 percent of FAO's field programme delivery in 2016 in the OECD's 15 most fragile contexts was development assistance. Such efforts to work through conflicts require contextual understanding and conflict analysis to ensure that interventions do not heighten conflict risks and avoid doing harm.

FAO's new *Corporate Framework to Support Sustainable Peace in the context of Agenda 2030* envisages five outcomes:

1. Integration of concepts, indicators, and lesson learning on contributing to sustainable peace across all strategic objectives and offices.
2. A robust flexibly financed global portfolio of engagements to support sustainable peace with measurable results.
3. Improved evidence base and strengthened monitoring systems that focus on the linkages between food security, nutrition, and peace and on the effectiveness of various approaches.
4. New coalitions, partnerships and leadership roles at country level and globally on supporting sustainable peace.
5. Demonstrated effective capacity and commitment to sustainable peace of all staff to work on, in, and through conflicts in ways that improves food security and nutrition and fosters agricultural development and post-conflict recovery and reconstruction.

In order to operationalize the Framework, FAO has partnered with Interpeace to jointly develop corporate tools, guidance and training on conflict sensitivity and conflict analysis.

FAO partnering with Interpeace brings together FAO's technical and programmatic knowledge with Interpeace's 25 years of experience in peacebuilding. Interpeace is an independent, international peacebuilding organization that was initially established in 1994 by the United Nations to develop innovative solutions to build peace.

A young cattle keeper covers his cattle with ashes in a cattle camp in Lulwuot, Yirol, South Sudan



Throughout 2018, in partnership with Interpeace, FAO will be piloting and developing tools and guidance at the country level to support FAO programming in conflict affected and fragile contexts. Recognizing FAO's existing and ongoing contributions to sustaining peace, best practices will be incorporated from normative programming areas (land, water, fisheries, forestry, pastoralism and more broadly, natural resource management) as well as cross cutting themes (gender, governance and nutrition).

The partnership with Interpeace will result in the development of the following:

Tools and guidance

Context Analysis: A structured, rapid or “good enough” conflict analysis for a specific project, programme or defined geographic area.

Conflict Sensitive Programme Inquiry: Informed by a Context Analysis. An interrogative approach to conflict-sensitive programme design and implementation contributing to decisions on programme design and implementation.

Conflict Analysis: A technical guide for specialised conflict analysts. A layered analytical approach comprising:

- Macro analysis (cultural, environmental, governance, politics, security, socio economic)
- Meso analysis (livelihoods, stakeholders, root and proximate causes, conflict and peace drivers, scenarios)
- Programme Analysis (conflict sensitivity, programme design and recommendations).

Workshops and training

Awareness Raising: At the headquarters level and through regional webinars, FAO and Interpeace will detail the importance, development and roll out of conflict sensitivity tools. A further aspect to the workshops and webinars is how conflict analysis can also support strategic country programming frameworks and resilience strategies.

Training: During the piloting and development of the tools, workshops will be held at the country and field level to train staff on context analysis and conflict sensitivity through a “programme clinic” approach, where the tools are practically applied to a planned or ongoing programme or project.

Scaling up

Following the development of the tools, guidance and training modules, FAO and Interpeace will present a strategic plan to ups-scale conflict sensitivity across FAO normative and cross-cutting programme areas through a senior-level workshop in Rome towards the end of 2018.

Food security and related livelihood support play a critical role in protecting and saving lives and livelihoods and strengthening resilience in conflict situations. FAO’s efforts to build resilience to conflict involve:

- addressing root and proximate causes of conflict, such as access to and use of natural resources, food insecurity, and climatic disasters
- anticipating and preparing for conflict through early warning systems linked to early action
- supporting communities to cope with conflict to prevent them from resorting to negative coping strategies, which requires timely, well-

Bridging the divide in Abyei Administrative area

An FAO intervention from July 2015 to June 2017 in the contested Abyei Administrative Area between Sudan and South Sudan reduced the risk of natural resource-based conflicts and enhanced community resilience. Abyei Area is a grazing hub in which historically both the Dinka Ngok and the Misseriya tribal communities interact, sharing natural resources such as grazing land and water.

In recent years, however, natural resource use has been an increasing source of confrontation, leading to frequent outbreaks of violence between the communities.

FAO identified a window of opportunity by providing community-based animal health veterinary services to both communities. This allowed wider resource use issues to be addressed.

In June 2016, as a direct result of this work, a community-level peace agreement over natural resource use was signed between the Misseriya and Dinka Ngok. The outcomes of this project are a compelling example of how supporting livelihoods can be an entry point for community-led dialogue, conflict mitigation and resolution.

targeted humanitarian action and shock-responsive, scaled-up social protection

- recovering after conflict: through conflict-sensitive approaches that support governments and communities in restoring food security and nutrition and contribute to sustainable peace.

Agriculture plays a crucial role not just as an economic driver, but also a means to bring new life to shattered homes and communities, and a motivation for people to come together after a conflict that has destroyed social networks (Holleman, C. *et al*, 2017). Confidence, hope and dignity shape people's aspirations about their future lives and relationships with others – including perceptions and attitudes towards social cooperation and social cohesion, both of which are arguably key to sustaining peace (Justino, P. *et al*, 2013). Enhancing skills and providing capital for agricultural livelihoods is as important for food security and income as it is for providing hope for the future (J. Parker *et al*, 2013).

Working in IDP and refugee contexts

As displacement becomes ever more protracted, **FAO is working to provide displaced people and their hosts with opportunities to rebuild their lives** and move from 'care and maintenance' to 'self-reliance'. Without this, the presence of growing numbers of displaced can fuel tensions through competition for basic services and scarce natural resources – accelerated by environmental degradation, and climate change. Investing in livelihoods is key, acknowledging that globally the overwhelming majority of those facing long-term displacement had agriculture-based livelihoods before they fled their homes.

Displacement is closely associated with protracted crises and 2016 saw continued growth in the number of people forced from their homes. Developing countries host 89 percent of refugees and 99 percent of internally displaced persons. By supporting agriculture, FAO is supporting displaced and host populations to increase access to and the availability of food.

In 2018, FAO will sign a new Memorandum of Understanding with the Office of the United Nations High Commissioner for Refugees (UNHCR) to better coordinate support to refugee and host community economic self-reliance in rural areas, addressing both short-term humanitarian and longer-term development needs. Concretely, during 2018, the FAO Resilience Team for East Africa and the UNHCR office in Nairobi will begin sharing resources and working closer together in support of refugees and host communities in the region.

Not everybody can or wants to leave – over 80 percent of people in conflict situations do not flee. Assisting people who stay behind when it is safe to do so is at the core of FAO's livelihood support activities in protracted crises and conflicts.

FAO has also recently (January 2018) signed a Memorandum of Understanding with the International Organization for Migration (IOM), which will serve as a basis for stronger collaboration between FAO and IOM, highlighting the importance of agricultural and rural development in the context of migration. The two Agencies are co-chairing the Global Migration Group in 2018, which serves as a source of technical support and advice to the Member States.

Partnering with IOM is crucial for advancing FAO's work on migration, as it has extensive expertise on migration and has established working relationships with key migration stakeholders at global, regional and national levels. While IOM's focus lies on improving migration governance, FAO has strong expertise in addressing the drivers of rural migration and in harnessing its development potential for rural areas of origin, by investing in job creation and increasing the stability and resilience of rural households.

In practice, this means greater collaboration in the design, implementation and monitoring of migration-related activities at the country level, with FAO focusing on:

- supporting governments in mainstreaming migration in national development policies
- fostering policy dialogue between government (especially agriculture-based line ministries) and rural stakeholders
- strengthening the resilience of displaced communities by diversifying rural livelihoods and ensuring equal access to energy and natural resources.

Supporting vulnerable, and often overlooked, pastoralist communities

FAO is one of the few agencies with the technical skills and experience to target some of the most vulnerable and neglected populations, like pastoralists. In many cases, pastoralism represents the most sustainable livelihood option and main economic driver in rural and marginalized areas. Livestock contributes 40 percent of the global value of agriculture and supports the livelihoods and food security of almost 1.3 billion people. Half of the 800 million people living below USD 1.9 per day depend on livestock.

FAO's Predicative Livestock Early Warning System has demonstrated the direct relationship between forage availability for livestock and human malnutrition, particularly among children⁹. In a crisis, attention inevitably turns to human malnutrition without properly acknowledging or tackling its roots. We cannot afford to wait until the emergency food and health assistance is provided to human populations – if livestock die, people will have no option but to leave or rely on assistance in the longer-term. Providing livestock support is extremely cost-effective compared with the cost of treating the end result of livestock losses.

FAO's efforts to both save lives and create longer-term resilience are important contributions to peace and stability within countries, across regions and beyond. This requires contextual understanding and conflict analysis to ensure that interventions do not heighten conflict risks and hence avoid doing harm, as well as identifying where opportunities may exist to contribute to peace. Risk analysis will need to consider in **particular conflict sensitivity and the risks associated with interventions that would not adhere to the humanitarian principles.**

⁹ The Predicative Livestock Early Warning System uses Normalized Difference Vegetation Index data and models this against edible vegetation, surface water availability and past data. This is used to develop an accurate assessment of current forage availability according to five categories, and a prediction for forage availability over the next six months. This enables governments and local communities to plan and prepare for major dips in forage availability and their likely impact on livestock and human populations.



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Placing people at the centre

As crises become more protracted and humanitarian needs rise, doing business as usual is no longer feasible.

In the DFID Policy, there is a strong emphasis on upholding international law and working in alignment with the Humanitarian Principles. While recognizing the indivisibility and universality of international human rights and humanitarian law, FAO also advocates for a renewed focus on protection throughout agriculture and food security and nutrition responses in violent conflicts.

The 1977 Protocol Additional to the Geneva Conventions concerning the protection of objects indispensable to the survival of the civilian population, **specifically proscribes the targeting and intentional destruction of foodstuffs, agricultural areas for the production of food, crops, livestock, drinking water supplies and irrigation works.** It is extremely concerning that it is becoming an all too frequent tactic in violent conflicts for populations to be besieged and deliberately starved and denied the ability to produce their own food, often with the intent of forcing them to move.

A similarly important concern is ensuring the ability to reach affected populations in order to provide humanitarian food and livelihoods assistance in all situations.

Within the framework of FAO's resilience agenda, accountability to affected populations ensures that the Organization's efforts are needs-based, focused, appropriate and successful in making community more resilient

Photo: FAO places accountability to people affected by disaster and conflict at the core of its humanitarian policy and practice, from preparedness through response and recovery

Incorporating gender into resilience programming

As part of its Disaster Risk Reduction Facility for Agriculture, FAO has developed the “Guideline for Gender-responsive Disaster Risk Reduction in Agriculture – Guidance for Policy-makers and Practitioners”, to support disaster risk reduction planning and policies in agriculture to better address gender issues. A Regional Training Workshop for Integrating Gender Equality in Disaster Risk Management Programming for the Agricultural Sector in the Caribbean was organized in May 2017 for 30 participants from 11 Caribbean countries, to strengthen the capacity of national and international practitioners in gender-responsive Disaster Risk Reduction in the agriculture sector. Further technical support will be provided to other countries in Latin American and the Caribbean, the Near East and North Africa to ensure better integration of gender into these key planning processes. FAO has scaled up a gender-sensitive approach called *Caisses de résilience* to strengthen community resilience

and address root causes of vulnerability. The approach provides technical support to farmer or women’s groups to implement risk-sensitive agricultural practices, combined with community-managed saving and credit systems, and strengthen social cohesion. It has proven to be an excellent means to improve gender relations and promote economic and social empowerment of vulnerable women, by improving their access to credit, income, productive assets and technical skills. The approach is highly flexible and can be tailored to differing contexts. In protracted crises, the approach facilitates the bridge between humanitarian assistance and sustainable recovery and longer-term development: in Central African Republic FAO has used the approach to build women’s productive capacities to boost income, diversify their livelihoods, as well as contributing to peacebuilding at local level.

to future shocks. By enabling and promoting two-way communication, participation and feedback, FAO recognizes the key role affected people play in their own recovery and development, which is fundamental for lasting results.

FAO has formally enshrined accountability to affected populations into the Organization’s project cycle by including it as a required component in the design and approval of all projects, including humanitarian interventions. Projects are required to meet certain accountability criteria and be reviewed and approved by technical officers before beginning implementation.

As one of the co-leads of the global Food Security Cluster, FAO supports quality programming initiatives aimed at providing guidance to cluster members to ensure harmonization and complementarity in food security interventions for more relevant, efficient and transparent responses, as well as ensuring meaningful participation from those affected by crises.

FAO also works to fully incorporate a gender dimension into its resilience building efforts, noting that closing the gender gap in agricultural inputs alone could lift 100–150 million people out of hunger as highlighted in the 2010-11 State of Food and Agriculture Report.



Translating the “new way of working” into action

With 124 million people in 51 countries in 2017 reported to be facing crisis levels of food insecurity or worse, **humanity is at a critical juncture with an unprecedented level of humanitarian needs driven largely by protracted crises**. Stronger and more frequent shocks are disproportionately impacting the world’s most vulnerable and food insecure populations, particularly women and children. Humanitarian responses to crises have saved lives and helped to restore livelihoods, but have not always succeeded in addressing underlying vulnerabilities. Meanwhile, development gains can still be quickly wiped out by a natural disaster, conflict, or a surge in food prices. Addressing underlying vulnerabilities through our humanitarian work could facilitate and form the base of our development efforts.

FAO signed the Commitment to Action at the World Humanitarian Summit, agreeing to work towards collective outcomes across the United Nations system and the broader humanitarian and development community, working over multi-year timeframes, and to develop a shared understanding of sustainability, vulnerability, and resilience that transcends humanitarian–development divide.

We in FAO believe that advancing new and differentiated approaches to protracted crises, including promoting resilience of vulnerable communities and livelihoods, is the most effective way to break the cycle of vulnerability and achieve Sustainable Development Goal 2 “Zero hunger”. However, this requires a new way of working, in line with the commitments made at the 2016 World Humanitarian Summit and in the Grand Bargain, which calls for integrated, context-specific, multi-year,

Photo: Women receiving their cash transfer in Mauritania. In this region, about three-quarters of women are heads of households. More than half of them are illiterate, earn low incomes and are dependent on external aid, making them more vulnerable to food insecurity

Monitoring progress against our commitments under the Grand Bargain

FAO's approach to engagement at regional and national levels is to work through and with national and local actors to achieve desired outcomes and impacts. As such, FAO's corporate indicators track – within the context of the FAO Strategic Framework – support provided to local and national actors to increase capacity support, resource allocation and monitoring capacities in the spirit of localization. In relation to cash-based programming, FAO tracks various aspects of all cash-based interventions (gender disaggregation among beneficiaries, use of the different modalities, among other aspects) to gain a better understanding of the proliferation of FAO's cash programming. New initiatives in monitoring the Cash

programme are currently in development as the programme grows. With regard to the participation revolution, FAO is in the process of piloting indicators to measure Accountability to Affected Populations and women's empowerment in Cameroon, Chad, Niger and Mali; additional resources to enhance the link between Accountability to Affected Populations and monitoring and evaluation are currently under development.

FAO is also monitoring unearmarked contributions that we receive through the SFERA, as well as using FPMIS to monitor how much resources are received under multi-year funding schemes.

multi-partner actions led by national governments and local communities and supported by multi-year financing.

For these reasons, FAO is actively applying a complementary approach that bridges humanitarian and development objectives, essentially operationalizing the new way of working and framing the work within the humanitarian–development–peace nexus. This entails significantly strengthened efforts in sharing data relating to vulnerability; undertaking joint assessments and analysis of needs, response and future risks; and collaborating on planning and programming, backed up by appropriate financing modalities and stronger leadership in support of collective outcomes. For example, FAO coordinates, when possible, with national governments, United Nations partners, and international and local Non-governmental Organizations for its needs assessment activities.

Similarly, with regards to joint analysis, FAO is coordinating its efforts with major humanitarian and development partners in producing the Global Report on Food Crises. The report is a global public good, providing a neutral, transparent and consensus based food security analysis to inform annual planning, and resource allocation decisions. This is a joint analysis aimed at generating global consensus around the severity and magnitude of food crises and promoting coordination in shaping higher level policy processes along the humanitarian–development nexus, for example, raising awareness on the increasing number of people facing acute food insecurity, which requires much more than a humanitarian response. The Global Report uses the IPC/*Cadre Harmonisé* classification of food insecurity.

FAO is looking at how to do things differently and be innovative. As part of this, FAO is testing a joint framework and partnering with development

partners – such as the European Union and other United Nations agencies and local partners to meet immediate food needs while sustainably increasing food security and strengthening the resilience of food insecure households in order to help mitigate the damaging effects of recurrent crises and address the root causes of persistent vulnerabilities and food insecurity.

A good example of this is a recent initiative involving partnership with the other two Rome-based agencies – the International Fund for Agricultural Development (IFAD) and WFP – that applies on the ground the joint conceptual framework for strengthening resilience for food security and nutrition. This has three main elements that can be further expanded to ensure the success of FAO's resilience building efforts: joint planning and programming, complementarities and alignment of activities, and generating evidence through impact evaluation.

Joint planning and programming

Planning and design of activities to be implemented in joint areas of intervention includes generating knowledge that will inform short-, medium- and long-term responses to food crises and sustainable solutions within the framework of the humanitarian–development–peace nexus. For FAO, this means generating knowledge about concrete activities to operationalize the nexus and implement the new way of working in regard to food crises, and promoting its uptake by policy-makers and practitioners in order to amplify the positive impact of these interventions. This will lead to the development of joint responses to different types of food crises, such as the design of nutrition-sensitive cash-based interventions or interventions in pastoralist areas to influence and guide policies.

Combining cash transfers with home gardening production and nutrition in the Lesotho El Niño response

In Lesotho, the cumulative impact of natural disasters is exacerbated by a deteriorating environmental and agricultural context, compounded by chronic poverty and the high prevalence of HIV/AIDS. In 2012, when drought led to high levels of acute food insecurity, FAO piloted an initiative to complement the country's emerging social protection system with agricultural production support. Training and inputs for improved home gardening and enhanced nutrition were provided to complement cash transfers provided by the Child Grant Programme. Based on the success of this project, FAO upscaled the approach during the response to the El Niño-induced drought that affected Lesotho in 2015. National extension staff from the Ministry of Agriculture and Food Security and Ministry of Education and Training

were trained on improved home gardening and nutrition techniques and led the training of and technical support to vulnerable families. The support package (vegetable seeds, shade net, and home gardening and nutrition training materials) was provided to families benefiting from the Child Grant Programme and receiving a cash top-up from UNICEF during the crisis and vulnerable drought-hit families that were receiving cash transfers from WFP.

An evaluation showed that on average households grew an additional three vegetables and increased harvests. Families also adopted improved home gardening techniques, increased livestock ownership and consumed more meat, dairy products and vegetables, all of which contribute to enhanced resilience.



Young cattle keepers attend a class run by a local facilitator in South Sudan. FAO, in partnership with local NGOs, run a programme to teach children, youth and adults who are regularly on the move with their cattle in Yirol

For example, FAO has already built a strong body of evidence on the economic impacts of cash transfers, as well as on the added impacts of integrated or “cash+” interventions, particularly in fragile contexts. FAO’s cash+ programming ensures families have what they need to restore, maintain, develop and diversify their livelihoods, while enabling them to meet their immediate needs. By providing unconditional cash transfers plus livelihood inputs, assets and training, FAO addresses not only the needs of vulnerable households in emergency situations, but also those in development contexts.

Cash+ in the Sahel

FAO defines cash+* as an intervention that combines cash transfers with productive assets, inputs, and/or technical training and activities to enhance the livelihoods and productive capacities of poor and vulnerable households.

In the Sahel and West Africa, cash+ is a key tool in FAO’s approach to emergency response, building resilience and reducing rural poverty. In Burkina Faso and Niger, a cash+ pilot project that combined cash transfers with productive assets (poultry and small ruminants) helped improve food security and nutrition and increased household incomes and asset ownership more quickly than input distribution or cash transfers alone. In Burkina Faso especially, the intervention led to a faster growth in household incomes and assets. Impacts evaluations found an increase in revenue, growth in

savings and asset ownership, improvements in food security (75 percent of households were food-secure by the end of the intervention, as compared with 35 percent at baseline) and in dietary diversity (82 percent of beneficiary households had an acceptable diet two years after the intervention). In Mali and Mauritania, FAO’s cash+ initiatives distributed small ruminants and cash transfers to vulnerable beneficiaries, which were reinforced with education on nutrition and essential family practices. In both countries, research has demonstrated the positive impacts of cash+. Food security improved by 23 percent in Mali, acute malnutrition decreased from 6 percent to 2 percent among children aged 6–59 months in Mauritania, dietary diversity increased by 25 percent in Mali, and income-generation activities increased by 20 percent in Mali.

* FAO and cash+ – How to maximize the impacts of cash transfers, please see: www.fao.org/3/i8739en/i8739en.pdf

Lesotho: Enhancing Emergency Response – Scaling up social protection and productive interventions to respond to emergencies

In Lesotho, the Child Grant Programme (CGP) provides cash transfers to poor and vulnerable rural households in Lesotho for childcare needs. The programme is run by the Ministry of Social Development, with financial support from the European Commission. Since 2009, when it started, the nature of the programme has changed. From an exclusively small donor-supported pilot, the CGP has developed into a national and government run intervention. Starting from only 1 250 households, it now reaches more than 30 000 households and over 65 000 children across the country. The CGP impact evaluation, carried out by FAO, revealed that the programme has contributed to increased levels of household expenditure on schooling and health needs for children. It has also played an important role in increasing food security as beneficiaries seemed to have access to food throughout the year and reportedly greater diversity, including increased protein consumption.

In 2013, FAO began a pilot called Linking Food Security to Social Protection Programme (LFSSP), which aimed to

improve the food security of poor and vulnerable households by providing vegetable seeds and training on homestead gardening to households eligible for the CGP. An impact evaluation of the pilot revealed that combining CGP cash transfers with the delivery of vegetable seeds and the training by the LFSSP had a greater impact on household food production and food security – especially in labour-constrained households – than did each programme in isolation.

Based on the successes assessed during the pilot and in response to the El Niño induced drought – that affected 680 000 individuals in need of livelihood support – FAO decided to upscale this intervention. The upscaling was implemented entirely through government channels, therefore ensuring future expansion and sustainability. An innovative approach by FAO that led to incredible achievements in terms of bridging the divide between development and humanitarian contexts in a complicated emergency environment where coordination often represents a challenge.

This joint planning and programming foresees a major role for the global Food Security Cluster (gFSC) in strengthening country-level coordination systems, and combining information related to food crises. The Cluster can become a fundamental coordination tool to inform the Global Network and Global Report, and provide the instruments needed to assume leadership around the coordination and monitoring of humanitarian responses and promotion of long-term interventions. In summary, the main functions of the Cluster will be to:

- share analyses and knowledge
- facilitate behaviour change in terms of collaboration and partnership
- shape the way we deliver within the humanitarian–development–peace nexus and shape Cluster strategy in support of programming
- monitor partners’ engagement at country, regional and global levels

The gFSC is aiming to develop and promote a systematic methodology to translate the results of situation analysis (IPC) into a humanitarian and development response plan from food assistance to livelihood approaches. This participatory approach will be built on lessons learned from all food security clusters, including a tool box of the most successful implemented activities in similar conditions (response options). The ultimate result will be the creation of joint response plan and joint partner programmes responding to identified gaps.

This initiative will have three phases: definition of the methodology, training coordinators and monitoring of performance in five countries affected by a protracted crisis.

The work will be carried out in collaboration with IPC and the existing ECHO project on multi-sector joint need assessments.

The Global Network Against Food Crises

In 2017, around 124 million people in 51 countries faced Crisis food insecurity or worse (IPC/CH Phase 3 or above) thus requiring urgent humanitarian assistance. Last year's Global Report on Food Crises identified 108 million people across 48 countries in 2016. A comparison of the 45 countries included in both editions of the Global Report on Food Crises reveals an increase of 11 million people – an 11 percent rise – in the number of food-insecure people needing urgent humanitarian action across the world.

The increasing number of food crises, often of a protracted nature and caused by a wide range of shocks and stressors including conflicts and climate disasters, and the related lack of sustainable solutions have highlighted a number of shortcomings on the way response to food crises are provided.

- **Limited coordination on food security and nutrition analyses** that affects a more effective, coordinated and transparent use of information for response planning, particularly in complex situations.
- **Still inadequate systematic evidence** on what can be done to address protracted food crises in a sustainable manner
- **Insufficient level of coordination between agencies** and within agencies and in particular between humanitarian and development departments hampering the operationalization of the humanitarian-development-peace nexus.
- **Insufficient high level political attention** to support the implementation of sustainable solutions to food crises.

These problems are both technical and institutional nature and by definition cannot be solved by a single agency/stakeholders. Creating or reinforcing existing mechanisms that allow to exploit synergies, reduce duplication and upscale efforts appears as a viable option to address such shortcomings.

Against this background, a joint EU/FAO/WFP initial Initiative was launched in Istanbul at the WHS in May 2016 with the objective of enhancing the impact of future responses to food crises. This was the first step towards the establishment of the Global Network Against Food Crises.

The Network is a platform of stakeholders committed to implementing sustainable solutions to food crises through enhanced and shared food security analysis and knowledge sharing and strengthened coordination in providing evidence-based responses across the humanitarian-development-peace nexus.

The overall activities of the Network will be supported by the Food Security Information Network Secretariat (FSIN)¹⁰.

The Network aims to foster global dialogue to strengthen collaboration/coordination in responding to food crises:

- Foster improved, joint and harmonized food security analysis;
- Improve the understanding of actions that provide sustainable solutions to food crises and address the knowledge gap;
- Support the operationalization of the humanitarian-development-peace nexus.

Complementarities and alignment of activities

FAO is aligning interventions to complement its partners' efforts on the ground. For example, WFP will target the most food insecure people through its food assistance-for-assets programmes, providing food and/or cash-based transfers to cover households' immediate food shortfalls so they can dedicate time to building assets that stabilize landscapes and reduce the risk of future climatic shocks and seasonal hardships (particularly those faced by women), with FAO's technical support. With the natural resource base restored, FAO-supported farmer and pastoral field schools and training in climate-resilient agricultural practices will boost production and increase income and diversification of livelihoods. This will complement IFAD's investments in connecting farmers to markets, and enable WFP to further support smallholder farmers through local purchases. IFAD's role will also be instrumental in strengthening local producers' organizations; promoting greater access to rural financial services; and improving community-based governance of scarce natural resources. This will enable smallholder farmers to adapt to crises through rural employment and entrepreneurship opportunities, especially for rural youth.

Generating evidence through impact evaluation

FAO's RIMA model is being used to measure the impact of the interventions on household resilience. It analyses the main determinants of resilience (e.g. access to basic services, assets, social safety nets, etc.) and how they evolve over time during programme implementation. Lessons learned will improve the quality and impact of joint Rome-based agencies resilience programming beyond the specific project, through documenting and sharing experiences.

¹⁰ The Food Security Information Network (FSIN) has been recognized as being the existing structure better placed for hosting the secretariat of the network. The FSIN has already been working on networking related issues as well as on the harmonization of analytical tools. It has furthermore confirmed its coordinating competences by facilitating the production of the GRFC 2017.

With this new approach, FAO seeks bold ideas with real-world impact on the operationalization of the humanitarian, development and peace nexus and how they should be optimized to have the most impact on each individual reached, and how to sustain financially this impact at scale.

FAO is seeking to explore and implement ideas that are innovative, daring in premise, and clearly different from the approaches already being used in order to bridge the divide and ensure that humanitarian and development action are mutually reinforcing, with the ultimate goal of reducing human suffering and building stronger communities and more prosperous futures.

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