

# Strengthening resilience for food security and nutrition

## A Conceptual Framework for Collaboration and Partnership among the Rome-based Agencies

April 2015

### 1. Introduction

This paper presents a simple conceptual framework to inform the understanding, scope and modalities for the Rome-based Agencies (RBAs)<sup>1</sup> to support the resilience of food-insecure people in relation to shocks that affect their livelihoods and food systems. The framework provides a way for the agencies to seek and build complementary alignment across existing agency-specific approaches to support the resilience of food-insecure people rather than develop new approaches, thereby ensuring that RBA collaboration is cost-effective.

Each of the agencies has a well-defined mandate<sup>2</sup> and operational modalities through which it has established its own strengths; these can be aligned to build resilience for food security and nutrition at multiple levels. It is precisely these differences in mandates and modalities that, when brought together, offer great opportunities for strengthening the resilience of food-insecure individuals, households, communities and population groups, including acting upon the systems on which food security depends. The benefits achieved through such an alignment of approaches can be enhanced through the inclusion of other partners, which together strengthen resilience-building work through their diversity of mandates and instruments.

The common focus of RBA work is to strengthen the resilience of rural poor, vulnerable and food insecure people's livelihoods and production systems. The emphasis is on situations where the capacities of supporting structures and institutions – notably government systems, national and local institutions and farmers' organizations – are not in a position to offset or buffer the impacts of shocks and stressors.

The present RBA effort to strengthen collaboration will be shaped by the outcomes of major international processes in which the factors impacting the resilience of food systems and the livelihoods of food insecure people are being discussed, and will be deliberated on in the coming year. Among these, it is worth noting the post-2015 development agenda and the commitment to the comprehensive approach to ensuring food security and nutrition in both crisis and non-crisis situations, championed by the High-Level Task Force on Global Food Security and embodied in its Comprehensive Framework for Action and the United Nations Zero-Hunger Challenge.

The new international agreement on climate, in addition to the new Sendai Disaster Risk Reduction framework and the 21<sup>st</sup> Conference of Parties to the United Nations Framework on Climate Change in Paris (COP 21) at the end of 2015 will have an important bearing on the way RBA collaboration can be taken forward, with a view to climate-smart agriculture. In this respect, the RBAs are implementing a number of flagship programmes, such as IFAD's Adaptation for Smallholder

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<sup>1</sup> The RBAs are the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP).

<sup>2</sup> FAO: <http://www.fao.org/about/what-we-do/en/>; IFAD: <http://www.ifad.org/governance/index.htm>; WFP: <http://www.wfp.org/about/mission-statement>

Agriculture Programme (ASAP),<sup>3</sup> FAO's climate smart agriculture initiatives<sup>4</sup> and WFP's Food Security Climate Resilience Facility (FoodSECuRe).<sup>5</sup>

New initiatives revolving around the Global Partnership for Financial Inclusion offer opportunities for greater synergies among financial tools such as remittances, savings, access to credit, payment systems, guarantees, equity financing and agriculture risk management, which could provide better ways to manage risks and strengthen resilience.

This work builds upon previous experience related to disaster risk reduction, which the RBAs have promoted since 2008 in relation to food and agriculture through the Rome Partnership for Disaster Risk Mitigation (RP3) – especially for countries prone to recurrent natural hazards.

The RBA approach will promote collaboration and joint efforts in a variety of contexts and countries, including developing and middle-income countries. It will focus on areas where food insecurity, malnutrition and recurring shocks and stressors represent major threats to the advancement of development outcomes.

## **2. Overall approach of the RBAs to resilience-building for food security and nutrition**

### **2.1 Definitions**

For the purpose of this paper, the widely accepted United Nations Office of Disaster Risk Reduction (UNISDR) definition of resilience will be used as a working definition:

*“The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions”.*<sup>6</sup>

There are common elements that resonate in most, if not all definitions of resilience. In relation to the RBA focus on agriculture, food security and nutrition, resilience is essentially about the inherent capacities (abilities) of individuals, groups, communities and institutions to withstand, cope, recover, adapt and transform in the face of shocks. This implies that all interventions must begin by identifying and building upon existing capacities and resources.

It is critical to note that efforts to strengthen resilience should primarily target those who are food insecure or at risk of becoming so. In most cases, this means individuals and groups living in extreme poverty or close to the poverty line in rural areas, as well as those living in fragile environments where conflict, natural disasters or other major events can disrupt food systems or impede access to adequate and nutritious food for at least part of the population. The type of population group, its livelihood strategies and asset base, the institutional environment and the type of shock or stressor all inform the practical definition of “resilience” that applies in each context. They also inform the strategies that the RBAs, individually or together, will develop in each context.

### **Box 1: An example of RBA collaboration on approaches to address resilience in fragile environments**

The United Nations Environmental Management Group (EMG), which includes the RBAs, recently authored a publication on resilience in the drier ecosystems,<sup>7</sup> which are subject to natural and manmade disturbances to ecological, economic and social systems, and often have lower buffering capacity than other areas. The publication aims to enhance inter-agency coordination, resilience and the livelihoods of men and women, and improving the conditions of fragile ecosystems to deliver global benefit. It underlines the resilience of populations living in drylands – people who in the face of hardship, variability and risk have often developed resilience based on historic and current adaptive knowledge and skills. The report notes that people living in

<sup>3</sup> <http://www.ifad.org/climate/asap/>

<sup>4</sup> <http://www.fao.org/climatechange/climatesmart/en/>

<sup>5</sup> <https://www.wfp.org/climate-change/foodsecure>

<sup>6</sup> <http://www.unisdr.org/we/inform/terminology#letter-r>

<sup>7</sup> Full report: *Global Drylands: A UN system-wide response*, available at: [http://www.unccd.int/Lists/SiteDocumentLibrary/Publications/Global\\_Drylands\\_Full\\_Report.pdf](http://www.unccd.int/Lists/SiteDocumentLibrary/Publications/Global_Drylands_Full_Report.pdf)

dryland ecosystems often have a profound understanding of their environment. They frequently use a wide range of wild species as part of their livelihoods and their livestock and crops are the products of long periods of selective breeding for adaptation to local conditions.

Much of the discussion and programming around resilience has taken place in relation to dryland environments, especially the phenomenon of “chronic” or recurring crises resulting from a cumulative reduction in resilience following a combination of ongoing stressors and regular shocks. While disaster risk reduction efforts have until recently focused on more dramatic quick-onset disasters, creeping slow-onset disasters such as the droughts typical of drylands are more important in many areas – both in terms of total economic losses and mortality – but are less well understood.

The joint publication referred to in Box 1 promises relevant insights into resilience, both conceptually and programmatically. Furthermore, the United Nations system and donors have increasingly focused on institutional constraints to connecting development and humanitarian work in operations, typically in the dryland areas where they are most critical. The EMG publication offers much of relevance to the broader resilience debate in the context of collaboration both within and across the RBAs.

## 2.2 Principles

This conceptual framework is guided by six principles.<sup>8</sup> These principles, summarized in Box 2 below, reflect the joint understanding and approach of the three RBAs as international agencies working to support the resilience of individuals, households and communities, in partnership with and in support of other stakeholders, including people affected by shocks, stresses and crises, national and local authorities, and other international partners.

These principles inform the understanding, scope and modalities of how the RBAs support the resilience agenda, taking into account their specific mandates. The approach outlined in this paper is therefore practical and ambitious, highlighting the potential synergies both when the three agencies intersect and when two of the agencies work together. In this regard, two RBAs seeking to join can form the basis for the involvement of the third as opportunities develop.

### Box 2: Principles and practice for resilience, food security and nutrition

1. **Local and national ownership and leadership:** *People, communities and governments must lead resilience-building for improved food security and nutrition.* Government leadership is vital since it encourages inter-sectorial and intra-governmental harmonization of efforts, and fosters a holistic approach to programming. To ensure relevance and sustain gains, it is vital to respect the priorities and strategies of national and local stakeholders, including local communities, their members and organizations.
2. **Multi-stakeholder approach:** *Assisting vulnerable people to build their resilience is beyond the capacity of any single institution.* Covering the various dimensions of resilience building and reaching scale in a cohesive manner requires integrated multi-sector and multi-stakeholder partnerships. Leveraging strengths and efforts across many different actors – including the RBAs – contributes to the overall strengthening of vulnerable people’s resilience.
3. **Combining humanitarian relief and development:** *Planning frameworks should combine immediate relief requirements with long-term development objectives.* Humanitarian responses and development initiatives are largely applied linearly – the former during a crisis or shock, and the latter once conditions have stabilized. Resilience-building, however, is a continuous and long-term effort that addresses the underlying causes of vulnerability while building the capacity of people and governments to better manage risks in the future.
4. **Focus on the most vulnerable people:** *Ensuring protection of the most vulnerable people is crucial for sustaining development efforts.* The poorest, most vulnerable and food insecure people in the world typically have no access to social protection or safety nets. By providing a safeguard in the event of shocks, safety nets can be a vital tool to protect and build livelihoods, while assisting those most in need.
5. **Mainstreaming risk-sensitive approaches:** *Effective risk management requires an explicit focus in the decision making of national governments, as well as enhanced monitoring and analysis.* Countries require early warning systems that automatically trigger flexible response mechanisms at the appropriate scale when predetermined thresholds are exceeded. This requires enhanced coordination and links among

<sup>8</sup> Principles and Practice for Resilience, Food Security & Nutrition, endorsed by the Heads of the three Rome-based Agencies in January 2013 (see: <http://www.rockefellerfoundation.org/blog/principles-practice-resilience-food>).

institutions involved in food and nutrition security analysis, early warning and response. However, risk-sensitive approaches should also be mainstreamed into programming and initiatives at the sub-national level. Indeed, building the risk-management capacity of vulnerable populations is part and parcel of strengthening their resilience.

6. **Aiming for sustained impact:** *Interventions must be evidence based and focused on results.* Resilience-building programming needs to be evaluated for its medium- and long-term impacts on food and nutrition security in the face of recurrent shocks and chronic stressors. Investment is required in establishing or strengthening monitoring systems, including baselines, and evaluation in order to generate rigorous evidence of what works most effectively and provides best value for money over time.

## 2.3 Overall Approach

FAO, IFAD, and WFP have different entry points to strengthening resilience, but they share the overarching objective of reducing loss of life and assets, while also enhancing the livelihoods of the poorest and most vulnerable people. Government ownership, public, private and civil society partnerships, and capacity-building are key to developing effective and coherent programmes.

Resilience-building options are country and context specific, with different entry points used in a variety of situations. A joint RBA approach to resilience should integrate disaster risk reduction and management, prevention, mitigation, disaster preparedness and response in a comprehensive way. Prevention is particularly important to: avoid damage; protect development gains; maintain poor people’s incomes and the assets on which their livelihoods are based; reduce the frequency and impact of shocks; and reduce vulnerability to a variety of shocks and stressors through physical and socio-economic measures, better land use, equitable access to resources and weather risk-transfer mechanisms.

The RBA approach to strengthening resilience aims at enhancing food security, nutrition and livelihood outcomes. It focuses on enhancing specific assets and capacities in anticipation of and in reaction to disasters, shocks and stressors that undermine food security, nutrition and livelihoods. This includes focusing on:

- the most vulnerable individuals, households and communities in different livelihood contexts;
- addressing resilience at different levels, from individuals, households and communities to systems;
- working together and with other partners – particularly governments and poor people’s organizations.

The RBA conceptual framework for resilience aims to strengthen three types of capacities of target populations and organizations: absorptive capacity; adaptive capacity; and transformative capacity.

| <b>Absorptive capacity</b>  | <b>Adaptive capacity</b>  | <b>Transformative capacity</b>   |
|---|---|--|
| The capacity to withstand threats and minimize exposure to shocks and stressors through preventative measures and appropriate coping strategies to avoid permanent, negative impacts. | The capacity to adapt to new options in the face of crisis by making proactive and informed choices about alternative livelihood strategies based on an understanding of changing conditions. | The capacity to transform the set of livelihood choices available through empowerment and growth, including governance mechanisms, policies/regulations, infrastructure, community networks, and formal and informal social protection mechanisms that constitute an enabling environment for systemic change. |

### 2.3.1 Supporting resilience at multiple levels

The resilience of vulnerable stakeholders should be strengthened at different levels and across a variety of livelihood systems. This implies investments at the level of the: individual; household; community; institution (local, sub-national, state); ecosystem and in relation to social differentiation according to different local contexts.

Although the profile of each RBA's target groups is not identical, they all serve population groups and livelihood systems that are increasingly vulnerable to a range of shocks and stressors. This includes smallholder family farmers, particularly poor farmers and those who practice rain-fed agriculture or operate in environmentally fragile areas – whose livelihoods, food security and nutrition are frequently (and increasingly) at risk from extreme climatic events and stressors linked to environmental scarcities and degradation. Similarly, pastoralist groups, artisanal fishers, and rural communities for whom forestry is an important component of livelihood strategies are increasingly exposed to climate- and environment-related shocks and stressors, which can undermine food systems. Poor rural and urban households also share – albeit in different forms – vulnerability to other types of shocks, notably market-related shocks (e.g. sudden price spikes) and those resulting from conflict and social unrest.

The pursuit of resilience should be grounded in a context-specific understanding of the people, the nature of their livelihoods and the shocks and stressors that threaten them. Resilience-supporting interventions promoted by one or more of the RBAs will be responsive to the stakeholder group's livelihoods, source of exposure and vulnerability, and gaps in the institutional context, asset base, and capacity to confront a particular type of shock.

### **2.3.2 Example of possible RBA synergies along the three dimensions of resilience**

Box 3 illustrates how agency-specific activities could be aligned to complement each other and further improve resilience outcomes in a community scenario, supporting the three core dimensions of resilience.

#### **Box 3: The vision**

The potential benefits of aligning individual RBA interventions to complement each other and strengthen resilience at the community level can be illustrated using a hypothetical example of a rural community facing a climate-related challenge. Support to the three core dimensions of a community's resilience – its capacities to absorb, adapt and transform – is illustrated through examples of contextually determined, agency-specific activities.

In strengthening the community's resilience for food security and nutrition, the most food insecure people could be targeted through productive safety nets, with WFP's food for assets programmes, which – together with FAO's technical support and complementary inputs – can be used to stabilize degraded landscapes, reduce the risk of future and seasonal hardships (particularly those faced by women), improve natural regeneration and boost agricultural production and incomes.

With the natural resource base restored and increased, and the community's absorptive capacity improved, FAO-supported farmer field schools and training on Good Agricultural Practices could further improve production and diversification of incomes. IFAD's support to smallholder farmers in accessing credit to enhance livelihoods would be instrumental in strengthening local producers' organizations, diversifying income sources and promoting greater access to credit and saving schemes, particularly for vulnerable women and households. Complemented by agricultural risk management approaches and other interventions such as seed banks, safety nets and training, the adaptive and transformative capacities of the community would be supported, promoting flexibility and enabling change.

Let us imagine that the community is affected by a sudden-onset disaster, such as a violent flood. The flooding causes some loss and damage, but does not affect all households in the same way. The pre-existing absorptive capacity of each household will determine the type of intervention required. Targeted emergency distributions of food and nutrition assistance, and agricultural inputs could be mobilized immediately after the event to protect the lives and livelihoods of the most affected households, and to safeguard development gains previously made by the community. Some better-off households may have access to: remittances, credit or risk-related insurance to rebuild damaged infrastructure; social networks to maintain food security in times of crisis; or diversified livelihood options (such as off-farm employment) to maintain income.

Learning from previous disasters and taking precautions for the future by adopting additional risk reduction and adaptation measures would also be important to strengthen the community's adaptive capacities in the face of stress. The community might consider flood proofing the village drinking well or engaging in a participatory and nutrition sensitive community-based planning activity, for which the RBAs could provide advice and support along other partners such as the United Nations Children's Fund (UNICEF). If the flood resulted in loss of livestock, improvements in community-level flood early warning information and

advocating for better weather forecasts would allow animals to be taken to safer areas in time. Similarly, vulnerable households could be supported in diversifying their livelihood options by adopting more flood-resistant crop varieties (or drought-resistant short cycle varieties), establishing safety nets and increasing buffer stocks for times of need.

In this illustrative scenario, the complementarities of the RBAs working together and with partners would improve food security and nutrition, supporting vulnerable people's own efforts to strengthen their resilience and development. These foundations could create the space for the development of additional FAO, IFAD and WFP initiatives. In addition, partnerships with the private sector and other stakeholders, as appropriate to the context, could focus on connecting smallholder farmers to markets, improving storage and grain reserves, and accessing insurance schemes to strengthen livelihoods and resilience.

### **3. Strategic intent of RBA collaboration on supporting resilience**

Strengthening resilience for food security and nutrition is a development priority for vulnerable poor people in both rural and urban areas, and particularly in the most at-risk and disaster-prone parts of the world. This can also be a potential area for better RBA collaboration: to improve the quality, effectiveness, scale and impact of the work of each of the agencies.

A starting point for this collaboration is the agencies' respective strengths in building resilience as part of their relief, recovery and long-term development efforts. Improving RBA collaboration on strengthening resilience requires better analysis and understanding of the main challenges that can affect RBA collaboration in order to address them. This includes:

- acknowledging differences in geographical coverage, field presence and operational capacities, including at the sub-national level;
- turning the diversity of traditional partners at the national and local levels, and entry points for engagement with governments, into an opportunity for complementary actions at different levels;
- combining the RBAs' different instruments (food assistance, technical assistance, grants and loans), strategic approaches (relief, recovery, disaster risk reduction and management, and development), and the variety of their operational modalities in order to maximize impact; and
- achieving synergies despite unpredictable or time-restricted funding, and differences in agencies' programmatic timeframes.

The RBAs intend to analyse the "what" and the "how" of strengthening their collaboration to support resilience for food security and nutrition through the following steps:

- At the global and regional levels, the RBAs will continue their existing collaboration, particularly around key regional **policy processes** and in the context of the Committee on World Food Security (CFS), pursuing closer partnership on existing work on resilience.
- The RBAs will identify **opportunities for improved collaboration** at both the regional and country levels based on country-specific analyses of context and circumstances, including identification of obstacles and challenges.
- By conducting an **initial stocktaking** of existing efforts in specific countries and contexts to identify gaps and opportunities for RBA collaboration, the RBAs will seek convergence, align existing programmes and explore national stakeholders' interest in the design of programmes geared to strengthening resilience.
- Since RBA collaboration is currently often bilateral, the RBAs will strive to establish synergies and complementarities with the third agency, and to **expand coverage of joint efforts** where contexts provide opportunities to engage as three RBAs.
- Each agency will advocate for the inclusion of the other agencies as opportunities for complementarity arise in dialogue with stakeholders.

As a first step, the following potential areas for better collaboration to strengthen resilience outcomes have been identified: policy dialogue; analysis and planning; joint programming; monitoring impact and measuring resilience.

#### ***3.1 Policy dialogue***

The RBAs will continue to collaborate in policy and strategy formulation to support plans and programmes intended to strengthen national resilience. The RBAs will collaborate by building upon the strengths of each agency to foster institutional capacities at all levels, including by supporting policy dialogue. This has already been undertaken in a number of recent and ongoing global and regional policy efforts, which underscore the potential in this area:

- *Development of the post-2015 framework:* the RBAs have advocated for mainstreaming resilience and risk-sensitive development approaches (particularly with regard to sector-specific strategies) and targets, with an appreciation of the complex risk environment affecting rural households and the agriculture sector.<sup>9</sup>
- *Joint work to develop an agenda for action on addressing food insecurity in protracted crises.* Under the auspices of the CFS, the RBAs are working together to elaborate an agenda or framework for action on addressing food insecurity in protracted crises. Based on a set of core principles, this multi-stakeholder global policy initiative will provide guidance to improve the quality and effectiveness of strategies, policies, investments, institutional arrangements and actions in the fight against food insecurity and malnutrition in protracted crises. This recognizes the critical importance of strengthening resilience in such contexts.
- *Collaboration.* Within the broader network of United Nations agencies, the RBAs have been involved in preparations for the World Conference on Disaster Risk Reduction (that took place in Sendai, Japan in March 2015), where the Sendai Framework for Disaster Risk Reduction 2015-2030, successor of the Hyogo Framework for Action (2005-2015) has been adopted. FAO and WFP have worked together on formulating joint inputs and coordinating their contributions to the consultation process and the preparation of “substantive sessions” of the conference covering agriculture, food security and nutrition.
- *Collaborative efforts related to regional-level policy processes, with a clear focus on resilience.* The following four initiatives are relevant examples:
  - (i) *partnerships with governments and national institutions in the Sahel and the Horn of Africa*, with: regional intergovernmental organizations such as the Intergovernmental Authority on Development (IGAD), the Permanent Interstates Committee for Drought Control in the Sahel (CILSS) and the Economic Committee of West African States (ECOWAS); partners engaged in the Global Alliance for Resilience Initiative (AGIR), the Supporting Horn of Africa Resilience (SHARE) initiative 2012–2020; and those involved in the Global Alliance for Action for Drought Resilience;
  - (ii) in the Horn of Africa, supporting the development and operationalization of *IGAD’s Drought Disaster Resilience and Sustainability Initiative* (IDDRSI), its regional platform and the formulation and implementation of its regional and country programming papers;
  - (iii) the preparation of a *Regional Resilience Framework and Strategy for Southern Africa* within the Regional Inter-Agency Standing Committee (RIASCO) mechanism led by the Office for the Coordination of Humanitarian Affairs (OCHA), FAO and WFP, with strong participation from UNICEF, major NGOs and regional organizations like the Southern Africa Development Community (SADC); and
  - (iv) the Regional Strategic Framework for the Climate Risk Management in the Agricultural Sector and the Regional Resilience Alliance for the *Central American Dry Corridor*, which will become the basis for number of partners’ coordinated resilience programming.

### 3.2 Analysis and planning

Supporting resilience is a long-term effort involving short, medium, and long-term multi-sectorial programmes. Accordingly, it requires a set of analytical and consultative planning tools that cover the national, sub-national and local levels to inform programme design and build evidence to inform policy dialogue and country strategy development. Each RBA has specific analytical, planning and programming tools and approaches that are used to inform the design of initiatives supporting resilience – which are often developed to inform their own programmes.

Rather than design new joint approaches that might not fit with agreed agency country strategies, or which may not be cost-effective, the proposed approach is to first identify the complementarities

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<sup>9</sup> See IFAD’s Post-2015 Policy Brief on Resilience: <http://www.ifad.org/pub/post2015/english/04.pdf>.

among existing tools and approaches, and use them as the basis to develop synergies for collaborative programmes to strengthen resilience. Examples of technical and consultative tools and processes currently being used by the RBAs to develop such programmes include:

- ***Resilience-related analysis and programming through the global food security cluster mechanism.*** In line with the Inter-Agency Standing Committee’s transformative agenda and changes in the structure of consolidated appeal processes, resilience is becoming increasingly important in food security clusters, with a focus on the operational linkages between information management systems, response analysis tools, response implementation and measurement.
- ***The Integrated Food Security Phase Classification (IPC).*** The IPC is an analytical process that combines technical approaches with those aimed at reaching consensus among partners on levels of food security in a particular context. The IPC provides critical information to inform short- to medium-term responses and ongoing programme adjustments, and is a major source of information for historical trend analyses to inform long-term programming.
- ***The Three-Pronged Approach (3PA)*** is a three-step analytical and consultative process that brings national and local governments, inter-sectorial partners and communities together to develop and design programme strategies that strengthen existing national plans and coordination structures. Undertaken at three levels, 3PA comprises of the following components:
  - (i) ***Integrated Context Analysis (ICA)*** combines national-level historical trends in food security, nutrition, and shocks and stressors with analysis of risks (e.g. land degradation) to inform appropriate programming strategies where a number of these elements of analysis exist.
  - (ii) ***Seasonal Livelihood Programming (SLP)*** is a multi-stakeholder participatory tool that fosters coordination and partnership at the sub-national level under the leadership of local governments and with partners on the ground. It is a process to design, prioritize and target an integrated multi-year, multi-sector resilience-building operational plan using seasonal and gender lenses.
  - (iii) ***Community-based Participatory Planning (CBPP)*** is a community-level participatory exercise that identifies needs and tailors responses to local requirements through prioritization and ownership of programmes by communities.

Other examples of where FAO and WFP could jointly support regional and national analyses, and planning approaches include the CILSS Harmonized Framework (‘Cadre Harmonisé’) food security information reference system and the Food Crisis Prevention and Management Network (Réseau de prévention et de gestion des crises alimentaires, RPCA) in the Sahel, Emergency Food Security Assessments (EFSA) and Crop and Food Supply Assessment Missions (CFSAM).

### ***3.3 Joint programming and implementation***

At the country level, each agency operates within the framework of its respective policies, strategic frameworks and operational processes to engage national stakeholders. The RBAs will need to explore how best they can converge their respective efforts and how they will complement each other.

This might include the identification of policy-development and capacity-building efforts in resilience or early warning and preparedness for governments and local institutions, and activities on the ground with local authorities and communities. Where FAO, IFAD and WFP have programmes in the same geographic area of a country, these programmes can be better aligned to be mutually reinforcing using seasonal, livelihoods and gender lenses.

In some countries, this kind of collaboration has already resulted in the formulation and implementation of joint RBA interventions. On occasion, other development and humanitarian partners such as UNICEF have been involved. These experiences have shown that joint RBA efforts are worth investing in, even in difficult contexts and circumstances.

Examples include the following:

- The ***2014 RBA “award of excellence” in the Democratic Republic of the Congo*** recognized joint RBA initiatives to improve the resilience of over 3 million people: enhancing analysis, targeting and interventions through the food security cluster in the country; strengthening the management



capacity of farmers' organizations; improving household competitiveness; and promoting community dialogue.<sup>10</sup>

- A joint initiative among FAO, WFP and UNICEF, the *Somalia Resilience Programme* ('From Project to Programme Approach') recognizes that a comprehensive strategy for enhancing the resilience of the most vulnerable households and communities requires multi-sector collaboration in order to manage and mitigate risks. Within a common resilience results framework, the RBAs have aligned around three strategic 'building blocks': (i) enhancing production; (ii) protective and productive safety nets; and (iii) improving access to basic services. Over 100 community action plans have been prepared and are being implemented.
- Aligned with the *Niger Government's 3N Initiative* ("les Nigériens Nourrissent les Nigériens"/"Nigeriens Feeding Nigeriens"), WFP, FAO, UNICEF and UN-Women are joining efforts to strengthen resilience in 35 priority *communes de convergence* (municipalities). A unique FAO–WFP project in selected communes will: (i) increase the access of vulnerable households to productive assets; (ii) improve dietary diversity; and (iii) improve operational coordination and strengthen partnerships.
- In the first year of implementation with its Secretariat, hosted at IFAD, activities under the *Platform for Agricultural Risk Management (PARM)*<sup>11</sup> also began in **Niger** with feasibility studies and policy dialogue as part of the initial risk-assessment phase.
- In **Kenya**, RBA partnership through the Kenya Climate Resilient Agricultural Livelihoods Programme (KCALP) supports the Government in assisting farmers to move towards more market-oriented agriculture with a view to reducing their vulnerability to food insecurity through better agricultural practices, enhanced resilience and sustainable natural resource management.
- IFAD and WFP are developing a *Joint Climate Analysis Facility (JCAF)* to enhance climate analyses, which will allow the agencies to identify where joint project design, programming and partnerships can be developed in specific countries. JCAF will consider other potential partners and the possibility of providing analytical services to a broader set of government and non-government actors.
- The *Weather Risk Management Facility (WRMF)* was established by IFAD and WFP in 2008, comprising experts from both organizations. WRMF supports research, capacity-building and innovations in risk management to foster agricultural development and enhance resilience to climate-related shocks. Smallholder farmers in developing countries are particularly vulnerable to the harsh effects of weather risks. Affordable insurance can improve their financial security and protect their livelihoods. Since 2008, a landmark study reviewing 36 index insurance pilots has been completed and the WRMF has tested index-based weather insurance – a product correlated to weather patterns for local crops – in **China, Ethiopia and Senegal**.
- The RBAs collaborate in the implementation of IFAD's *Adaptation for Smallholder Agriculture Programme (ASAP)*<sup>12</sup> in several ways. Several ASAP-supported programme designs have been prepared by FAO's Investment Centre (TCI). In addition, a memorandum of understanding has been developed along with an institutional contract with WFP towards a Joint Climate Analysis Facility. A geographic information system (GIS) expert from WFP is working at IFAD to support the ASAP. The two institutions have agreed to undertake joint climate profiling in several countries. At the country level in **Kenya**, ASAP projects are analysed by FAO using the ExAct tool to "predict" anticipated carbon benefits.
- The RBAs are jointly working on new directions for *inclusive rural financial services* to move beyond credit and saving schemes. Unexpected events and income shocks can have devastating impacts on any household. Insurance cushions the blow, but it is not widely available to poor people in developing countries. In **Ethiopia**, IFAD and FAO together with the International Labour Organization (ILO) and the United Nations Capital Development Fund (UNCDF) are working to develop micro-insurance products for low-income individuals and families, particularly in rural areas.

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<sup>10</sup> See: [http://operations.ifad.org/documents/654016/3070419/FAO.%20IFAD+and+WFP+-++2014+award+of+excellent+\(English\)/67998237-41a5-473c-96ea-b6e07121e7f0?version=1.2](http://operations.ifad.org/documents/654016/3070419/FAO.%20IFAD+and+WFP+-++2014+award+of+excellent+(English)/67998237-41a5-473c-96ea-b6e07121e7f0?version=1.2) for more details.

<sup>11</sup> <http://www.ifad.org/partners/ec/operations/parm.htm>

<sup>12</sup> <http://www.ifad.org/climate/asap/asap.pdf>

### ***3.4 Measuring impact and measuring resilience***

The provision of timely, accurate and actionable data and information is an important dimension for risk reduction and supporting resilience. It ensures that decisions are based on solid results from a thorough analysis of contextual problems and actual needs (supporting evidence-based decision making from the latest research and academic knowledge available). The RBAs will support the improvements of existing monitoring systems, participate in assessments and use the data for programming and dialogue with governments and implementing partners.

Against this background, FAO and WFP (together with UNICEF) have been successfully pioneering resilience-measurement efforts to inform programming and assess impacts in the framework of their joint resilience strategy in Somalia. This collaboration has brought new insights into what concerns resilience dynamics and determinants, and has led to innovative approaches to resilience measurement, such as the use of mixed methods. This joint experience has provided the basis for region-wide collaboration on resilience analysis through the establishment of the Resilience Analysis Unit under IGAD leadership, which will support resilience programming in the region with robust analysis. A similar collaboration is now in development in the Sahel to support the role of CILSS in food security and resilience analysis within the AGIR initiative.

As a parallel and complementary effort, through the Food Security Information Network (FSIN), the RBAs established a technical working group to promote debates, identify technical challenges and build consensus around issues related to food security and resilience measurement and analysis, such as the elaboration of basic principles for measuring resilience. The technical working group includes experts from leading universities, major donors and United Nations agencies including FAO, WFP and IFAD, and is currently considered a major global reference point on issues related to resilience measurement and analysis.

In addition, IFAD has proposed to use a comprehensive list of *ex-post* and *ex-ante* resilience indicators in the evaluation design and impact assessment of its own activities. These indicators will provide data for a resilience index, calculated from the sum of the three main resilience capacities (absorptive, adaptive and transformative).

## **4. Identifying new areas in RBA collaboration for resilience**

With this concept paper, the RBAs have begun a process towards a shared vision of how to strengthen the resilience of poor, food- and nutrition-insecure, and vulnerable people around the world.

In mid-2014, the management of FAO, IFAD and WFP agreed to co-organize an event in 2015 on strengthening resilience for food security and nutrition. The aim of this milestone event is to explore how the RBAs can work together better and build innovative partnerships with global, regional and national stakeholders engaged in all aspects of strengthening resilience for food and nutrition security.

The RBAs recognize that much more work is required to explore the potential of collaboration and alignment around strengthening resilience at various levels, including that of the RBAs. To deepen their understanding of this potential and to identify opportunities for collaboration, the RBAs will review the analytical planning tools, programming instruments and approaches used across the agencies; identify their merits; and assess the potential for increased complementarity and synergy. The RBAs will also use this review to identify opportunities to strengthen country- and regional-level policy dialogue.

Building upon this review, the RBAs will explore the requirements of an operational framework at the country level that strengthens their existing collaboration. Depending on context, opportunities and the range of activities supported at the country or regional levels, the RBAs will identify opportunities and new initiatives to enhance their impact on the resilience of rural poor and vulnerable people by building on bilateral RBA efforts, and through broader partnerships with UNICEF, the United Nations Development Programme (UNDP), the World Bank and others.