

SAVING  
LIVES  
CHANGING  
LIVES



# Scaling up for resilient individuals, communities and systems in the Sahel

## Operational Reference Note

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The conclusions given in this report are considered appropriate at the time of its preparation. They may be modified in the light of knowledge gained at subsequent stages of the project.

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# Introduction

The Sahelian countries commonly known as the G5 – Chad, Niger, Mali, Mauritania, and Burkina Faso – form a vast geographical belt of territories, marked by persistently high levels of food and nutrition insecurity, limited and unequal access to basic services, poorly integrated markets, and recurrent shocks. Within communities, women and adolescent girls and poor households with no access to productive assets relying on seasonal migration are particularly affected. The G5 Sahel countries are home to 80 million people, and demographic growth projections suggest the population will double in the next 20 years. Every three years, the region faces drought; and every five to ten years, a major drought. Adding to the complexity, the Mali and Lake Chad Basin conflict epicentres drive population displacement, decimate livelihoods, and interrupt basic services. The Sahel region represents a significant departure and transit area of unsafe migration.

The Sahel has been a major recipient of punctual humanitarian assistance over the last three decades, resulting in decades of scattered, small-scale, poorly integrated interventions, designed around an individual shock rather than integrating management of predictable seasonal shocks into a broader longer-term programme.

However, the Sahel also harbours enormous opportunities for transformation: the region holds great potential for ecosystem restoration, including a wealth of untapped groundwater; and leveraging upon the opportunities represented by a very young population and technology. There are strong examples of resilience programming in practice demonstrating results; national governments and regional bodies are engaged in forming multi-sector coalitions for resilience; and more donors are committing to multi-year funding.



# Paradigm Shift

In a region where humanitarian, development and peace agendas increasingly intersect, transformational long-term programmes are crucial to complement, and, over time, reduce the need for humanitarian response.

Transformative change requires government-led, community-owned, integrated multi-year response packages targeted to vulnerable areas hit year after year, decade after decade, by climate shocks. This means a paradigm shift for the organization, and with it, for our partners and donors.

Based on lessons learned from rolling out the approach in Niger (since 2013) and more recently in neighbouring countries, four clear building blocks are identified to drive change:

- **Convergence** of World Food Programme and partners' activities in the same geographic location targeting the same people;
- **Concentration** of World Food Programme activities (minimum 3-5 activities)<sup>1</sup> over multiple years (minimum 5 years required in chronically food insecure shock prone areas);
- **Coverage** (resources, geographic coverage, and outreach) is sufficient to match the scale of challenge; and
- **Capacities** to support communities and governments in coalition-building and sharing of knowledge.

Over 2 million beneficiaries in 800 communities (2,400-3,200 villages) across the 5 countries will benefit from an integrated resilience package, at an estimated cost of USD 1 billion. A recent cost-benefit analysis concluded that a 5-year investment in the resilience package in Niger can generate a return of nearly 4 USD for every dollar invested over a 20-year period. These are only the direct economic benefits, and do not account for the inter-generational benefits of healthy and prosperous communities nor the cost of people forced to migrate out of destitution.

This is an ambitious incremental scale-up to drive results and model transformational change at scale, in priority communities of five priority countries (Burkina Faso, Chad, Mali, Mauritania, Niger). Each country has embedded the integrated resilience package within its Country Strategic Plan/Interim Country Strategic Plan (I/CSP), developed in partnership with national stakeholders<sup>3</sup>. Delivering success will require predictable, multi-year funding aligned to the scale of needs.

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1 Package targets needs at individual/household, community, and systems levels. Integrated resilience packages in the Sahel commonly include a combination of: Food Assistance for Assets; Smallholder Agricultural Market Access; Nutrition Packages; Education Packages; Capacity Strengthening; and Lean Season Support.

2 Note: opportunities for contextualization and replication are being explored in Nigeria, Cameroon, Gambia, and Senegal.

3 The I/CSPs ensure a critical safeguard for resilience gains in the incidence of a major shock and contribute complementary national capacity strengthening and activities required for longer-term scalability and durability of resilience gains.



# 1. Context today

Chad, Burkina Faso, Mali and Niger rank among the 15 lowest on the global Human Development Index. School enrolment rates are alarmingly low; in Niger 70 percent of the population is illiterate, reaching 90 percent for women. In Chad, Mali and Niger, more than 2/3 of women aged 20-49 are married before 18 years of age<sup>4</sup>. Demographic growth is among the highest in the world, and the population of the Sahel is projected to double in 20 years.

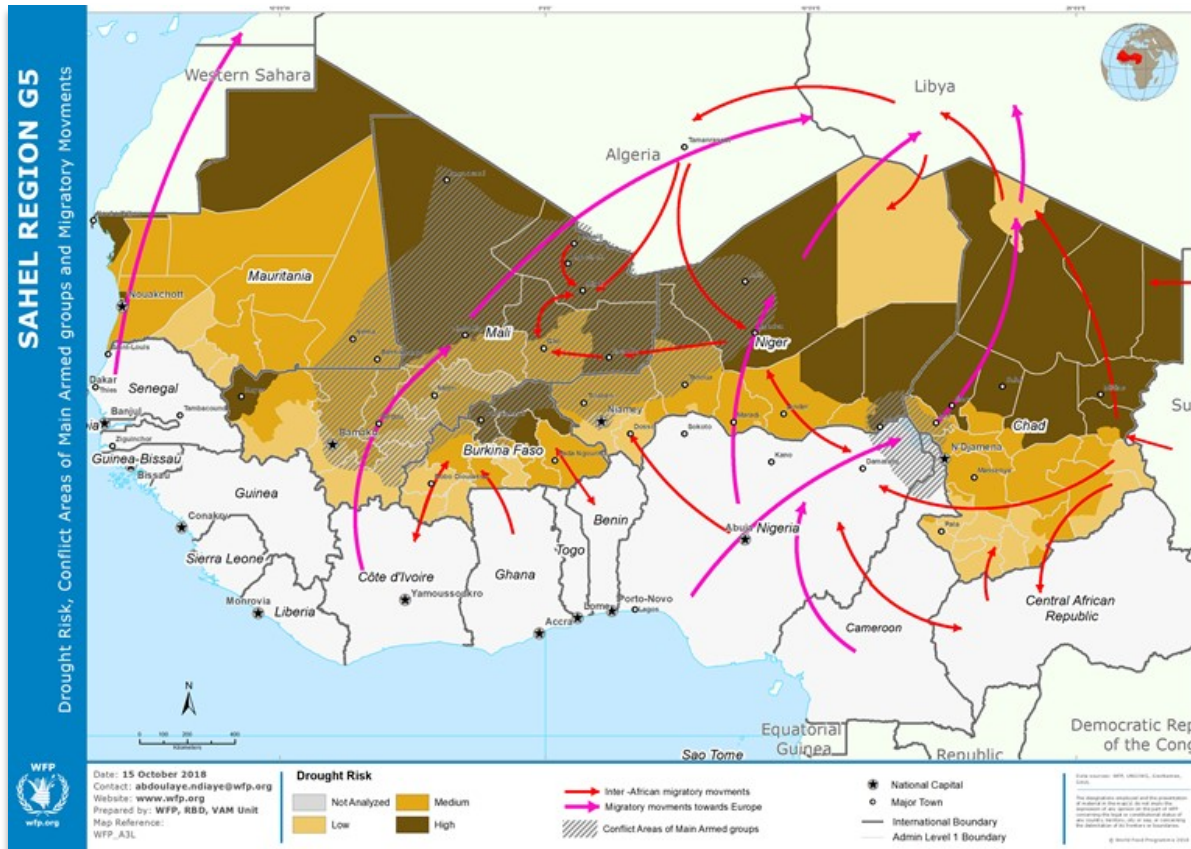
Over 60 percent of the population is under 25, with limited access to education, jobs and opportunities. The region represents a significant departure and transit area of unsafe migration.

In the past 50 years, the average temperature in the Sahel has increased by 1 degree Celsius, twice the change in the global average. Changing climate has affected rainfall patterns across the region, increased the frequency and scale of shocks, and accelerated environmental degradation. Recent estimates suggest that over 80

percent of lands in the Sahel are now degraded<sup>5</sup>, resulting in decreased land productivity. Households depend on land and rain for their livelihoods, and today many find themselves unable to rebuild after a shock, before they are hit by the next one; in 2018, more than 5.8 million people in the five countries required food assistance during the lean season. The Sahel faces drought every three years, and a major drought every five to ten years.

Across the Sahel, the persistent burden of chronic and acute malnutrition is a growing concern. In 2018, these numbers reached unprecedented levels with 5 million children facing acute malnutrition. The high burdens of chronic and acute malnutrition are primarily caused by inappropriate dietary and nutrient intake, weak health systems, poor education, poor environmental health, rapid demographic growth and gender inequality. The impact is felt both in terms of excessively high levels of child and maternal morbidity and mortality, as well as reduced workforce capacity and lost GDP<sup>6</sup>.

Map 1: G5 Sahel region – Drought risk, conflict areas of main armed groups and migratory movements



4 UNICEF 2013  
 5 FAO 2016  
 6 As evidenced in various Cost of Hunger studies.

Today, 1 in 4 people in the Sahel live in conflict areas. The region hosts two important conflict epicentres – Mali and Lake Chad Basin<sup>7</sup> – and has seen a geographic and vertical expansion of armed groups. In Northern Mali, at least 750 schools are closed, and similar trends are observed in the northern Sahel areas of Burkina Faso. The border closures

with Libya and Nigeria have destabilized livelihoods; some areas of Chad report a surplus of 20 million livestock heads, a challenge for agricultural, agro-pastoral and pastoral communities who compete for scarce land and water resources. The five countries alone host more than 800,000 registered IDPs and refugees.

## 2. Overall approach

In a region where humanitarian, development and peace agendas increasingly intersect, transformational long-term programmes are crucial to complement, and, over time, reduce the need for humanitarian response.

The Operational Reference Note proposes a critical mass of investment to model, demonstrate and catalyse change. Planned over 5 years (2019-2023), more than 2 million beneficiaries in 800 cluster communities (2,400-3,200 villages) across the 5 countries will benefit from a minimum package of 3-5 World Food Programme interventions, layered and sequenced depending on the context.<sup>8</sup>

What is this package in a nutshell?

- Restoring ecosystems and reduce climate risks through food assistance for assets (FFA) investments designed along landscape continuums<sup>9</sup>, and sustaining those assets once rehabilitated through training on environmental resource management, smallholder agricultural market access, and provision of energy assets;
- Providing nutritious school meals and take-home rations to incentivize access to education, and leverage schools as a platform to deliver messages on hygiene, family practices, and environmental stewardship;
- Delivering nutrition-specific and nutrition-sensitive interventions to promote availability and consumption of nutritious foods;

- Integrating a lean season food/cash and nutrition response to safeguard early resilience gains;
- Integrating food systems development (SAMS) to promote and foster value chains and reduce post-harvest losses; and
- Seeking complementary risk reduction activities and forging operational partnerships.

At USD 1 billion (approximately), this represents an ambitious contribution of the World Food Programme to complement government and partner efforts.

The approach builds on the 2017 Sahel Resilience Operational Framework<sup>10</sup>, and reflects the evidence and learning from the promising results achieved in Niger since 2013-14 (see Box 1), and more recently in neighbouring countries.

7 Neighbouring conflict epicentres in Libya and Central African Republic present further disrupting factors.

8 Note: The activities, populations and areas identified for the integrated resilience package represent one part of the World Food Programme's wider contribution in the priority countries.

9 Although well established in other country contexts, has yet to be implemented at scale in the Sahel.

10 WFP Tackling Hunger at the Source- Sahel Resilience Scale up Plan (2017)

### Box 1: Results from Niger

Grounded in the government's 3N inter-ministerial coordination platform (Nigériens Feeding Nigériens), in 2013-2014 the World Food Programme began rolling out a resilience programme with partners, using a participatory planning and seasonal lens to implement a package of 3-5 activities [food assistance for assets (FFA), school feeding, nutrition programming, smallholder market access, lean season safety net], over 3-5 consecutive years, in the same communities for the same vulnerable households. The World Food Programme's resilience work in Niger provides a framework and model that, if brought to scale, could significantly contribute to achieving Zero Hunger and enhance social cohesion, defuse or significantly reduce conflict over scarcer natural resources between farmers and pastoralists.

Surveys in a few project areas confirm decreasing migratory trends, with 60 percent of the very poor households migrating less than before, and 10 percent having stopped migrating; Studies also confirm greater attendance, performance and self-esteem in assisted school canteens, notably among girl students.

Four years of this approach in Niger highlighted several positive changes in assisted communities. The coping strategy index related to food consumption went down from nearly 6 to 0.3 points, while the proportion of very poor households using negative livelihood-based coping strategies went down from 31 percent in 2014 to 10.4 percent in 2016. The FFA transfer enabled women to increase dry-season vegetable production improving household's meals and dietary diversity. Although still low, the Minimum Acceptable Diet (MAD) for children under 2 was improved over time. Another study showed that children from households who benefited from FFA alongside other nutrition treatment and prevention programming were 20 percent more likely not to suffer from moderate acute malnutrition.

In terms of environmental rehabilitation, some 90,000 hectares of degraded lands have been treated and begun to generate significant ecosystems services (e.g. biomass for livestock, sales, water harvesting, etc.). Notable effects were reported on social cohesion and from better land tenure arrangements – especially for women groups – empowerment, and jobs creation. In particular, women reported reduced workload and hardship as men migrate less. Tensions within the household diminished while new livelihood opportunities emerged.

Almost half of households involved in the programme have progressed out of poverty and no longer consider themselves as 'very poor'. The Chamber of Agriculture Network (RECA) highlights that significant results are recorded relative to land restoration and productivity. On some highly degraded land with a 0 kg yield, productivity reached between 200 to 400 kg/ha of crop yield. On some medium degraded land, productivity went from 150-200kg/ha to 500-800 kg/ha. RECA further identified these yield increases as a result of beneficiaries' capacity building.

## 3. Where, when, and who

The Three-Pronged Approach (3PA)<sup>11</sup> provides a package of tools which can be used by the World Food Programme, governments and partners to identify where, when, and what is required, for whom and by whom. The 3PA consist of the:

- Integrated context analysis (ICA) at national level;
- Seasonal Livelihood Programming (SLP) at sub-national level; and
- Community-based Participatory Planning (CBPP) at local level<sup>12</sup>.

The 3PA hinges on holistic, consensus-derived and evidence-based design and planning; enhances partnerships and complementarities; ensures alignment to national and local priorities; and places people, communities, governments and partners at the centre of planning. Furthermore, food security and nutrition assessment work, baselines, market and gender analysis information will be integrated in resilience programming at different levels.

<sup>11</sup> For further reference to the Three-Pronged Approach (3PA): <http://www1.wfp.org/resilience-programming>

<sup>12</sup> GIZ has implemented several long-term participatory programs focused on rural development in the Sahel. These experiences have informed program design, and will be integrated moving forward, as the World Food Programme will seek to maintain and/or expand existing infrastructures developed under these programs.



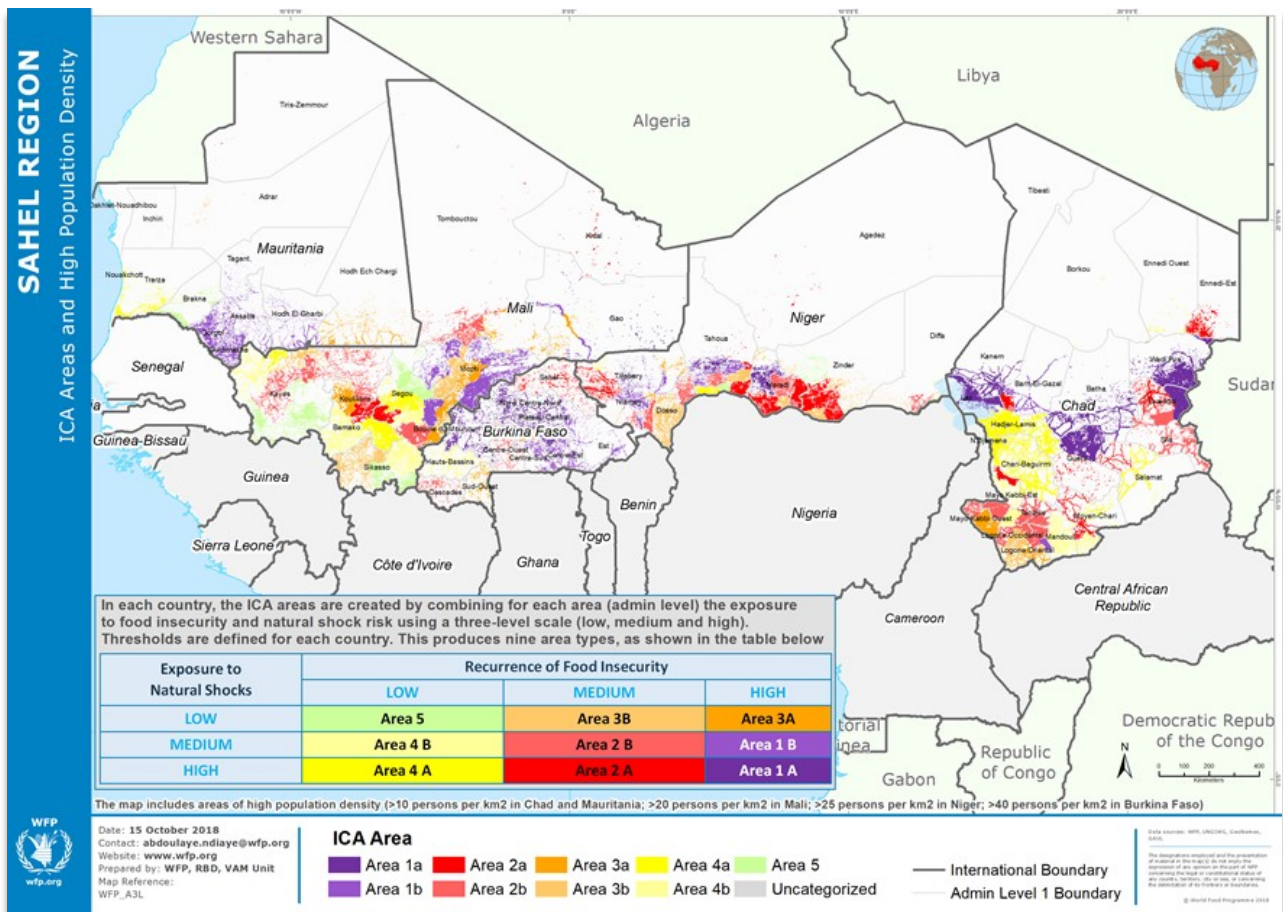
### 3.1 WHERE

Within each country, the World Food Programme with the government and partners identifies broad intervention areas using an Integrated Context Analysis (ICA). The ICA maps historical trends on food security, land degradation, climate shocks, and nutrition to identify the areas recurrently vulnerable most likely to face future shocks. Depending on the context, a further layering (known as "ICA+") integrates additional information including availability and access to basic social services, markets and infrastructure, conflict analysis and population movements. All available tools (Fill the Nutrient Gap, gender and market analyses, mobile data collection tools) should be leveraged where and when available to fine-tune identification and targeting.

To reduce scattering of integrated programmes<sup>13</sup> and ensure geographic coherence, communities living in priority geographical areas should be clustered by social and landscape continuums and related watershed planning<sup>14</sup>. Clustering should be done in consultation with communities, partners and local governments, and take into account specific interactions (farmers and pastoralists; hosts and refugees; etc). While the bulk of communities are anticipated to be in rural areas, in some contexts peri-urban communities may be targeted.

Priority areas identified for the scale-up include areas previously affected by conflict and/or vulnerable to conflict – including around the two conflict epicentres of Mali and Lake Chad Basin.

MAP 2: G5 Sahel region – ICA areas and high population density



13 Note: School feeding and nutrition interventions will adhere to catchment area targeting criteria.

14 Although well established in other country contexts, has yet to be implemented at scale in the Sahel.

### 3.2 WHEN

The high level of acute and recurrent vulnerability and the frequency of shocks requires sustained support and engagement. Based on experience and learning, this reference document is framed around a minimum of 5 years engagement within a community (or cluster of villages).

Within one given year, the roles and needs of women, men, girls and boys in the Sahel are largely dictated by seasons, such as the role and burden on women at different points in the agricultural cycle, the movement of pastoral men who travel with livestock in search of water and pasture, and the increased nutritional vulnerability of children when rains bring onset of disease.

Seasonal Livelihood Programming (SLP) allows to identify at which time of the year each activity should be implemented to best support the individual and household with the least disruption to their daily activities, aligning and sequencing activities using seasonal, livelihood, and gender lenses. The SLP also maps the triggers and effects of different shocks on different livelihood and population groups and informs early warning and emergency response.



### 3.3 WHO

In priority geographic areas, resilience programming must focus on three mutually-reinforcing and interconnected levels: households and the individuals that live in them; the communities and ecosystems that house them; and the systems that support them.

#### a) Individuals and Households

The World Food Programme recognizes that women, men, girls and boys have specific needs at different stages of their life. Programmes consider the different needs and opportunities found in communities across the Sahel, considering gender, age, livelihoods, status (refugee, IDP, returnee), and disability – with special attention to young children, adolescent girls, and youth. Specific engagement, when possible, is also sought on adolescents in conflict-affected areas, in particular women and girls affected by gender-based sexual violence, with special attention to areas surrounding conflict epicentres, including Lake Chad Basin.

#### a) Communities

Communities and related territorial units are the primary entry point for integrated resilience programming as they bring together different livelihood and socio-economic groups and constructs. Focus will be on working through and strengthening community-based organisations, such as smallholder farmer groups, women's groups (including savings groups), parent-teacher associations and school management committees, environmental resource management committees, and customary/traditional networks.

#### a) Systems

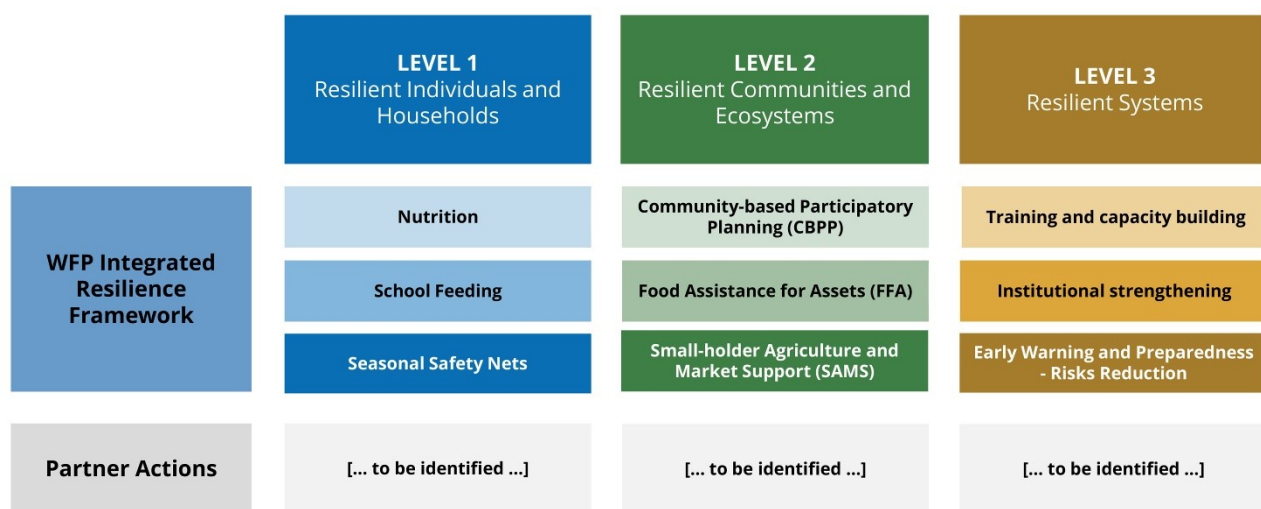
The World Food Programme's approach supports and strengthens national, sub-national and local level institutions to enable a conducive environment for resilience and support sustainability. In addition to specific technical areas of capacity strengthening relevant to the various elements of the integrated package, the World Food Programme will strengthen decentralized technical services, foster a network of resilience experts, develop models to inform standard setting and policy areas, and strengthen emergency preparedness and adaptive response mechanisms through partnerships. By working with and through systems, the approach catalyses the building of coalitions (within and across communities, within and across governments, and with donors and partners).

# 4. Core: what and how

A combination of context-specific, layered and sequenced activities targets gaps and opportunities at each of the three levels over 5 consecutive years. As a general rule, the integrated resilience package entails a minimum of 3-5 activities delivered in the same place to the same people. Figure 1 presents an indicative package, based on experiences in the Sahel (and beyond) and reflecting core areas of the World Food Programme competence.

Nutrition, gender, and climate-sensitivity cuts across activities at all levels. Following a description of how these activities are linked, Figure 2 demonstrates how over the course of the five years the package of activities may evolve, as assets once rehabilitated are leveraged for income generation, and community and partner contributions increase.

**Figure 1: Integrated Resilience Framework – Main World Food Programme Activities**



## LEVEL 1: Resilient Individuals and Households

Focuses on investments in human capital through the provision of an integrated package of school feeding and nutrition services, seasonal safety nets for vulnerable households, and special attention for particular groups.

- Integrated school feeding packages:** Healthy and well-educated individuals are better equipped to deal with change and shocks. Through the programme, the World Food Programme together with governments, partners, and communities, aims to use schools to create a conducive environment, access to adequate nutrients, hygiene, water, sanitation, and fuel-efficient infrastructure, and promote social cohesion. Children in targeted clusters of communities and relevant catchment areas are provided nutritious meals. Over the course of the intervention, it is envisioned to gradually introduce fresh foods linked to local school gardens and to community-level local surplus production, where possible. Take-home rations provide a further incentive to address school retention of particular vulnerable groups including adolescent girls;

rations are provided primarily in the form of cash, though new approaches are being explored, such as providing take-home energy assets (fuel efficient stoves; solar lamps). Schools provide a platform for delivering additional services, including deworming and social and behavioural change communication on nutrition, hygiene, essential family practices, and sound environmental management.

*Special focus: Drawing on learning from Niger, where possible schools are used to meet the specific needs of adolescent girls, ensuring nutritious school meals, supplementation in folic acid and iron to reduce anaemia, and health education on diseases, reproduction, food and nutrition, home economy.*

- Integrated nutrition packages:** Through the approach, the World Food Programme seeks to address all forms of malnutrition through an integrated package of nutrition-specific and nutrition-sensitive activities. The World Food Programme provides support to health facilities for treatment of moderate acute malnutrition for children under 5 and pregnant and lactating women. Drawing on learning from Mali, where possible, the





World Food Programme provides specialized nutritious food for children 6-23 months and cash transfers to pregnant and lactating women as an incentive to attend ante- and post-natal consultations and improve nutrient intake. Nutrition-sensitive interventions are weaved through all activities, including leveraging the assets created through FFA for nutritional valorisation, including increasing the availability nutritious food. The World Food Programme is exploring options to leverage its supply chain and food technology expertise for fortification of local products.

- **Lean season support:** In order to protect early gains, lean season support packages are provided to the most vulnerable households to offset the peak hunger and malnutrition period. Alongside the provision of seasonal time-bound household food/cash transfers, malnutrition prevention and treatment activities are ensured. After the first 2-3 years, lean season support is anticipated to progressively reduce as households and communities are increasingly able to sustain livelihood gains.

*Note: While food assistance for assets and smallholder agricultural market support programmes contribute to community level outcomes, they also target and strengthen individual and household resilience of beneficiaries through resource transfers (food/cash), capacity transfers (skills training and assets), resulting in increased income. These activities are targeted around the lean season, and together with the lean season support provide a robust safety net to help protect, stabilize, and lift the most vulnerable.*

## LEVEL 2: Resilient Communities

Focuses on investments in ecosystems and food systems.

- **Food assistance for assets (FFA)**<sup>15</sup> is designed to address the specific obstacles facing a community's resilience: watershed approaches to restore degraded landscapes (e.g. half-moons, agroforestry and moisture conservation, sand dunes fixation, etc.), improve water harvesting for multiple uses (e.g. water ponds, diversion weirs, underground storage, wells, etc.), and reverse negative environmental trends to reduce risk of climate and environmental disasters (e.g. flood protection, natural resources regeneration, stabilisation, etc.). In areas that are highly degraded, this requires a major overhaul of ecosystems. FFA is also used to restore or build community and market infrastructure (e.g. grain stores; community access roads), including in areas recovering from conflict. FFA provides an important platform for climate and nutrition-sensitive programming (promoting diversification of production), conflict-sensitive programming (rehabilitating water points along pastoral migration corridors to mitigate conflict), gender-sensitive programming (addressing traditional hardships for women and girls by bringing water closer and increasing biomass production), and inclusive programming (bringing together refugee, IDP, and host communities).
- **Smallholder agriculture market support (SAMS)** leverages assets created/restored to further value chain development by providing training and equipment to farmer groups and organizations to strengthen marketing capacities, reduce post-harvest losses, and improve food quality. The World Food Programme plays a critical enabling role in sustainability by supporting links between farmers and farmer aggregation systems to school feeding programmes, to partners, and to the private sector. SAMS provides particular entry points to engage women in income generation around processing and transformation, and to engage youth at different points along the value chain including transport.
- **Community-based participatory planning (CBPP):** Participatory planning is a critical contribution the World Food Programme provides with partners and governments to communities, creating a platform for inclusive community engagement, where the most vulnerable, marginalized, and disempowered have a voice in community discussions on needs and solutions. Participatory planning facilitates agreements for access to land and water resources for women's groups, youth, refugees/IDPs/returnees, and the very poor – a critical contribution to durable resilience in the Sahel.

<sup>15</sup> FFA rests on 5 key principles: community participation, focus on quality, linkages to complementary income-generating activities, capacity strengthening and a focus on integration and scale. For more information, see: <http://www1.wfp.org/food-assistance-for-assets>

<sup>16</sup> In Niger, 45 Master II students have been deployed and completing research in the World Food Programme supported resilience sites.

### LEVEL 3: Resilient Systems

In the next five years, the World Food Programme aims to support, strengthen, and build capacities at national, local and community level to enable a conducive environment for resilience and support sustainability. In addition to specific technical areas of capacity strengthening relevant to each element of the integrated package (including training and transfer of assets to community-level school management committees, health workers, technical environmental experts, and supply chain investments), specific opportunities for systems-strengthening on integrated resilience building planned include:

- **Strengthening technical services:** Improving national and local capacities for supervision, coordination and quality control of activities, by working with decentralized technical services and accompanying this partnership with a package of training, supervision, and equipment.
- **Fostering a network of experts:** The World Food Programme supports national universities, training centres and research institutions, sharing knowledge and investing in a next generation of technical experts<sup>16</sup>. Currently, MOUs with 5 universities in the Sahel are in place, and in Niger the 3PA is being integrated into a university curriculum.

- **Modelling and systems influencing:** Operationalization of the approach is informing evidence-based models for improved standards, partnerships (e.g. on adaptive social protection and climate risk sensitive programming), and learning. In turn, modelling at scale and south-south-exchange will be used to support advocacy for specific policy areas focusing on the most vulnerable with particular emphasis on women, youth, and rural poor.
- **Strengthening emergency preparedness and adaptive shock response mechanisms:** Late and unpredictable emergency preparedness and response is a primary obstacle, and reality, in the region. Technical capacity and systems strengthening is critical to reinforce regional, national, and local emergency preparedness to predict and respond to shocks. Efforts build on the gaps and opportunities identified through the 2017-2018 Sahel Lean Season Response analysis and ongoing efforts through partnerships and innovations on adaptive social protection and climate risks reduction.



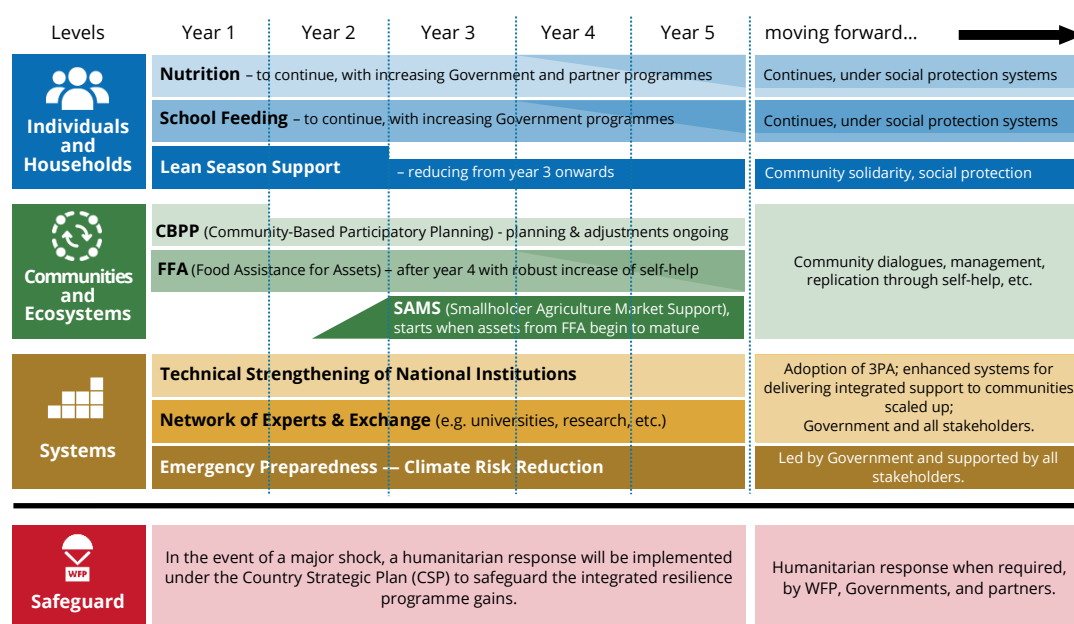


*Note: The resilience package outlined in this Reference Note will be protected by crisis response and wider national capacity strengthening activities planned with governments through each country's I/CSP, including in thematic areas of supply chain, social protection, forecast-based-financing, education, nutrition, and food systems.*

The geographically focused, five-year timeframe of the scale-up allows the World Food Programme to re-think how to leverage its established delivery systems (cash-based transfers, supply chain, food technology) to contribute to and maximize programmatic outcomes. To this end, the World Food Programme has established a partnership with UNCDF to leverage cash-based delivery platforms to support greater financial inclusion (and gather evidence).

The package of activities is designed to evolve over time, shifting from a primary focus on environmental rehabilitation to income generation, and anticipating a progressive reduction in lean season support after 2 or 3 years. As gains are solidified, community and partner contributions are expected to increase. It is anticipated that a certain level of World Food Programme support will continue (e.g. school feeding), though not in the framework of the integrated package.

**Figure 2: Integrated Resilience Framework – Evolution of activities over time**





# 5. Coalition building

## 5.1 COMMUNITY

Experience has shown that locally negotiated land tenure and resource access agreements, the recognition of the role of women and youth in the community, and mutual solidarity of the community, has been key to enabling the long-term sustainability of livelihoods and systems.

This is why the World Food Programme's approach is grounded in the principle of inclusive community ownership and leadership – at all stages: in design, planning (CBPP) and implementation; in tracking progress and changes against their community-plans; in leveraging their community-plans to attract other resources; in accountability particularly towards the most vulnerable in their community; and in engaging as “storytellers” to promote coalitions within their community (e.g. school management committees and farmer groups), and across communities.

The World Food Programme (and partner) inputs will be combined with communities' own contributions; observed examples from the region include self-help in shock periods using community-level cereal banks; volunteering to sustain and manage assets; expanding access to use of community resources; and solidarity towards the most vulnerable.

## 5.2 GOVERNMENTS

Today, though not at the same level, all five countries have cross-ministerial bodies or at a minimum intersectoral plans, which bring together agriculture, pastoral, fisheries, education, nutrition, water/sanitation, and health. Governments are in the driver's seat to own and lead the programme and set the stage for an incremental coalition-building approach to adhere to common principles for complementary multi-sector efforts, and engaging partners around common denominators for quality standards. Recognizing the critical role of decentralized institutions, the resilience approach (including through the SLP and CBPP), engages government ministries and technical units at department and commune level in planning, partnership identification, and monitoring.

At a regional level, the World Food Programme actively engages with regional institutions (e.g. G5 Sahel Permanent Secretary and CILSS) to improve food and nutrition security analysis and to support coalitions building for scaling up resilience. In February 2018, an MOU was signed between the G5 Secretariat, the World

Food Programme and FAO, and the G5 Priority Implementation Plan that includes a major Resilience Pillar has been supported.

## 5.3 PARTNERSHIPS FOR ACTIVE COMPLEMENTARITY

Building resilience requires solid partnerships (in addition to civil society, community and governments), working in the same community, for the same households, over multiple years, and at the scale required for impact. These operational partnerships provide additional opportunities for value chain development, jobs, and complementary education and nutrition – critical to enable gradual progression of World Food Programme contributions in a community.

Within the UN system, and through government-led coalitions-building, the World Food Programme actively seeks synergies with:

- FAO to strengthen regional and national food security analysis capacities and access to agricultural inputs;
- IFAD on financial support to smallholder farmers and market and road infrastructure, such as feeder roads;
- UNWomen on essential family practices and gender-focused climate-smart agriculture;
- IOM on socio-economic support for returnees and at-risk youth;
- UNICEF on WASH, and health, nutrition and education system strengthening;
- UNCDF and UNDP on financial inclusion, capacity building, and employment; and
- World Bank and African Development Bank on the social protection agenda (including adaptive social protection), rural climate proofed infrastructure, energy, and education sector strengthening.

The World Food Programme partners with international, national and local NGOs and organisations (e.g. GIZ) for integrated planning and technical assistance in support of government local institutions; these partnerships contribute to programme quality, common learning and efficiency gains. By modelling integrated sites at scale, the approach can catalyse operational alignment with a wider range of actors (e.g. RISE partners). Using the framework of the 5-year scale-up, the World Food Programme is exploring opportunities for longer-term engagement and investment in cooperating partners.

Every smallholder farmer in the community is an important element of a private sector construct. The scale of investment and catalytic role of the World Food Programme's operational infrastructure (e.g. supply chain) provides opportunities to also engage the wider private sector to further develop markets and value chains. These additional opportunities are of particular relevance for youth, offering employment and alternative livelihoods including through transport, small transformation units (e.g. post-harvest loss reduction, packaging, fortification),

processing (e.g. oil, moringa, baobab), machinery repair, and climate-smart services (e.g. compost making, production and repair of fuel-efficient stoves, solar power solutions).

Regionally, the World Food Programme will partner with inter-governmental coalitions, UN agencies and initiatives to contribute to the vision contained in the UNISS strategy and related Sahel Support Plan.

## 6. Measuring change – beyond outputs and outcomes

As with programme planning and delivery, the World Food Programme requires a paradigm shift in how it monitors, measures and demonstrates transformative change. The World Food Programme will build upon innovative knowledge management experiences, based on fostering local capacity. Understanding contributions will require:

- a combination of quantitative and qualitative data measurement for output and outcome measurement;
- qualitative and quantitative research with Universities and Research institutions;
- harnessing project evaluations (Mid-Term Reviews; Country Portfolio Evaluations) and Impact Evaluations;
- geospatial monitoring;
- regular lessons-learning and exchange; and
- as partners (government, UN/NGO, civil society) scale-up complementary activities, joint monitoring may be explored.

The combination of these axes of knowledge management and integrated analysis will allow to capture impact, beyond corporate outputs and outcomes. VAM (mVAM,

gender market analysis), CBT and IT solutions will enhance timely information and tracking of activities' performance and changes in needs to inform programme refinements as needed.

The revised Corporate Results Framework allows to capture a range of outputs and outcomes across programme areas and at each level (individual/household, community, systems) – see Annex. Each Country Office will determine with greater precision specific monitoring indicators and frequency, and consider further programme -specific indicators as required. Tailored data collection approaches should be explored, including identifying a minimum representative set of sentinel sites for continuous/longitudinal follow-up across seasons and years, using internal M&E platforms or in collaboration with partners. In targeted areas, baselines will be implemented to track progress and contributions. Where communities (or clusters of communities) progress beyond the integrated package of World Food Programme assistance, longer-term follow-up can enable the World Food Programme and partners to track sustainable resilience.



*Niger – Half-Moons turning degraded landscapes into pastures – in turn into livestock units, income, milk to school children, and better relationships between farmers and pastoralists (WFP - 2017)*

Developing evidence-based modelling requires the World Food Programme go beyond output and outcome level monitoring, to generate learning and evidence on transformative impacts. Initial themes are already emerging around key areas of interest for the World Food Programme, Governments and partners, to inform upstream dialogue on policy areas (e.g. resilience and social protection), refine programme delivery, and contribute to coalition-building. Some of these themes are captured in Table 1.

The World Food Programme has already developed at global, regional, and national levels partnerships with research centres and universities, and envisions a combination of: a) leveraging “routine” monitoring to track results; b) strategically using country-specific studies using

in particular qualitative approaches; and c) regional and country-specific formative mid-term and end-term evaluations. Depending on countries’ research institutions capacity and funding, specific evaluation/impact questions will be addressed using a regional perspective through the involvement of international research institutions – particularly on common elements across the 5 countries.

Partnerships, such as with the Stockholm International Peace Research Institute, will allow for specific thematic learning. By engaging local research entities and universities (including the current 9 Sahel Universities), the World Food Programme is able to leverage these investments to contribute to local learning and networking and encourage ownership.

**Table 1: Main axis for evaluation questions**

### Main axis for evaluation questions:

#### a. Social cohesion and reduction of intra-community conflicts:

- Role of participatory tools in empowerment, gender, social inclusion, etc.
- Effect on local migration patterns and youth employment
- Empowerment of women and girls
- Social and economic dynamics between farmers, pastoralists and fishermen around natural resource management
- Social and economic progress, including of marginalised groups

#### b. Environment /Natural Resources:

- Evolution of biomass indices and ecosystems
- Reduction of water and wind erosion and sand dunes encroachment
- Effects on water access, quality and management
- Reduction of perceived climate risks

#### c. Food Systems

- Formation, diversification, infrastructure, capacities of farmer groups/organizations
- Market and system links between activities (school feeding, farmer groups/organizations, FFA)
- Post-harvest losses and storage
- Creation of new businesses

#### d. Integration of activities and sustainable nutrition-sensitive solutions:

- Relevance, timing and sequencing, layering, integration and scale of different activities to achieve long-term impacts and multiplier effects (e.g. through asset management, IGA, etc.)
- Behaviour changes, e.g. breastfeeding, solidarity mechanisms or community self-help
- Access to water, reduction of workloads and hardships
- Access to primary school for children from families previously unable to send their children to school, and progression towards secondary education, particularly for girls
- Knowledge gains (of value of different foods, use of water, through experience-sharing, etc.)

#### e. Benefits

- Cost-benefit analysis (on-site and, where possible, specific off-site analyses of productive, social, environmental, financial aspects)
- Reduction of the food gap and the need for emergency and/or lean season support
- Reduction of climate risks, specific stressors and implications



#### **f. Institutions and systems building**

- Government and partners' appropriation of 3PA tools, CBT platform, technical standards, etc.
- Government ownership and engagement for integrated efforts
- Coordination mechanisms (AGIR cell, government-led coordination bodies, etc.) and knowledge-sharing platforms
- Support for government and partners for operational coalitions building and harmonization of key programmatic axis (e.g. targeting, quality standards, participatory approach, M&E, etc.)
- Early Warning Systems support and risk management

#### **g. Partnerships and complementarities**

- Operational complementarity, integration and geographical alignment of interventions at community level with government partners, RBAs, UNICEF, UN and other partners (e.g. RISE II, NGOs, GIZ, KfW, etc.)
- Complementarity with national social protection systems
- Relevance of Sahel Universities network, curricula development, research and cross-learning efforts

The World Food Programme aims to develop a business case for resilience building, using lessons learned and investment model projections for the integrated package –

including 15 and 30 years financial and economic rates of return, specific implications on other indicators, including projected social costs, reduction of security costs, etc.

## **7. Communicating change**

As with programme design and delivery, communication on the innovative impact-driven model will focus on giving voice to and engaging communities, governments and partners. In addition to corporate communication and reporting tools, which meet specific reporting and visibility requirements, a special focus will be placed on empowering communities to tell their own stories and connecting people through dialogue – within the Sahel and globally.

With the aim of giving voice to women, girls, men and boys to share their own stories and experiences, Sahelian storytellers (already piloted in Chad) will be encouraged, giving outsiders a glimpse of their daily life, joy and hardship. This dialogue between Sahelian communities, across Sahelian countries, and with other regions or donor countries can be strengthened by – and contribute to – building coalitions and institutionalizing platforms for

exchange through schools or cities. To further bring the life of Sahelian families closer to the public and showcase impacts of resilience programming, the World Food Programme will closely follow a few of the same families over the five years to demonstrate evolution over time. The World Food Programme will work closely with influencers, such as celebrities and social media influencers, to engage local, national, and donor communities and convey key messages

The World Food Programme will strive to ensure continuity of communication efforts related to resilience in the Sahel. This will require a mindset shift to break out of the reporting cycle from “crisis to crisis,” and accompany longer-term processes aiming at building resilience through community engagement and operations focused partnerships.

## 8. Resource requirements

The proposed approach is a commitment from the World Food Programme, donors and partners, to work with communities for transformational change. Delivering on this commitment necessitates predictable, multi-year funding.

Based on experience from other contexts, funding needs for the package of interventions within a community will vary over the course of an intervention: initial upfront investments in community-based planning, targeting, and baselines; followed by a peak in year two and three as the full package is rolled out; then a gradual decrease as household economies become stronger and other partners step in to provide a next layer of support to sustain gains<sup>17</sup>.

The following tentative number of beneficiaries and communities, and corresponding budget (see Table 2), is consistent with operational capabilities and the need to incrementally scale-up to ensure the level of quality required to deliver transformational change and demonstrate results. The indicative budget considers the average package of activities outlined in this reference note; it does not account for a major shock response (to be covered under complementary I/CSP crisis response).

**Table 2: Indicative number of beneficiaries, communities and budget for the World Food Programme scale-up plan**

	2019		2020		2021		2022		2023	
	590 Communities (*)		750 Communities (*)		800 Communities (**)		800 Communities (**)		800 Communities (**)	
	USD (mio)	beneficiaries	USD (mio)	beneficiaries	USD (mio)	beneficiaries	USD (mio)	beneficiaries	USD (mio)	beneficiaries
<b>Countries</b>										
Burkina Faso	18	240,000	23	306,667	24	320,000	23	306,667	22	293,333
Chad	40	380,000	46	438,095	47	443,810	46	435,238	42	401,905
Mali	23	230,000	30	300,000	35	350,000	35	350,000	31	310,000
Mauritania	8	160,000	10	200,000	12	240,000	12	240,000	10	200,000
Niger	80	640,000	100	800,000	100	800,000	95	760,000	90	720,000
<b>Subtotal</b>	<b>169</b>	<b>1,650,000</b>	<b>209</b>	<b>2,044,762</b>	<b>218</b>	<b>2,153,810</b>	<b>211</b>	<b>2,091,905</b>	<b>195</b>	<b>1,925,238</b>
<b>Regional</b>										
Research & Evidence	1		1		1		1		1	
Staffing & TA	1		1.2		1.3		1.3		1.2	
<b>Subtotal</b>	<b>2</b>		<b>2.2</b>		<b>2.3</b>		<b>2.3</b>		<b>2.2</b>	
<b>Total</b>	<b>171</b>		<b>211</b>		<b>220</b>		<b>213</b>		<b>197</b>	

(\*) Between 4,000-5,000 people live in one community that in turn clusters av. 3-6 villages/settlements. Approx. 60-80 percent of the population is poor and very poor.

(\*\*) The total number of 800 communities/clustered sites and related watersheds include approx. 2,400-3,200 villages. The differences in terms of assisted beneficiaries towards the end of the cycle assume specific activities become not relevant for some targeted population (e.g. lean season support) - however, beneficiaries may increase for some activities (e.g. SAMS and FFA) albeit with less resources as undertaken as self-help and replication.

Sufficient, predictable and multi-year funding will be pivotal to operationalize the Sahel resilience scale-up in support of governments' resilience plans. To achieve a minimum critical investment and technical expertise required, the World Food Programme will build on and

seek resource coalitions (for funding, technical assistance, complementary resources) with: a) national governments; b) donor governments; c) new emerging donors and south-south cooperation; d) foundations and private sector; and e) financial institutions (e.g. WB, AfDB, and IDB).

<sup>17</sup> It is anticipated that a certain level of the World Food Programme support will continue to be required (e.g. school feeding).

## 9. Risks

High-level risks which could impede transformational change include:

- Securing sufficient, predictable, multi-year funding;
- Expansion of armed conflict into supported areas will disrupt progress and erode any gains;
- Major climactic shock that is not matched with timely adequate response to safeguard resilience gains;
- Discontinued government engagement and support to steer coalition-building and partnerships;
- Weak coordination to manage a sequenced and integrated set of activities and allow for progression.





# Annex 1: Example for corporate Indicators to monitor output and outcomes at each level

Example of a Package: Food Assistance for Assets, Smallholder Agricultural Market Support, and School Feeding, with nutrition-sensitive cross cut.

	Level 1: Individual & Household	Level 2: Community	Level 3: Systems & Societies
<b>Output</b>	<ul style="list-style-type: none"> <li>• Number of women, men, boys and girls receiving food/cash</li> <li>• Total amount of cash transferred</li> <li>• Percentage of staple commodities distributed that is fortified</li> <li>• Number of smallholder farmers trained</li> <li>• Average number of school days per month on which multi-fortified or at least 4 food groups were provided</li> </ul>	<ul style="list-style-type: none"> <li>• Number of assets built, restored or maintained, by type</li> <li>• Quantity of fortified foods, complementary foods and specialized nutritious foods purchased from local suppliers</li> <li>• Number of people reached through SBCC approaches using media</li> </ul>	<ul style="list-style-type: none"> <li>• Number of tools or products developed or revised by government (local/national) to enhance food security and nutrition systems</li> <li>• Number of institutions benefiting from embedded or seconded expertise</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• Food Consumption Score</li> <li>• Coping Strategy Index (livelihoods)</li> <li>• Proportion of children 6-23 months consuming Minimum Acceptable Diet</li> <li>• Proportion of women of reproductive age consuming Minimum Dietary diversity</li> <li>• Rate of smallholder post-harvest losses</li> <li>• Percentage of targeted smallholder farmers reporting increased production of nutritious crops</li> <li>• School attendance rate</li> <li>• School retention/drop-out rate</li> <li>• Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers</li> </ul>	<ul style="list-style-type: none"> <li>• Proportion of the population in targeted communities reporting benefits from an enhanced livelihoods asset base</li> <li>• Proportion of the population in targeted communities reporting environmental benefits</li> <li>• Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks</li> <li>• Value and volume of smallholder sales through World Food Programme-supported aggregation systems</li> <li>• Percentage of World Food Programme food procured from smallholder farmer aggregation systems</li> <li>• Percentage increase in production of high quality and nutrition-dense foods</li> <li>• Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women</li> </ul>	<ul style="list-style-type: none"> <li>• Number of national programmes benefitting from World Food Programme-facilitated South-South and triangular cooperation</li> <li>• Resources mobilised (USD value) by/for resilience programme as a result of World Food Programme capacity strengthening</li> <li>• Emergency preparedness capacity index</li> </ul>

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