

RURAL

21

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The nexus

Joining forces – peace-building,
humanitarian assistance and
development co-operation

DEVELOPMENT CO-OPERATION

Private sector involvement put to the test

HAITI

Building resilience to natural disasters

RURAL GOVERNANCE

Key to realising rights, leaving no-one behind and achieving sustainability

DEAR READERS,

Recurring crises and protracted conflicts world-wide have become the new normal and are leading to fragility, insecurity and migration. Since refugees flee from their insecure region to a less fragile one, the demands in the new region are twofold – the refugees need basic services such as shelter, medical service, food and sanitation, while the host countries and communities request support for a sustainable use of natural resources in what is now a region of increased population density. On-going crises and conflicts not only demand humanitarian assistance but also call for development co-operation and peace-building. If a crisis is protracted, as is the case in Bangladesh with the Rohingya refugees in Cox's Bazar camp, then it becomes important to provide solutions bridging the gap between humanitarian assistance and development co-operation, while supporting peace-building. This interaction is called the Humanitarian-Development-Peace Nexus, or simply the triple nexus.

But how do the different international institutions and organisations benefit from synergies when working together? Who develops and oversees the diverse approaches of the various actors to complementing each other's work? To align these actions at global level, the first United Nations World Humanitarian Summit was held in Istanbul, Turkey, in 2016. Since then, different methods have been set up or gained more significance, such as the UN's New Way of Working, the Whole-of-Government approach and Linking Relief, Rehabilitation and Development (LRRD).

Global actors coming from the European Commission, the German Government, the International Committee of the Red Cross, as well as the World Food Programme present their views and approaches in this edition.

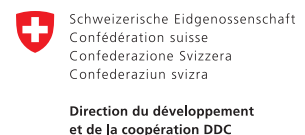
Case studies and examples come from crises and conflictive regions such as Syria and neighbouring countries, the Rohingya refugee camp in Bangladesh, as well as the Lake Chad conflict in the Sahel.

But what about natural disasters such as the earthquake in Haiti? How did the country return to agriculture with life disrupted on a destroyed island? Further case studies on adapting to climate change and to more resilience to recurrent (food) crises such as in Mali complement this edition's selection of articles.

We wish you inspiring reading.

Sincerely yours,

Daniela Böhm

**Partner institutions of Rural 21**

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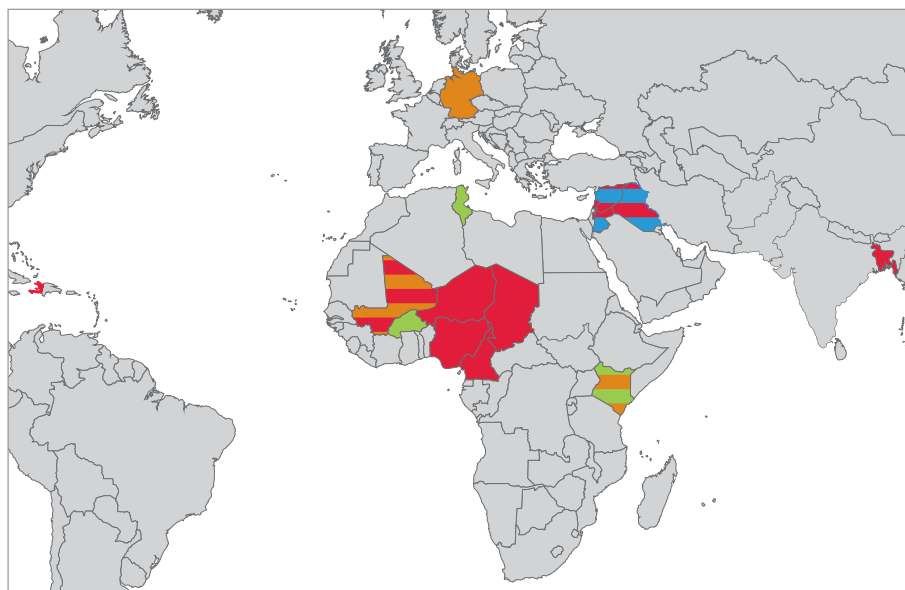
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BEATING FAMINE IN THE SAHEL CONFERENCE

In collaboration with the United Nations Food and Agriculture Organization (FAO) amongst others, World Vision and the World Agroforestry Centre (ICRAF) hosted the “Beating Famine in the Sahel Conference – Sustainable Food Security through Land Regeneration in a Changing Climate”, which took place in Bamako, Mali, from the 26th to the 28th February 2019. The event brought together more than 400 representatives from national governments, NGOs, UN agencies, regional institutions, and the private sector, and provided an opportunity for participants to share successful strategies, create a supportive network of practitioners and together mobilise partners. The conference themes included the regeneration of rangeland and pastoral landscapes, meeting restoration commitments cost-effectively on a mass scale, and the role of natural regeneration and ever-greening and agroforestry practices. It also

addressed the role of Farmer Managed Natural Regeneration (FMNR) and ever-greening as a window to managing conflict, reducing migration, and promoting youth employment, as well as beating famine through restoration for resilience and disaster risk reduction.

It is estimated that FMNR has spread to 21 million hectares in the West African Sahel. An assessment of restoration opportunities in the Great Green Wall core intervention area indicates the need to restore ten million ha per year by 2030 if the Sustainable Development Goals in the Sahara and the Sahel region are to be achieved. A combination of sustainable management and restoration strategies now exist, including FMNR, agroforestry tree planting, and sustainable land and water/soil management practices to restore the productivity of the production systems (crops, pastoral and

forest landscapes). But while cost-effective and appropriate interventions are available, they are not yet widely enough known and applied.

Furthermore, the conference drew attention to the African Forest Landscapes Restoration Initiative and its goal of restoring 100 million ha of degraded land, as well as to the Great Green Wall for the Sahara and the Sahel Initiative, and the UN Action Plan for the Sahel.

West Africa and especially the Sahel continues to be vulnerable to the impact of large-scale land and water degradation, soil infertility, climate change and population growth and lack of socio-economic opportunities. These factors are raising the likelihood of increased chronic, acute malnutrition and insecurity in the region.

(db)

4th HIDDEN HUNGER CONGRESS

In late February 2019, the 4th International Congress Hidden Hunger was held under the slogan “Hidden Hunger and the transformation of food systems: How to combat the double burden of malnutrition?” at the University of Hohenheim in Stuttgart, Germany. The Congress was organised by the University of Hohenheim as well as by the Society of Nutrition and Food Science.

Launched in 2013, this event takes place every two years. While the previous congresses focused on the causes of hidden hunger, consequences, and possible solutions, hidden hunger during pregnancy and the first years of life including child development and maternal mortality, programmes and measures to tackle world famine and poverty, this year, special emphasis was given to transforming food systems adequately and the “double burden of malnutrition”, with which the United Nations Food and Agriculture Organization (FAO) distinguishes between energy deficiency (hunger), micronutrient deficiency (hidden hunger) and overweight and obesity.

While in 2017, the number of hungry people reached 821 million people world-wide, two million people are currently suffering from micronutrient insufficiency. Nowadays, overweight and undernutrition and stunting overlap in the same societies, both in low and high-income countries. The Sustainable Development

Goal 2 demands an end to all forms of hunger until 2030. International experts discussed existing approaches and still lacking information.

NO FRUITS, BUT SODA DAILY

“Our food systems are making the people sick. How we produce, process, market and eat forces the burden of health risks and increases related costs. Fifty per cent of food-borne diseases affect children under the age of five,” said Olivia Yambi of the International Panel of Experts on Sustainable Food Systems. Fatiha Terki of the World Food Programme furthered that “no income group is eating enough vegetables. One third of the schoolchildren do not eat fruits daily, but 59 per cent drink soda every day.”

Terki presented policy entry points to overcome this development. System thinking in all parts of the food systems should be aligned, and governments and private sector needed to work together. “What we don’t measure we ignore,” Terki said. Data had to be collected and analysed for all vulnerable groups, and accountability had to be improved at all levels.

“We are still lacking key evidence for tackling micronutrient deficiency,” said Corinna Hawkes representing the experts’ group of the Global Nutrition Report. According to Hawkes, four key actions were needed to fill the

micronutrient data gap: understanding diets as a common driver of multiple burdens, ensuring that micronutrient interventions did no harm, and designing and testing double duty actions considered to address overlapping burdens.

Studies on nutrition have identified low consumption of food and vegetables as an important reason for both micronutrient deficiencies and overweight and obesity. Typical dietary guidelines recommended 0.3 to 0.5 kg of food and vegetables per day, said Jock R. Anderson of the University of New England/USA. Current consumption was far below this recommendation, and was linked to income levels, even in rich countries, Anderson stated. Anderson raised the question, why international agricultural research neglected fruits and vegetables. So far, no Consultative Group on International Agricultural Research (CGIAR) centre exists that deals with food and vegetables, in spite of the World Vegetable Center, with its headquarters in Taiwan (the former Asian Vegetable Research and Development Center – AVRDC) having been founded in 1971. The reason behind this is that CGIAR was strongly oriented towards grains when set up – primarily because of the perceived threat of famine in most of South Asia. Thus, the World Vegetable Center yet needs to be included in the CGIAR top league.

Daniela Böhm

HEALTHY PLANET, HEALTHY PEOPLE – TIME TO ACT!

The 4th United Nations Environment Assembly took place in Nairobi, Kenya in March 2019. The focus themes addressed ranged from tackling the environmental challenges related to poverty and natural resources management, including sustainable food systems, food security and halting biodiversity loss, to introducing life-cycle approaches to resource efficiency, energy, chemicals and waste management, and ensuring sustainable business development at a time of rapid technological change. In addition, the 6th Global Environment Outlook (GEO) was presented. Produced by 250 scientists and experts from more than 70 countries, the GEO is the most comprehensive report on the global environment. It shows that the overall environmental situation is deteriorating globally and

the window for action is closing. The report, entitled “Healthy Planet, Healthy People”, takes stock of global environmental policy and identifies air pollution, loss of biodiversity, excessive pressure on natural resources and the pollution of ecosystems, especially through chemicals, as particularly critical areas requiring increased efforts. The GEO calls on decision makers to take immediate action to address pressing environmental issues to achieve the Sustainable Development Goals (SDGs) as well as other Internationally Agreed Environment Goals, such as the Paris Agreement. The demand for natural resources and environmental impacts need to be decoupled even more strongly from growth. The efficient and sustainable use of resources is essential to achieve the SDGs. According to

the International Resource Panel of the United Nations Environment Programme, twelve of the 17 SDGs directly depend on the sustainable use of natural resources. What is new this year is that the GEO is based on regional analyses and directly refers to achieving the SDGs. It views the integration of the respective affected groups as well as the potential losers of the reorientation of economic processes as a key element to enable necessary transformation. According to the GEO, opposition among actors in other policy areas has been identified as a key cause of the low effectiveness of environment policy measures.

(UNEP/db)

3rd WORLD ORGANIC FORUM

Hosted by the Akademie für ökologische Land- und Ernährungswirtschaft, the 3rd World Organic Forum was held under the slogan “Green Economies in Context with the UN Sustainable Development Goals: On the path towards 100% Organic!” in Kirchberg, Germany, from the 6th to the 8th March 2019. Representatives of Sikkim, India – which is the first organic state world-wide – and Zanzibar, Tanzania and Andhra Pradesh, India, presented their approaches in preparing for 100 per cent organic agricultural production.

ONE HUNDRED PER CENT ORGANIC

Sikkim is located in Northeastern India and counts 0.6 million inhabitants. The agricultural land is cultivated under low input and rain-fed agriculture, primarily for subsistence farming. While the preparations to convert conventional agriculture to organic began in 2003, implementation started in 2010 and was completed in 2016. From 2016 onwards, different value chains have been developed, starting with inputs, seeds and certification, and going on to the creation of facilities for collection, aggregation, processing and a marketing and brand-building initiative. Around 25,000 farmers produce buckwheat, large cardamom, ginger and turmeric as major (cash) crops. This also implies linking growers with consumers on the domestic and the international market. The organic state of Sikkim was prepared and implemented by a top-down approach. Not only the application but also the supply of chemical

fertilisers is strictly prohibited. Corresponding special laws have been formulated, demonstrating ownership and leadership of the State government. Random samples are taken to approve production as absolutely chemical-free. If farmers do not follow the rules, the law foresees various punishments, even gaol.

ZERO BUDGET NATURAL FARMING

“Due to terror world-wide, agricultural production for the international market has become highly vulnerable, as trade is affected by terror,” said Malla Reddy, Ecological Center in Anantapur, Andhra Pradesh, India. This is one of the reasons to focus on local production where consumption takes place. Andhra Pradesh’s vision 2024 to zero budget natural farming (ZBNF) is clearly set – six million farmers, eight million hectares, fifty million citizens. Demanded bottom-up by the farmers, the programme was initiated in 2015/16, with multiple objectives of enhancing farmers’ welfare, consumer welfare and environmental conservation. Activity areas include microbial seed coating through cow urine and dung-based formulations, enhancing soil microbiome through an inoculum of fermented local ingredients, soil coverage by crops and residues, as well as fast build-up of soil humus through ZBNF leading to soil aeration, improved soil structure, and water harvesting. “Less costly inputs are produced on the farm or in the village. For example, the dung and urine of one cow is sufficient to fertilise twelve hectares,” Reddy said. “Revenues of the farm-

ers have doubled, and sometimes even tripled, in one year,” said Vijaya Kumar, advisor of the Government of Andhra Pradesh. “This offers a holistic alternative to the present paradigm of high-cost chemical inputs-based agriculture. It is also very effective in addressing the negative and uncertain impacts of climate change,” Kumar told the meeting.

SPICES FROM GREEN ZANZIBAR

The archipelago of Zanzibar – also known as the Spice Islands – is part of the Republic of Tanzania. Zanzibar’s economic drivers are agriculture and tourism. Its agricultural commodities, produced primarily for export, are cloves and seaweed. Driven by the government, Zanzibar started certified organic spices production and export in the early 1990s. The value chain has been developed in public-private partnerships with international companies. The objectives of the Government of Zanzibar were to enter the niche organic market for spices and essential oils and to increase local content in the growing tourist market while protecting the fragile coastal environment and mitigating climate change impacts. Efforts on this way were to put in place appropriate policies and legislations and strengthen quality infrastructure institutions to create competence in food safety and quality control, explained Juma Ali Juma, Principal Secretary Ministry of Trade and Industries in Zanzibar.

Daniela Böhm

JOINING WHAT BELONGS TOGETHER?

The triple nexus and the struggle for policy synthesis

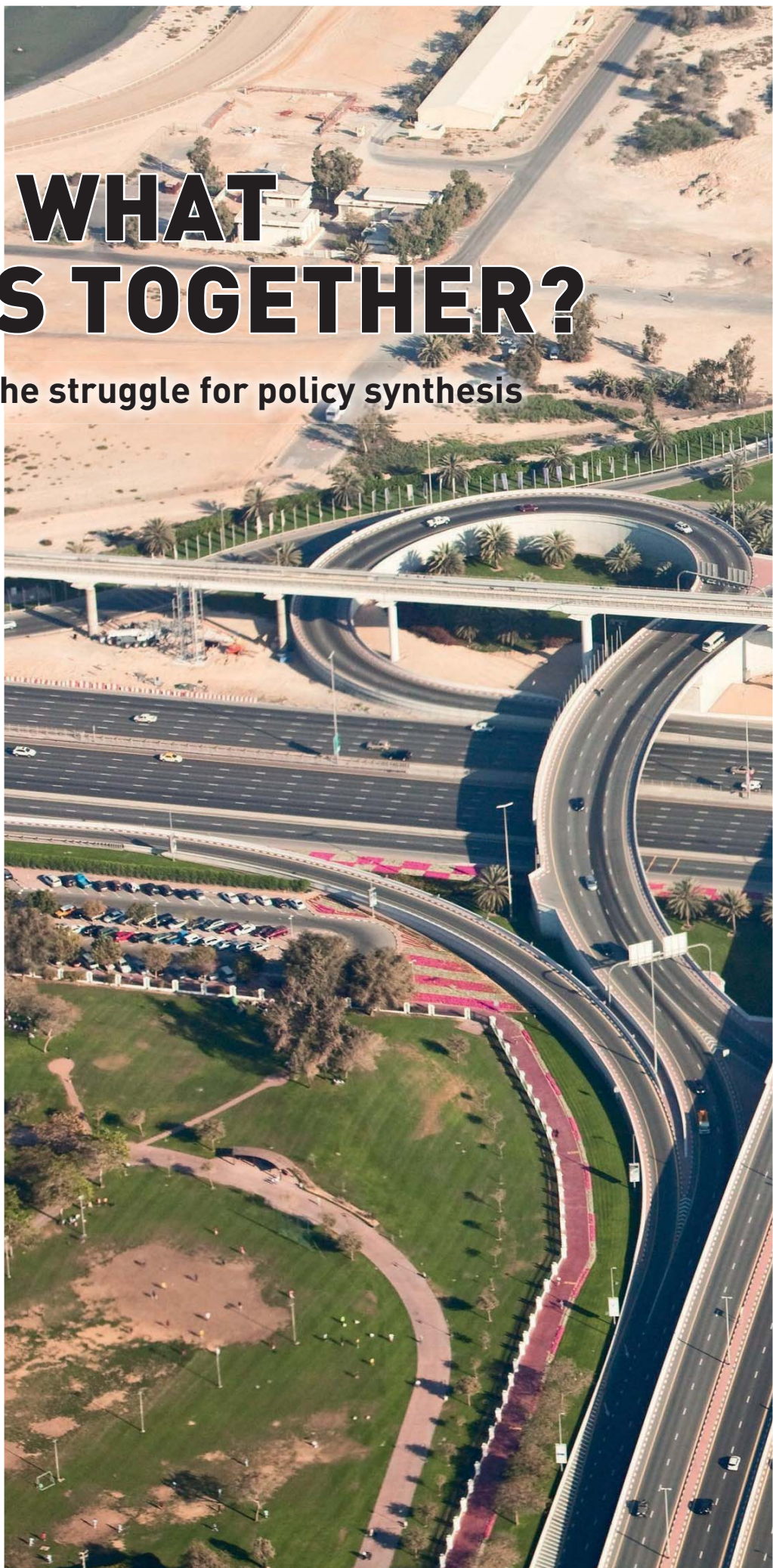
Lately, the nexus policy approach has resurfaced among global policy-makers seeking a convenient combination of humanitarian action, development and peace. Our author gives an account of the different nexus approaches and trends over the last few decades and shows where their restrictions are, seen from a humanitarian angle.

By Hugo Slim

Today, humanitarian policy is much taken up with an old Latin word which is to be found all over UN resolutions and policy documents. The word is “nexus”, and it means to bind together like strands in a rope, or a meeting point at which several things join up like a junction of different roads. Nexus policy is the new meta-policy in the socio-economic policy of the United Nations, several western governments and the many international organisations and humanitarian and development NGOs who take their money. A nexus strategy deliberately sets out to find common ground in three important institutional goals which have typically been separated into three different disciplines, professions and bureaucracies. These three policy goals are peace, development and humanitarian action, which when woven together embody the “triple nexus” that is the latest attempt to find effective policy synthesis and operational synergy in pursuit of these three global public goods.

THREE OVERLAPPING FIELDS OF GLOBAL POLICY

Since the creation of the UN and its revitalised international policy in 1945, these three fields of international action have been recognised as fundamentally important and closely linked areas of common purpose but also operationally distinct in their applied ethics and their professional expertise. At the risk of caricature,







The notion of a comprehensive approach was backed by western-leaning governments at the high point of liberal interventionism in the 1990s and 2000s. Italian soldiers during a patrol in Afghanistan.

Photo: Giulio Piscitelli/contrasto/laif



The Village Chief of Likraker in the Tumbuctu Region of Mali inspecting the reconstructed drinking-water plant. The rehabilitation work benefits 1,200 inhabitants and their livestock herds.

Photo: ICRC

development is the domain of economists and banks determined to work with governments to reduce poverty and form prosperous states; peace is the preserve of politicians and mediators who resolve conflict within or between states and generate cross-party consensus to build peaceful political arrangements, and humanitarian action is the urgent pursuit of medics, barefoot economists and social workers to ease human suffering and restore basic living conditions for especially vulnerable people after disasters and during the horrors of armed conflict.

The overlap is clear. Humanitarians and development teams are both typically concerned with sustaining and improving clinics, schools, agricultural production and urban livelihoods. And every peace scientist will tell you, in the words of Martin Luther King, that peace is not just the absence of war but the presence of justice, so that peace projects also build on people's needs for public goods like health, prosperity and fair government to make peace real. As Pope Paul VI observed back in 1967 at the high water mark of progressive development theory: "development is peace".

Disaster experts and humanitarian workers in this triangle of global ambition have also always worried about the risks of repeatedly giving people hand-outs and not addressing the famous "root causes" of disasters and conflicts. This led economist Ernst Schumacher to re-emphasise Ghandi's famous observation that "if you give a person a fish you feed them

for a day, but if you give them a fishing rod you feed them for a lifetime". In other words, humanitarian action is best done with a little community development theory mixed in, and, who knows, this might even make societies more peaceful too if they are all happily fishing, eating and enjoying a sustainable livelihood. This would be the triple win so desired by nexus theorists: humanitarian aid developmentally applied which builds up peace.

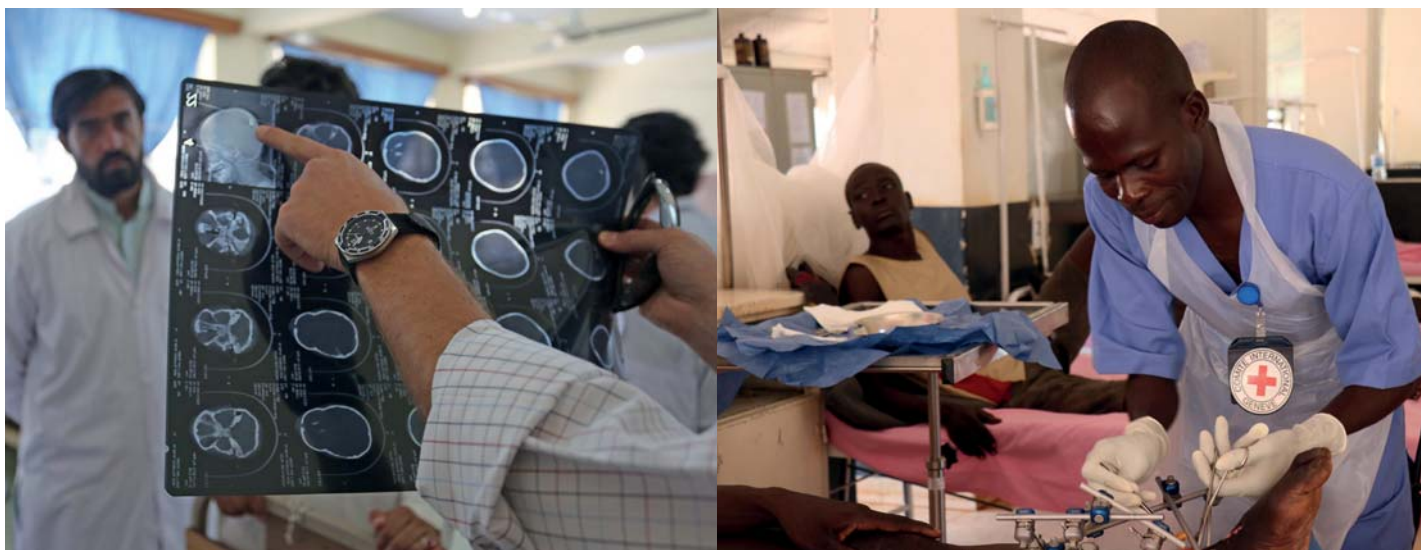
If only this were so easy, then we at the International Committee of the Red Cross could perhaps change our Latin motto from *inter arma caritas* ('amidst arms, charity') to *inter arma nexus*! However, like many things that sound so reasonable in theory, the nexus is a little more difficult in practice, and today's new nexus policy is not the first time that global policy-makers have tried to find an easy blending between the pursuit of humanitarian action, development and peace – a delicious policy fondue into which all agencies can dip their various projects.

A HISTORY OF ATTEMPTED SYNTHESIS

Nexus policy is not a sudden revolution in global policy but simply the latest variant in the continuing effort to synthesise these three different strands of policy and practice. Several synthesising efforts in recent history have struggled to realise the obvious insight that peace, development and humanitarian action have a

lot in common. In the 1970s and 1980s in Latin America, and under the influence of Marxist theory, for example, many NGOs merged human rights, humanitarian action, community development and peace work into a single movement of "solidarity" with communities struggling against right-wing dictatorships. A more technocratic approach developed in the 1980s and 1990s that aimed to merge peace, development and humanitarian action alongside a now dominant neoliberalism. This required humanitarians to do "developmental relief" that addressed people's deep seated vulnerabilities as well as their emergency needs. On their side, development agencies were asked to engage in "reliefmental development" so that their development work always built in disaster risk reduction and emergency preparedness. These approaches were taken up in UN and government policies as "linking relief, rehabilitation and development" (LRRD), or later, as working very deliberately along the "relief-development continuum" in a so-called continuum policy.

Much of this policy-making was informed by important work on disaster management by US scholar-practitioners like Fred Cuny, Mary Anderson and Peter Woodrow in the 1980s, which noted how people would always suffer terribly from natural hazards and famine if their underlying vulnerabilities were not reduced and their capacities to withstand shocks significantly increased. This required a mix of relief and development work and reframed disaster management as deeply developmental and



Humanitarian action has no vested interest in any particular political outcome to a conflict. An X-ray of a patient's head in Mirwais Hospital in Kandahar, Afghanistan.

Photo: ICRC/Will Carter

ICRC's mandate is to reach out to all suffering individuals who are in need because of armed conflict and disaster, to "everyone, everywhere" who is in need. A university clinic in South Sudan.

Photo: ICRC/Erika Tovar

intricately involved with government policy and investments in preparedness and prevention activities. Mary Anderson then took this linking work further in the 1990s by joining up with peace and showing how humanitarian and development work could either boost pro-peace processes or heighten conflict tensions. This then made it an essential policy for all humanitarian action and development work to adopt "conflict sensitive programming" so that it "did no harm" by increasing conflict and violence, but instead helped to develop pro-peace resources in affected communities.

At the high point of liberal interventionism and post-conflict state formation in, for example, Afghanistan, Liberia, DRC and Iraq in the 1990s and 2000s, western-leaning governments backed a "comprehensive approach" in their attempts at liberal state-building which required the peace-building, development and humanitarian parts of a UN country operation to work together in an "integrated" way that shared objectives to "stabilise" a country.

NEXUS POLICY AND ITS CONTINUING TENSIONS

The important insight of today's nexus policy and its "triple nexus" focus remains the same as its predecessors: that these three different goals and their distinct professions and practices do indeed share important common objectives and are often engaged in similar activities to improve health and other basic services, to

limit violence and to improve the economy, governance and the rule of law.

Nexus policy was formalised to some degree at the multi-stakeholder World Humanitarian Summit (WHS) in Istanbul, Turkey, in May 2016. A majority view at the WHS argued that today's protracted conflicts – in which people endure suffering, impoverishment and the collapse of basic services for decades – especially require more joined-up co-operation between humanitarian action, development and peace-building in a "New Way of Working" adopted by UN heads of agencies. This was followed in 2018 by the new UN Secretary General's elaboration of a new policy goal for "sustainable peace" which blended the ultimate objectives of the UN's 17 Sustainable Development Goals (SDGs) with an explicit concern for peace-building.

But this professional consensus is not absolute. At the same time as the overlaps between these three global projects are simple and obvious they are also felt to be complicated. Each profession perceives itself to be ethically and operationally distinct, so they are happy to say that they are similar to one another but also want to say that they are different. The Developmentalist may respect the Peacebuilder and the Humanitarian but sees them as small niche players because, of course, it's the economy that really counts and which is the only thing with sufficient power to swing society and its incentives away from conflict and disasters towards peace and prosperity.

The Humanitarian may respect this argument but will always be suspicious of Developmentalists because they tend to favour whoever is in charge of the State and are always driven by changing fashions in economic dogma. In the eyes of Humanitarians, Developmentalists' statist commitment and economic ideology tends to make them politically biased in practice and not sufficiently caring about those people who live beyond the State in areas controlled by opponents of the government or those people who are the inevitable losers in Developmentalists' grand economic strategies of neo-liberalism, socialism, nationalist capitalism, Islamist economics and whatever comes next.

The Peacebuilder admires the Developmentalist and the Humanitarian for their determination to invest in society and ease its pain. And yet, the Peacebuilder will be wary of them both at the same time because the Developmentalist is often driving economic systems that create social cleavages, inequalities and new "root causes", while the Humanitarian is only ever tinkering at the edges of problems to reduce suffering and is never engaging fully in the pursuit of social justice.

NOT QUITE THREE AND NOT QUITE ONE

The three projects in the triple nexus triangle of international policy sense similarity and difference in their respective missions. Like the



Bakassi camp for internally displaced people in Maiduguri in the Federal State of Borno, Nigeria. A woman demonstrating the small spice market that she has set up with the support of the ICRC.

Photo: ICRC/Taoufik Toure

Should development always have a clear political purpose? A farmer in the Gaza Strip receiving a bucketful of seed.

Photo: ICRC/Alyona Synenko

archetypal Trinitarian struggle around divinity in the western imagination, development, peace and humanitarian action feel themselves to be not quite three and not quite one. Certain principles and purposes mean they are still different persons in a single policy of global public good.

Interestingly, this Trinitarian anxiety is noticeably absent from Chinese and other Asian policy which more easily sees all human suffering – whether from poverty, disaster or war – as simply and singularly met by the full range of government’s socio-economic measures that are at once welfarist, developmental and security-based. Asian policy is relatively free from the moral friction (or fiction?) of the West’s three separate traditions of peace, development and humanitarian action.

A PRAGMATIC HUMANITARIAN APPROACH TO THE NEXUS

There are three undeniable truths in the insights of nexus policy. First, there is a definite indivisibility between the purpose and practices of peace, development and humanitarian action. They share certain common objectives around people’s protection, health, education, prosperity and peacefulness, and they each value a critical mass of order and the rule of law. Secondly, there is also a clear inter-dependency between the three professions. They each achieve better if each one of them is able to flourish, and their three objectives are usually

attained by working in and on the same basic services, the same economy and the same political system. Finally, there is also a profound ethical duty to do three good things at once if this is possible and not to limit yourself to one good thing when all three are doable without damaging each other in the process.

So where is the rub? For neutral and impartial humanitarian organisations, the challenge is around purpose, inclusion and principle. Peace-making and development are both deeply political activities with a clear political purpose to re-shape a polity and generate long-term social transformation for its people. The goals of peace-making and development are the transformation of the State and society.

Humanitarian action is different. Our teleology is one of person not polity. We reach out to all suffering individuals who are in need because of armed conflict and disaster, to “everyone, everywhere” who is in need. We are concerned with these people’s protection and assistance in extremis and with the maintenance of the assets and services on which they rely for their survival. We have no vested interest in a particular political outcome to a conflict. We have no ultimate vision of the perfect society and its ideal development state.

We are also mandated to work explicitly beyond the State with those who suffer in opposition areas and with the relevant authorities who control these areas. This means that any triple nexus which is confined only to

state-controlled areas would be an inadequate nexus for our humanitarian work. A nexus that works for all people in a conflict or disaster is one which recognises the distinct role of principled humanitarian actors and accepts the inclusion of all people in need, whether they live within the control of the state or not, and whether they support the political and development policies of the state or not.

These differences in humanitarian purpose and principle still mean that humanitarian actors can be good nexus players who may complement peace and development initiatives by adding value supporting basic services and meeting a wide variety of individual needs at a time or in a place where development organisations and peacemakers are struggling to achieve. But in addition, they mean that we will always be doing this for the different reason of individual need rather than state-building. We may also be reaching out impartially to include people suffering in areas beyond state control – an action which, in itself, can help sustain development infrastructure and even increase peace by making people feel valued and respected as human beings, rather than excluded.

Hugo Slim is Head of Policy and Humanitarian Diplomacy at the International Committee of the Red Cross (ICRC) and is based in Geneva, Switzerland.

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A PATH TO PEACE AND STABILITY

The Humanitarian-Development-Peace Nexus is being implemented in different regions from different actors. Our author describes his view and the United Nations World Food Programme's approach on how to address the most vulnerable in ongoing conflictive and crises situations.

By David Beasley

The march towards a well-fed world seemed to be going so well over the past three decades, with annual declines in the number of hungry people. But the past two years has seen progress make a U-turn because of a terrible, toxic mix of conflict, regional instability and the impact of climate change. We need a better path to peace and stability, or we will continue going in the wrong direction. In all these places, I have met many people who worry about food. But nearly every time I have talked to them, what they have asked for first is help creating peace, the kind of peace that will let them live stable lives right in the communities they have always called "home". These people know instinctively that food security means fewer community tensions, less violent extremism and more mutual co-operation. While hungry people are not necessarily violent, it is clear that persistent hunger also creates the kind of instability that leads to more conflict.

The number of chronically hungry people hit 821 million in 2017, up from 777 million just two years before. The hunger picture gets even more dramatic when we look at severe hunger – people who need emergency assistance because they have no other

way to get the food they need to stay alive. Those numbers rose 55 per cent in just two years, from 80 million in 2015 to 124 million last year. Ten out of the 13 largest hunger crises in the world are conflict-driven, and 60 per cent of the people in the world who are food insecure live in conflict zones – 90 per cent, if you do not count the number of food insecure in China and India. Hunger fuels longstanding grievances and disputes over land, livestock and other assets.

HUNGER AND INSTABILITY

The consequences of conflict and hunger are most severe on children. Hunger, malnutrition, and poor health often lead to stunting – a phrase used to describe severely impaired growth in these young bodies. This kind of malnutrition has a long-term impact on the growing brain, making it even harder on these children to grow into the kind of productive adults their countries need. Unsurprisingly, three out of every four stunted children in the world live in a conflict area. The vast links between food insecurity and conflict contribute to other serious issues within these nations. My friend U.S. Senator Pat Roberts of Kansas

puts it clearly, saying: "Show me a nation that cannot feed itself, and I'll show you a nation in chaos." Analysis from WFP's affiliate WFP USA backs this up, showing that food insecurity produces instability, and that instability produces food insecurity.

FRAGILE STATES AND FOOD INSECURITY

About 80 per cent of the countries that have severe food insecurity are also considered fragile – countries with governance and economic issues that make resolving the problems of conflict and hunger even more difficult. By 2030, it is predicted that as many as two-thirds of the world's poor will live in nations that can be classified as fragile. Nearly every country near the bottom of the World Bank's Political Instability Index has a high degree of food insecurity and near-constant conflict within its borders. Recent research shows that just 18 per cent of fragile, conflict-affected states are on track to meet their Sustainable Development Goal of Zero Hunger.

Even when conflicts end, the danger is not over. World Bank research concludes that countries coming out of conflict have a 40 per cent risk of returning to conflict within



Rehabilitation of the daily run-off pond in Goumacherom village, Chad to protect fields from flooding and regulate adequate water supply to the crop fields.

Photo: WFP/Giulio d'Adamo

ten years. The research suggests, and common sense would dictate, that economic development reduces the risk that the conflict reignites. Countries with the highest level of food insecurity coupled with armed conflict also have the highest outward migration of refugees. Our own research shows that for one per cent increase in hunger, there is a two per cent increase in migration. Refugees and asylum seekers are on the move because they feel they have no choice, even though none of them really wants to move. Nearly every Syrian, we talked to for our 2017 study, called, “At the Root of Exodus,” said they wanted to go back to Syria, if, and when it was secure and stable at home. This is not surprising. People want to stay with their families, in familiar surroundings, and they will do so sometimes at great risk to their own personal safety. But there may be a tipping point, too. In mid-2015, asylum applications to Europe from Syria spiked from 10,000 a month to 60,000 a month when humanitarian assistance was slashed. That, plus the conflict, prompted people to decide to take the risk and move.

MIGRATION AND ARMED CONFLICTS

From Africa, even the dangers of crossing the Mediterranean do not appear to be deterring those who flee conflict, hunger and poor economic conditions. Data from the United Nations High Commissioner for Refugees (UNHCR) shows that in 2016, 730,000 people from Africa were in Europe as refugees or asylum seekers. That is nearly double the 360,000 from Africa who were in Europe in 2010. The conditions that lead to this migration-forcing instability are a wonderful breeding ground for violent extremism. It makes extremists’ recruiting efforts far too easy. As the United Nations Development Programme said in a report in 2017, “where there is injustice, deprivation and desperation, violent extremist ideologies present themselves as a challenge to the status quo and a form of escape”.

Sometimes, it is even simpler than that. These extremist groups sometimes present themselves as the only way to survive. One woman in Syria told our researchers: “The men had to join extremist groups to be able to feed us. It was the only option.”

Perhaps the most prominent example of how a hunger crisis played into the hands of extremists came in 2011. In Somalia, where drought,

a food price spike and civil war converged in a famine that led to a quarter-million people dying. Researchers have documented that, during this time, al-Shabaab kept humanitarians from reaching hungry people with aid and the militant group even offered the hungry money to join its ranks. One UNHCR official called the famine “a boon” for al-Shabaab’s recruitment efforts. The WFP will always be committed to humanitarian law and its principles. We do not take sides; we feed the hungry and vulnerable wherever they are. But now food is being used as a weapon of war, so we must make food a weapon of peace.

Food and other forms of assistance are what have helped people remain in their countries despite difficult circumstances and refugees to return home, to earn a living and provide hope for the children. Effective humanitarian assistance helps alleviate suffering and protect civilians affected by war and conflict, and it also promotes efforts that address the root causes of conflicts and the re-engagement of people in productive economic activities.



Ten out of the thirteen largest hunger crises in the world are conflict-driven, and 60 per cent of the people in the world who are food insecure live in conflict zones - 90 per cent, if you do not count the number of food insecure in China and India. Hunger fuels longstanding grievances and disputes over land, livestock, and other assets.

VEGETATION AGAINST CONFLICTS – AN EXAMPLE FROM NIGER

A place these types of policies are showing progress is Niger. There, WFP works with several partner organisations to help more than 250,000 people in about 35 communes, or towns, with a multi-sector approach that builds resilience and stability. In this region, we put together integrated resilience packages of four to five activities, chosen by the local community and implemented with partners, and we commit a minimum five-year investment. Examples include land regeneration and water harvesting, working with women’s groups to plant tree nurseries and create community gardens, school meals programmes and leveraging WFP’s own local purchasing to help boost the local markets. Research from WFP and external parties shows this is working: land vegetation increased from zero to 50



Women beneficiaries from Korama, Zinder, Niger explained how their lives improved with the pond clearing and the new gardening opportunities. Now the village is doing better, they can feed their kids properly.

Photo: WFP/Tiphaine Walton

per cent, and as much as 80 per cent in some areas. Agricultural productivity doubled and in some cases tripled, from 500 kg to 1,000/1,500 kg per hectare. After the first year, we saw a 35 per cent increase in land planted by very poor households.

We are also seeing greater social cohesion and a more hopeful future for the youth in the region. Inter-communal conflict is down because animals are not invading agricultural lands thanks to the increased vegetation or fodder that has been planted. And 60 per cent of very poor household members have reduced stress migration down to three months a year, while ten per cent have stopped migrating altogether. Furthermore, women are no longer leaving their children behind to search for fodder and firewood. Instead, they are participating in the economy themselves and helping to ensure their children go to school.

These kinds of concerted, focused efforts create stability, and the kind of conditions that help a family, a community or a region take care of itself. Communities are investing in programmes like cereal banks, and women are starting savings groups and activities that can help regions cope if a drought strikes. The work begins with food, because nothing else can happen when everyone is hungry. But it also means schools and water and roads and



The author discussing interventions with José Graziano da Silva (FAO) – left, and Gilbert Houngbo (IFAD) – right, in the village of Dargué in the Maradi region of Niger.

Photo: FAO/IFAD/WFP/Luis Tato

governance and many other ways to support a community taking care of itself. Our work in Niger combines what we call Food Assistance for Assets programmes with technical trainings, local purchases, nutrition interventions, support to the government-led school meals programme, as well as lean season assistance for dry periods. Through this approach, WFP has helped rehabilitate 90,000 hectares of degraded land since 2014, plant three million trees and rehabilitate 86 major water ponds. WFP is now working with the Government of Niger to dramatically scale up its resilience building efforts, notably thanks to a 25 million US dollar grant from Germany.

CO-OPERATION RATHER THAN COMPETITION IS THE NAME OF THE GAME

And we are not just doing it alone. Key to the success in Niger and across the greater Sahel is collaboration between the three Rome-based United Nations agencies with a mandate to alleviate hunger and develop agriculture-based economies: WFP, the Food and Agriculture Organization (FAO) and the International Fund for Agricultural Development (IFAD). As a leader for one of these three agencies, I can categorically say that co-operation rather than competition is now the name of the game. I tell my team all the time: no-one should care who gets the credit, as long as we can be effective. All three agency heads have twice been



School Meals Programme throughout schools in Niger helps children stay in school, pursue an education and break the cycle of malnutrition.

Photo: WFP/Simon Pierre Diouf

to Africa, including a trip in the summer of 2018 to Niger to evaluate our projects and programmes. Our teams know that we expect the agencies to work together, along with the local governments. And I believe this is paying off. For example, in agricultural development in Niger, WFP helps to recover degraded land and FAO and IFAD complement this by providing enhanced seeds along with advice and training to help farmers boost production.

SCHOOL MEALS PROGRAMME – MORE THAN FOOD

For WFP's school meals programmes, we buy products from the smallholder farmers who have been trained by FAO through a value chain support programme from IFAD. These collaborations help develop and diversify the agricultural economy in Niger, as well as improve nutrition and food security. That school meals programme is certainly a key component of this pro-development, pro-peace strategy. It is enormously cost-effective – on average, the WFP spends 50 US dollars to feed a child in school for an entire year. And for some parents, that food is the reason they send their child to school, because they are assured their child will get at least one meal that day.

But I believe the programme does more than that. Children sit down, and talk, and laugh together while eating, and I think that time helps these children see each other as people.

That meal binds them together. And when they are older, those bonds are harder to break.

Hatem Ben Salem, the Minister of Education in Tunisia, last year wrote to me about his “warm memory” of his experiences with school meals as a child. “Lunchtime at school offered an opportunity for children from diverse backgrounds, rich and poor, to sit around a table and share a hot meal,” he wrote. Military spending around the world is now at two trillion US dollars a year. But the programmes highlighted here could save us some of that money.

So working towards the global goal of zero hunger through this “triple nexus” approach of humanitarian aid, development co-operation and peace-building is truly the best defence for every nation. We need to double-down on this kind of work, because research clearly shows that 60 per cent of conflicts recur, and since the mid-1990s, most conflicts have actually been just recurrences of previous fighting.



Food is being used as a weapon of war, so we must make food a weapon of peace.

I want to put how this works in real person terms. In the spring of 2018, I met Fazle in Pakistan. Eight years before, constant war had driven him, his wife and their four children away from their home and farm. They loved their home, but with all the shooting and armed extremist groups, Fazle and his family had to leave or endure the death, destruction, and instability that comes with war. But seven years later, Fazle and his family returned home, and are doing well. They received six months of food aid from the WFP and the Pakistan Government, giving them a cushion that allowed them, in turn, to get into a programme with FAO that helped Fazle set up a nursery. Now he is earning about 130 US dollars a month, which is four times his previous income. Fazle and his family want to live, work, and pursue their dreams. Food security was the cornerstone upon which the rest of their new start was built – not just saving lives, but changing them.

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Education in emergencies is a key priority of the EU's humanitarian work. Pupils in a class receiving a lesson on mathematics at Lufunda Primary School in Mpati/North Kivu, Democratic Republic of Congo.

Photo: NRC/Christian Jepsen

PUTTING THE NEXUS INTO PRACTICE – THE EU'S HUMANITARIAN PERSPECTIVE

In order to put the nexus concept into practice, adjustments have to be made at all levels of the programming cycle – from information sharing to financing. Our author explains what this means for the work of the EU Commission and how integration is to result in more effective action in addressing protracted crises.

By Christos Stylianides

The European Union's work on saving lives, eradicating poverty and achieving the Sustainable Development Goals has evolved through the decades, responding to the different challenges and adapting to the evolving realities. We observe that humanitarian crises of ten last for multiple years, demonstrate regional spill-overs and force people to abandon their homes for long periods. At the same time, the prevalence of violence and conflict fuels instability that continuously undermines humanitarian and development efforts.

Reality therefore shows that a traditional, largely compartmentalised approach, where the European Union's humanitarian, development and peace activities are separated from one another, does not correspond to the challenges we currently face in our neighbourhood, in Africa or across the globe – wherever there are anthropogenic or natural disasters. Due to the protracted nature of crises, human-

itarian, development and peace work often take place at the same time. The key philosophy behind the nexus therefore is about rising up to the current challenges, maximising our potential and finding lasting solutions for protracted crises. It aims at bringing all sides of a crisis together – the response and prevention spectrum.

The EU's humanitarian work is, by definition, an immediate action to alleviate suffering. However, our work is conditioned greatly by the root causes and drivers of crises. Without peace and stability, our humanitarian and development actions will often be undermined. The nexus is an attempt to act with short-term as well as longer-term strategic objectives, targeting root causes of fragility, vulnerability and conflict, strengthening livelihoods and, in turn, building local capacities for risk reduction, resilience, conflict prevention and other durable solutions.

FROM SHARED UNDERSTANDING TO CO-ORDINATED ACTION

What does this mean in practice? Above all, more information sharing between humanitarian, development and political actors, joint missions, shared needs and vulnerability assessments, increased integration of conflict sensitivity and more complementarities in programming. This could materialise in shared outlooks of crises, and subsequent division of labour, in the strengths of each actor. For example, in disease outbreaks, the nexus approach for the humanitarian community means engaging more in anticipation as well as in emergency preparedness and rapid response. For development actors it implies focusing more on risk analysis and system adaptations after emergency interventions.

It is also a question of efficiency. If development actors can come in and build on existing

humanitarian interventions, that automatically avoids duplication. And things are made easier if actors have a shared understanding of the crisis, the needs, the existing interventions, and what everyone is doing. This also makes an eventual transition from humanitarian to development action smoother – without people falling through the cracks.

This is precisely what we have been doing in our pilot Humanitarian-Development-Peace Nexus approach with EU Member States in six countries – Sudan, Iraq, Nigeria, Uganda, Myanmar and Chad – since mid-2017. We are working closely together to design a comprehensive understanding of vulnerabilities in specific protracted crises and to agree on common objectives and complementary programmes by various EU Services and Member States, always in line with the respective mandates. This also strengthened our co-operation with the Member States.



Incorporating conflict sensitivity in all external EU action is key in putting the nexus into practice

In Northeast Nigeria, for instance, we have been funding a Food and Agriculture Organization (FAO) programme on livelihoods, agricultural inputs and small-scale livelihood starter kits, to complement the World Food Programme (WFP) in the food assistance they provide to the most vulnerable during the dry season. For example, these starter kits help people to start generating their own income and foresee trainings. The EU's development funds (EU Trust Funds) are also supporting the FAO in a complementary longer-term action for a programme addressing more sustainable livelihoods in the same area.

Humanitarian work, in turn, can also benefit from closer links with development and peace-building actions. Incorporating conflict sensitivity in all external EU action is key in putting the nexus into practice. Humanitarian actors therefore could develop their own analytical capacity, while drawing experience from non-humanitarian actors, on how interventions can be more conflict-sensitive. Local systems and communities have a role to play here. Additionally, humanitarian civil-military co-ordination has the potential to improve the

interaction between the humanitarian and security communities, allowing for better access, while increasing the protection of those most in need. Finally, in order to promote respect for International Humanitarian Law, we might need to interact more or differently with the political, diplomatic or even security actors.

WHAT DOES THIS MEAN FOR THE EU'S HUMANITARIAN PRINCIPLES?

As humanitarians, our number one priority is protecting people. The humanitarian principles of humanity, neutrality, impartiality, and independence are our compass, our gospel and our best chance in fulfilling our mission. They are what gives us our credibility, and thus they are not negotiable. At the same time, we have an obligation to explore avenues of collaboration in order to be as effective as possible in protecting and saving lives. Seeking complementarity with development and peace work – be it in having common vulnerability and needs assessments or in identified division of labour – does not go against our humanitarian principles. In more and more cases, humanitarian, development and peace work all take place simultaneously. Thus, we are trying to find links while at the same time preserving the separate identities of our work, and of course, most importantly, the independence of humanitarian aid.

Obviously, the context matters and will define the scope of collaboration. While humanitarian aid must not be used as a vehicle for stabilisation efforts, it is important to identify clearly the opportunities and the potential challenges of its inclusion in peace-building efforts. The absence of peace, after all, jeopardises not only the safety of our humanitarian workers in the field, but also our overall efforts to save lives.

WHAT IS GOING TO CHANGE THROUGH THE UN REFORM?

The vision of United Nations Secretary-General António Guterres on the organisation's reform is clear and I am fully behind it. While this process concerns several dimensions of UN work, it targets a structural emphasis on enhancing the humanitarian-development-peace-building continuum. These important reform initiatives, which came into force as of the 1st January, 2019, are broad, spanning from the repositioning of the UN development system to the review of the peace and security architecture and to UN internal management.

THE EUROPEAN CONSENSUS ON DEVELOPMENT

The European Consensus on Development entitled "Our World, Our Dignity, Our Future" was adopted in June 2017. It is the cornerstone of the EU's development policy, intending to provide a framework for a common approach to development policy, aligning the Union's development policy with the 2030 Agenda for Sustainable Development. The 2017 Consensus replaces the first EU Consensus adopted in 2005 that was formulated against the background of the Millennium Development Goals (MDGs).

For information see:
https://ec.europa.eu/europeaid/sites/devco/files/european-consensus-on-development-final-20170626_en.pdf

The impact on the humanitarian domain is expected to be significant, but we will have to wait for the reform's rollout and transition period to see how profound it will be. What is crucial is that we use this period to identify lessons learnt and the way forward. To this end, we are gathering specific examples from our field offices to monitor and assess how the structural reforms impact our daily work.

CLOSELY LINKED TO THE SUSTAINABLE DEVELOPMENT GOALS

The Sustainable Development Goals (SDGs) are part of the Sustainable Development Agenda, which calls for action by all countries to improve the lives of people everywhere. Our humanitarian work contributes greatly to this end for several SDGs – including those on poverty and hunger eradication, quality education, sustainable cities and communities, climate action and partnerships. In parallel, EU development policy has the SDGs at the heart of its actions world-wide.

Overall, around one third of the EU annual humanitarian aid budget is used to provide emergency food assistance, making the EU one of the world's major donors in this sector. The EU provides humanitarian food assistance to victims of food crises around the world and invests massively in the response to the countries facing risk of famine (Nigeria, Somalia, South Sudan and Yemen) in an integrated approach that includes our development action.

Poverty and hunger eradication rests greatly on the ability of people to withstand and



EU Humanitarian Aid funds the provision of therapeutic food and other essential medicines at the Nutrition Center in Nigeria that is run by the NGO Alima to provide care to internally displaced persons and the host populations who have welcomed them.

Photo: 2018 European Union

overcome devastation, either from anthropogenic or natural disasters. Enhancing the resilience of people – including in urban areas – so that they don't start from zero after a disaster is crucial in giving them a fighting chance to survive and ultimately prosper. This goes beyond the provision of shelter, food and access to social support systems. It includes the building up of skills, infrastructure, sustainable urbanisation strategies, disaster risk reduction planning and preparedness, with the useful input of both humanitarian and development actors.

Education in emergencies is a key priority of our humanitarian work. In the last four years, we have increased the humanitarian budget allocation for this issue eight times, and this year we are spending ten per cent of the EU humanitarian aid budget on projects that focus on education in an emergency context. This means providing out-of-school, displaced and other vulnerable groups of children with the protection and opportunity to continue learning during a crisis so that they are protected from forced labour, conflict and sexual violence, forced marriage and radicalisation, while at the same time ensuring that they can continue their education when the situation allows – either in their host country or back home. Our humanitarian work on this is complemented by the EU's development assistance on education, as highlighted in the European Consensus on Development (see Box on page 15).

At the same time, the EU, as the leading humanitarian and development donor, is a key driver for stronger partnerships and collective, multilateral action against global challenges, such as climate action, refugee and migration crises and conflicts.

MORE FLEXIBILITY IN FUNDING NEEDED

Thanks to the nature of our humanitarian actions – the need to respond quickly to disasters – EU humanitarian aid can rely on flexible funding to address new needs. However, EU development funding does not boast similar flexibility, as it rests on longer-term outlooks. At the same time, with the average timeframe of displacement now at well over 17 years, a lot of humanitarian aid is effectively dedicated to protracted crises, which compromises our capacities in other humanitarian crises. Part of the nexus process is to review the flexibility and complementarity of funding, by making non-humanitarian instruments take a larger share in protracted crises.

Flexibility is a key element of the next EU Multi-annual Financial Framework which spans the period from 2021 until 2027. The aim is not only to support EU actions with the required and sufficient funds, but to also help mobilise and incentivise private funds and other actors. This includes greater complementarity between objectives, but also new

development financing tools such as insurance, concessional loans and contingency funds, and working together with private sector actors.

At the same time, it is important to ensure the availability of predictable funding for early responses at the local level. Also scope has to be provided for anticipatory actions in situations deemed appropriate and justified in order to avoid suffering of livelihoods – such as for instance, for seasonal payments in drought-prone locations.

RETHINKING EXISTING INSTRUMENTS

The EU's Global Strategy foresees a joined-up approach to its development and humanitarian assistance in every possible instance to “fight poverty and inequality, widen access to public services and social security, and champion decent work opportunities, notably for women and youth”. The Commission has outlined its vision for enhanced co-operation and focus on building resilience and combating fragility and protracted crises in a series of Communications, where complementarity and coherence between its humanitarian, development and peace and stability actions are crucial.

More specifically, the 2017 joint European External Action Service (EEAS)-Commission Communication proposed to rethink how our existing instruments respond to risks and vulnerabilities, and in turn how they can be used to address fragility and protracted crises in the most effective and coherent EU action.

The Communication proposes four building blocks to incorporate resilience into the EU's external action: improving the analysis of risks, underlying causes and resilience factors, a more dynamic monitoring of external pressures to allow early action, integrating the resilience approach into EU programming and financing of external assistance, and EU co-operation with multilateral and bilateral institutional partners.

The nexus is an attempt to enhance EU coherence, use each action's strengths to save lives and help the most vulnerable world-wide to prosper. It is common sense, and lays the foundation for more effective EU action in addressing protracted crises.

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Emergencies often occur in fragile states and regions, which are affected by multiple crises, including longstanding conflicts such as in Mosul, Iraq.

Photo: FFO

CLOSING THE GAP – THE GERMAN PERSPECTIVE ON THE HUMANITARIAN-DEVELOPMENT-PEACE NEXUS

Germany's Federal Government Guidelines "Preventing Crises, Resolving Conflicts, Building Peace" presents a range of objectives for the country's crisis engagement in the years to come. Here, the German Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development describe some of the new instruments they are implementing in situations of crises and fragility world-wide.

By Ralf Schröder and Mirko Schilbach*

People living in crisis-prone regions such as Haiti, Somalia or Iraq face life-threatening challenges – they lack protection, shelter, food and clean water. In order to cope with these threats, get on with their lives and possibly return to their homes after a conflict, they need security, stability, basic services, work and assets to thrive, and they need resilience, i.e. the capacity to live a life worth living in the most adverse circumstances, and to protect themselves against losing everything again. For decades, these people faced a lack of assistance in a time when they most needed it – in the transition from survival to resilience.

Now, the international system is addressing this gap under the umbrella of the "Humanitarian-Development-Peace Nexus". The German Federal Foreign Office (FFO) and German Federal Ministry for Economic Cooperation and Development (BMZ) are key actors in meeting this challenge. In their crisis response, they employ a variety of instruments, including humanitarian assistance under the lead of the

FFO and instruments of development co-operation under the lead of the BMZ.

Protracted crises have unfortunately become the new normal in many parts of the world. Over recent years, the nature of crises has evolved both in sheer numbers and in complexity. Such crises are often located in fragile states and regions, which are affected by multiple crises, including longstanding conflicts. In many regions, we observe that climate change is negatively impacting on competition for scarce resources like water and land, exacerbating conflicts and grievances. Protracted and recurring crises lead to increased humanitarian needs all over the world and force millions of people to flee their homes. It is thus pivotal to not only address humanitarian needs but also to prevent crises, resolve underlying conflicts, build peace and create sustainable pathways out of humanitarian situations.

Bringing all our instruments together that are required for such an approach, making the fit

for purpose, and ensuring that they work in complementarity and coherence, while respecting the specific principles of humanitarian assistance (see Box on page 18) – all this is the essence of the Humanitarian-Development-Peace Nexus.

Funding gaps for humanitarian action must be avoided as needs have increased faster than funding. Conflicts and natural disasters cause the loss of numerous lives and a lot of human suffering, and they lead to record levels of displacement lasting for years and sometimes decades. In the same way, crises and conflicts have eroded development gains and threaten to undermine the achievement of Agenda 2030, i.e. the Sustainable Development Goals (SDGs).

With the 2030 Agenda for Sustainable Development, the international community has recognised the indivisible interdependency between peace, security, human rights and sustainable development. Peace and security only

prevail in and between inclusive societies on the foundation of good governance and efficient institutions.

PROTRACTED AND RECURRING CRISES DEMAND A “NEW WAY OF WORKING”

The World Humanitarian Summit, which took place in May 2016, has recognised that, apart from addressing humanitarian needs through high-quality humanitarian assistance with maximum efficiency and effectiveness, more has to be done to prevent humanitarian needs from arising, to reduce humanitarian needs and to provide sustainable solutions wherever possible to lead people out of humanitarian crisis situations.

This requires a new way of thinking and joint efforts of all of us. It is high time for the international community and for us in Germany to act on crisis prevention – and to act early, swiftly and decisively. The best-case scenario means building resilience through strengthening institutions and capacities, improving livelihoods and increasing access to services that enhance people’s ability to withstand future crisis, while addressing the root causes of crises. In practice, this requires providing humanitarian assistance to vulnerable people, building stability and peace concurrently for them and promoting development. If a crisis or disaster is drawing very close, and prevention and preparedness are a matter of only a few months or weeks, urgent action is required through classical diplomacy hand-in-hand with modern foreign-policy instruments as well as humanitarian assistance and various tailored instruments of development co-operation. The engagement of a diverse range of actors is needed with an approach that prioritises “prevention always, efficient and practical diplomacy swiftly, development co-operation wherever possible, humanitarian action when necessary”. Operationalising nexus approaches in turn requires a context-specific and focused approach that is designed according to the individual crisis and includes all instruments of foreign, development and security policy as well as humanitarian assistance.

All our actions are closely co-ordinated with our partners in the international community and guided by international frameworks. Germany supports the findings of the World Humanitarian Summit, which aim not only at making the humanitarian system more efficient and effective, but also at improving the capacity of the international system as a whole

HUMANITARIAN ASSISTANCE

The primary objective of humanitarian assistance is to save lives, alleviate suffering and maintain human dignity. It addresses the needs of people, who are affected or acutely at risk of suffering hardship due to crises, conflicts or natural disasters – and who are unable to overcome their acute hardship on their own. The focus of humanitarian assistance today is on conflict and crisis regions. Thus, humanitarian assistance is mainly being delivered in the home region of refugees and displaced persons where it can contribute to them not being forced to embark on a hazardous flight across long distances. Humanitarian assistance also includes humanitarian disaster preparedness and anticipatory approaches.

The support of humanitarian assistance is an expression of moral responsibility and international solidarity. It does not pursue any political, economic or other interest-driven goals and is committed to the humanitarian principles of humanity, impartiality, neutrality and independence. The respect of these principles is a prerequisite for the work of humanitarian actors in the field, particularly in difficult political environments with poor security.

The FFO does not implement humanitarian projects itself, but co-operates closely with experienced and professional humanitarian organisations of the United Nations, the Red Cross/Red Crescent Movement as well as with NGOs. In 2017, Germany became the second largest bilateral humanitarian donor. The budget for Germany’s humanitarian assistance in 2019 provides over 1.6 billion euros. Apart from being a major donor, the German Government also plays a crucial role as a driver of innovation and an active supporter of reforms in the international humanitarian system.

IRAQ – A NEXUS BEST PRACTICE

Since the outbreak of civil war in Syria, and the empowerment of the so-called “Islamic State”/Daesh, more than a million Iraqis have been internally displaced, and many Syrian refugees have fled to North Iraq. Local infrastructures are poorly equipped, non-existent or too small to serve all the newly arrived and locals.

In July 2017, Mosul was freed from three years of terror by Daesh. In the nine months of fighting for its liberation, more than 10,000 people died, and at least 54,000 were severely injured. The day after Mosul was freed from Daesh, the FFO and the BMZ came together to jointly plan a Whole-of-Government response along the nexus. The FFO focused on demining for making large areas of the almost completely destroyed city accessible again. The BMZ commissioned the United Nations Development Programme (UNDP) to build a new hospital. Furthermore, the BMZ appointed Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) to put in place a mobile clinic that would bridge the provision of health services until the hospital was functional. This kind of nexus-oriented planning is the best way forward for the people and institutions concerned.

to prevent and to act early on emerging crises, and to enable sustainable solutions to humanitarian situations, in order to prevent, reduce and end humanitarian needs and to protect development progress. In 2018, we supported the call of the United Nations and the World Bank in their Pathways for Peace study to work closer together in conflict-affected situations, emphasising the importance of a comprehensive approach to sustaining peace.

In 2016, major UN organisations as well as the International Organization for Migration (IOM) and the World Bank committed to a “New Way of Working”, namely to work towards collective outcomes over a multi-year framework based on the comparative advantage of each entity. These commitments are being met by significant changes in how development resources and instruments are responding to the needs of crises- and con-

lict-affected countries and their population. The World Bank has increased its financing for these countries including several innovative initiatives for tackling the refugee crisis and supporting countries for more effective crisis prevention. The German Government encourages co-operation between different actors, e.g. between the World Food Programme (WFP) and the World Bank, to work closer together and bridge institutional differences.

GERMANY TAKES RESPONSIBILITY IN THE WHOLE-OF-GOVERNMENT APPROACH

And the joint effort continued – in June 2017, the German Government adopted Guidelines on “Preventing Crises, Resolving Conflicts, Building Peace”, which provide a strategic

framework for the crisis engagement of the German Government. In these Guidelines, the German Government committed itself to a comprehensive policy approach that bundles contributions by the various government departments into a joint political strategy and embarks on new ways of working for a joint analysis, and joined-up strategic and operative planning.

This means mobilising all instruments, resources and knowledge available. As Germany already stated at the World Humanitarian Summit in 2016, it is committed “to strengthen the linkages and synergies between its humanitarian assistance, civilian stabilization, conflict prevention, transitional development assistance and long-term development co-operation as well as climate change adaptation programmes according to the concept of linking relief, rehabilitation, and development. This will include introducing a new way of working including joint analysis, planning and programming with a multi-year perspective.” (German Commitment number 31; World Humanitarian Summit Shift 4B: Anticipate, Do not wait, for crises).

The German Government strongly supports the Humanitarian-Development-Peace Initiative (HDPI) of the UN and the World Bank, as well as the European Union’s nexus pilots. The UN and the World Bank as well as the EU have taken on the spirit of the Istanbul summit and are piloting new forms of co-operation in various regional contexts. In the same vein, Germany started a national nexus pilot in Somalia that links the different instruments it employs to improve the situation of the population, facilitate the repatriation of refugees and promote economic development in the country. The pilot aims to address and reduce humanitarian needs and increase the collective effectiveness of German support to peace and sustainable development in Somalia. As there is political progress despite all difficulties and overall German engagement has been developed on the basis of long traditional ties going back to the 1980s and in an optimistic spirit after having taken up diplomatic relations again in 2013, Somalia is a good pilot country. To date, it remains a fragile state, but with tendencies to move towards more stability, peace and development after decades of civil war. This is leading to a situation where humanitarian needs co-exist with the need for pathways to resilience building and economic development. By employing all instruments available in crisis response, Germany can support this transition. One secondary goal is to use the identified synergies and lessons learnt

GERMANY’S TRANSITIONAL DEVELOPMENT ASSISTANCE – A BEST NEXUS PRACTICE

In the early 2000s, BMZ established the “Transitional Development Assistance” (TDA). It is an instrument, and at the same time a budget line, that enables flexible financing in crises situations. Clearly focused on the most vulnerable populations, its intention is to strengthen the resilience of individuals and institutions, e.g. their capacity to withstand and adapt to crises by ensuring that short-, medium- and long-term measures are connected. TDA aims to pave the way for long-term development. It currently has a total volume of approximately 1.2 billion euros per year.

TDA employs a multi-sectoral approach, including the following four areas of food security and nutrition; the reconstruction and rehabilitation of basic infrastructure, such as clinics, schools, roads or bridges; disaster risk management; and strengthening social cohesion e.g. in communities hosting large numbers of refugees or displaced people. The peace pillar, conflict sensitivity as well as adherence to the “do-no-harm” principle, are fundamental to TDA.

TDA interventions receive multi-year funding, with an average duration of three to four years. BMZ works with a large variety of implementing partners, be it multilateral such as the World Food Programme and UNICEF, or bilateral such as GIZ and the German Kreditanstalt für Wiederaufbau (financial development co-operation – KfW) as well as several German NGOs. This broad range of actors allows us to engage at all levels according to the respective context.

Where and what is TDA used for?

In 2018, BMZ focused its TDA on twelve countries: Syria, Lebanon, Iraq, the Occupied Palestinian Territories, Myanmar, Chad, Somalia, Sudan, Libya, South Sudan, Central African Republic and Nigeria. In order to allow for maximum impact, the country focus is not overhauled each year, but the BMZ claims the flexibility to add countries when need arises. Based on this list, close consultations with the respective BMZ regional divisions take place in order to strengthen the nexus through coherence with long-term programming.

From 2014, BMZ also launched a number of special initiatives on crisis and fragility, tackling the root causes of displacement and reintegrating refugees, and stabilising and developing the MENA region, as well as the One World – No Hunger initiative. They equally contribute to reducing the need for humanitarian assistance and preventing conflict, and are co-ordinated closely with regard to TDA.

TDA interventions do not necessarily require political preliminaries such as general agreements on technical co-operation. At the same time, TDA is a development-oriented instrument. This enables BMZ to flexibly implement projects according to contexts and needs with a development orientation and at the same time to massively shorten the funding process, which only takes four to six weeks, while the preparation of general agreements even on the fast track usually takes at least a year. Through TDA, the BMZ designed an instrument to engage as a development actor in highly volatile contexts and to add the expertise and experience of development co-operation.

to embed German support better in collective European and international efforts in this and other crisis contexts.

In addition, after the adoption of the guidelines, the German Government has embarked on a broader process of reviewing and revising its existing mechanisms for inter-ministerial co-ordination with a view to improving its comprehensive approach.

Accordingly, it is of utmost importance to find a Whole-of-Government approach in crisis engagement. Every institution has its own mandate, purpose and objectives, strategic goals and budget lines, and often adheres to different sets of standards. For example,

humanitarian assistance is based on the principles of humanity, impartiality, neutrality and independence and has the sole purpose of saving lives, alleviating suffering and preserving human dignity, whereas development co-operation works towards systemic solutions and sustainable approaches that often require government ownership. In order to move forward, we need the readiness of all actors to talk to each other and to take into account what the other is doing, why he/she is doing it, and what his/her modus operandi is. None of the actors should work in “splendid isolation” as has often been the case in the past. In particular, stabilisation measures that serve to create a secure environment, improve living conditions in the short term, and offer alternatives

to economies of war and violence require a comprehensive approach with a flexible and co-ordinated use of diplomatic, development policy and security policy measures.

PROMOTING THE TRIPLE HUMANITARIAN-DEVELOPMENT-PEACE NEXUS

The German Government promotes the triple Humanitarian-Development-Peace Nexus with the aim of reducing humanitarian needs through an earlier engagement of peace-building and development actors in crisis contexts. To this end, Germany promotes joint analysis and joined-up planning, while respecting the different mandates and principles – in particular the impartiality, neutrality and independence of humanitarian assistance and its actors.

Consequently, the German Government strongly advocates for the inclusion of the peace pillar in all nexus discussions and planning. For Germany, the meaning of the peace pillar is twofold.

Peace should be the long-term overarching goal of all political, peace-building and development actors in fragile contexts. Their activities should contribute to support political processes towards conflict resolution. Furthermore, the peace pillar underlines the necessity of a joined-up approach to crises by all diplomatic, peace-building, stabilisation and civilian security actors. Humanitarian, development and peace-building actors should be included in joint analysis and joined-up planning processes.

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A mother with child at the relief supplies distribution point in Rakka, Syria.

Photo: Help



DOING NEXUS DIFFERENTLY – LESSONS FROM THE MIDDLE EAST AND NORTH AFRICA

Based on regional learning, CARE International's MENA hub has been advocating for a bottom-up approach to more integration between humanitarian, development and peace activities, where analysis, design and implementation are done in very close relation to its impact groups. This article takes a look at three contexts where CARE has been implementing nexus approaches, namely Jordan, Palestine and Syria.

By Anan Kittaneh and Antoinette Stolk

Since 2015, appeals for crises lasting five years or longer have spiked and now command 80 per cent of the funding received and requested, often in contexts marked by man-made conflicts. Fuelled by this realisation, the Cooperative for Assistance and Relief Everywhere (CARE) International, a global, dual-mandate organisation providing both humanitarian and development assistance world-wide, has been vocal about the opportunities of more complementary approaches. Building on CARE's years-long experience, we argue that humanitarian assistance, development and peace are compatible in many cases. But only because CARE views and implements development and peace as bottom-up processes; they should ultimately be driven and owned by the affected communities, not by external agendas. Advocating for NGO space in the nexus developments, for example, in the discussion of a country strategy among European Union institutions in EU nexus pilots, has been a key point for CARE. As funding mechanisms are changing and major actors are adjusting their ways of working, we continue to call for wider involvement of stakeholders in these processes, especially local NGOs, women's organisations and private sector stakeholders.

CARE is currently working in more than twelve countries in the Middle East and North Africa (MENA) region. Many of these contexts face high levels of fragility and/or conflict, each with its unique dynamic. This article looks at contexts and lessons learnt in Jordan, Palestine and Syria, where CARE has been using the Doing Nexus Differently-approach (see above Box on page 22).

MEETING THE NEEDS OF REFUGEES AND HOST COMMUNITIES IN JORDAN

In 1948, CARE Jordan was established with the arrival of Palestinian refugees and significantly transformed its presence during the Syrian crisis starting in 2011. Jordan is one of the countries most affected by this crisis and has



Women are now leading socio-economic initiatives in the Northern West Bank.

Photo: CARE WBG

the second highest share of refugees compared to its population world-wide – around 89 refugees per 1,000 inhabitants. The majority of Syrian refugees in Jordan live in urban areas and in poverty, over 85 per cent of them below the poverty line and around half of them children. CARE Jordan's activities directly reach about 136,000 people and indirectly over 590,000, with a specific focus on women and girls, among Jordanians, Syrian and Iraqi refugees as well as other minority-displaced populations. While considering the specific legal and social situation of each target group and location (urban areas, refugee camps, etc.), CARE Jordan applies a combined, holistic lens of both short- and long-term needs. Key changes enabling this approach are an organisational restructuring process creating shared support systems (combining Monitoring and Evaluation – M&E systems, finance and Human Resources – HR) and secondly, longer-term and more flexible funding, where humanitarian proposals include development budget lines and vice versa and pooling of funding.

CARE Jordan's Humanitarian Response Model uses a combination of social work tools (information provision, case management), cash assistance and livelihood support (e.g. vocational training and psycho-social support activities). However, to avoid long-term dependency, the programme complements Emergency Cash support with Conditional Cash support that links cash to e.g. school enrolment for vulnerable children. Under this Conditional Cash programme, cash is being provided as regular financial support to eligible at-risk households applying negative coping mechanisms such as child labour. Cash distributions are an important component in strengthening the resilience of families through encouraging education and providing protection against risks (early drop-out, child labour, early marriage). This is enabled by connecting cash support with a comprehensive programme in partnership with a local NGO that provides in-school support to vulnerable children and youth. In this way, we give the vulnerable households both the financial incentive (through CARE Jordan) and the prac-

tical support (through the partners running in-school programmes) to keep children on track in their learning, thus making the impact of cash assistance go much further!

Additionally, Community Saving and Loan Associations (CSLAs) have been utilised to economically and socially empower women from different social and cultural backgrounds (Jordanians, Syrians, and Iraqis). CSLAs not only help them access cash (often used in micro-businesses/projects) and receive training and business support but also reduce social tensions and prejudices through enhancing horizontal trust and collective engagement to tackle societal issues for refugees and host populations together.

CONTRIBUTING TO RESILIENT MARKET SYSTEMS IN PALESTINE

In Palestine, political deadlock and on-going occupation keeps the population vulnerable, especially disempowering youth and women, who are unable to exercise their basic economic, social and political rights. CARE West Bank and Gaza (WBG) programmes focus on economic empowerment and women's rights as well as assisting the most vulnerable Palestinians in meeting their basic and long-term needs. In 2018, the programmes reached 138,000 people directly, around 50 per cent of whom are women, and more than 295,000 people indirectly.

Leveraging its long-time presence in the country, CARE WBG made a major shift towards a partnership approach in 2012. This approach takes a participatory way to empowerment by giving meaningful roles and responsibilities to local NGOs, private sector, and localised governmental actors in the design, implementation and evaluation of projects. It also has a complementary view of humanitarian and development activities that will strengthen local partners' capacities (private sector, community-based organisations – CBOs, local government) and local social and economic structures including co-operatives and networks, infrastructure, facilities, and services). In crisis response, emergency actions such as food distributions are only run for a minimum period, and in parallel with rehabilitation of food value chains at household/enterprise and community level and entrepreneurship development to create long-term opportunities (see below Box on the right).

In addition, social economic hubs are set up, mostly through co-operatives or CBOs, to

DOING NEXUS DIFFERENTLY – AN ORGANISATIONAL LEARNING PROCESS AT CARE INTERNATIONAL IN THE MENA REGION AND BEYOND

In co-operation with over 30 global leaders and practitioners, building on evidence coming from research and teams in the field, CARE's Regional Applied Economic Empowerment Hub in the MENA region has presented key insights and recommendations on the current nexus challenges and opportunities. This hub has been hosted by CARE West Bank and Gaza (WBG) since mid-2017, strengthening regional programming through applied innovation, technical assistance and ground-up thought leadership.

Building on organisational-wide learning, the hub has become an advocate for the need to implement the nexus in a much more bottom-up, localised and contextualised way in order to protect and empower the impact groups. Together with CARE's thought leaders, the hub formulated the vision "Doing Nexus Differently". This consists of the following bottom-up guiding principles: localisation, local ownership and participation, evidence-based analysis, politically smart, gender and women's voices, integrated resilience, adaptive management, pilots with cross-sectoral teams and reinvestment in programme quality.

BREAKING CYCLES OF DEPENDENCY THROUGH ENTREPRENEURSHIP IN THE GAZA STRIP

In the context of re-occurring violence and a broken economy, small-scale producers like Wafaa, a mother of four children in the Gaza Strip, were depending on aid distributions year after year. CARE assisted Wafaa and more than 100 other producers to come together in a social business that produces and markets high-quality dates and date products. This gives these entrepreneurs a steady income while improving food availability in the Gaza Strip and shows the power of tapping into local market potential.



Wafaa (on the left) from the Gaza Strip who became a successful entrepreneur connected to growing markets.

Photo: CARE WBG

KEY LESSONS GATHERED THROUGH REGIONAL IMPLEMENTATION AND PILOTING

Context matters: Contributing to resilience can be done in many contexts and ways. So, programmes must be strongly rooted in local contexts, making use of evidence and different types of analysis, e.g. of political economy, power, fragility and conflict, gender dynamics and local market systems.

Gender opportunities: More opportunities for gender-transformative change open up when the nexus lens is applied. In times of fragility, there are extra burdens and vulnerabilities for women and girls, but also openings and fluid social norms. Through sound analysis and locally rooted project design, transformative work can take place.

Partnerships matter: They should be as local as possible, while reaching out to less traditional partners (such as the private sector) as well. This also means searching for complementarity to other (local) actions. A nexus approach does not mean working on every aspect of the human-development-peace spectrum; consortia and innovative partnerships can make a crucial contribution by pooling resources, sharing expertise and combining knowledge/learning production to multiply impact.

Management matters: Implementing successful nexus programming requires our management systems to be much more adaptive, flexible, and open to learning, with a strong commitment of managers to communicate across traditional silos (of humanitarian-development-peace). This approach will also ask more from our support systems, stressing the need for high programme quality (M&E, HR systems). More flexible funding mechanisms are needed to facilitate stronger nexus programming and it is encouraging to see that donors are picking up on this.

serve communities' development needs, but also respond to farmers' urgent needs such as loss of livelihood or income during times of destruction, displacement, droughts or floods. Advocacy at different levels complements this work as a way to continuously address drivers of conflict and root causes of crises. These are organised not only at global level (e.g. through calling for cease-fires) but also in the local ecosystem. For example, CARE WBG and partners lobbied local authorities for the implementation of signed international agreements or for the improvement of services provided by public and private actors to meet the needs of female value chain actors as well.

So far this nexus approach has yielded two main benefits:

- Gender moves more to the centre by looking at gender-specific needs and constraints for both short- and long-term goals, allowing more for working towards gender-transformative change (that aims to change underlying causes of gender inequality) in assessments, activities, partnerships and knowledge production.
- Local, innovative partnerships (locally owned, mutual-beneficial processes that build local capacities) can multiply impact of activities, especially when non-traditional partners, like market system actors, are involved.

REACHING THE MOST VULNERABLE IN SYRIA WHILE REHABILITATING VALUE CHAINS

Reaching between 900,000 and one million people in the last two years, CARE Syria has been making a significant effort to touch the lives of Syrians impacted by the on-going conflict, which has seen more than half of the population displaced. While violence and destruction is still lasting in several provinces of the country, other regions are slowly starting to pick up the pieces of the eight year-long war. CARE ensures to reach at least 50 per cent women and girls with activities that mostly focus on emergency assistance but also include the food and nutrition security sector. The scale and complexity of the Syrian crisis demands a holistic and complementary approach where immediate needs are not separated from existing structures, capacities and available social capital. Different initiatives take place inside Syria by or in partnership with CARE. The CARE Syria programme discussed here, connects emergency assistance with Resilient Market Systems approaches. It aims to reach the most vulnerable while also supporting entrepreneurship and rehabilitating high-potential food value chains such as wheat, livestock, dairy, etc. CARE is capitalising on the nexus opportunities by integrating stronger analysis of gender, social dynamics, conflict sensitivity, local peace-building opportunities and local governance capacities, and by moving beyond a distribution model.

One of the ways to enable this in such a highly fragile situation is by applying different vulnerability scales and accordingly addressing the needs of households. For example, the most vulnerable farmers, namely small livestock holders, receive a more extensive package of inputs and support, while more capable farmers are engaged in rehabilitation of their productive assets (e.g. irrigation systems or vaccination and feeding programmes for livestock) and capacity building activities connecting them more sustainably to the growing markets. These activities take into account conflict sensitivity and (environmental) do-no-harm. Specific target groups have received additional support through emergency cash, winterisation kits or cash-for-work programmes, all in complementarity to and reinforcement of the value chain activities. This is to ensure that Syrians not only meet their immediate needs but also contribute to long-term resilience by supporting market system development.

WHAT NEXT?

While much of this learning is still on-going, a major organisational realisation has been the huge potential in positively connecting humanitarian activities with development and contributions to local peace. Real benefit from the opportunities requires a nexus grounded in local realities and adopting local approaches to local challenges, keeping localisation, local ownership, and local participation as core drivers of nexus programming. Our key lessons in this regard are presented in the Box above. We continue to call for the development of stronger awareness and a more explicit evidence base for the nexus to avoid the dangers or negative consequences around possible instrumentalisation and politicisation of aid, as well as any potential reduction of programming impact or threats to our humanitarian principles. CARE's regional hub in the MENA region invites others in the sector to read the Doing Nexus Differently papers and contribute with their own learning through the public survey.

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For more information, see online version of this article at: www.rural21.com

PROMOTING CHILDREN'S RIGHTS AND GENDER EQUITY

Growing support of the nexus idea can represent considerable obstacles to the work of NGOs. Despite this, Plan International opted for this approach in its Lake Chad Programme. Using the example of child protection and combating gender-based violence, the organisation demonstrates how a full programme spectrum approach can be implemented in practice, what the benefits are, and where the stumbling blocks still lie.

By Holger Lehmann, Fabian Böckler, Rüdiger Schöch and Detlef Virchow

The protracted crisis in the Lake Chad Basin (LCB) region remains one of the most severe humanitarian emergencies in the world, affecting the North East of Nigeria, the Far North region of Cameroon, the Lake region of Chad and the Diffa region in Niger (see Map). More than 17 million people are living in the affected areas across the four countries. A total of 10.7 million people are in need of humanitarian assistance to survive, more than six million of them are children. The current humanitarian crisis escalated in 2014 due to violence of insurgent groups, notably Boko Haram, and ensuing conflict, resulting in the internal displacement of more than 2.5 million people in Nigeria, Cameroon, Niger, and Chad, as well as – according to latest figures of the UN Refugee Agency UNHCR – over 270,000 refugees from Nigeria seeking refuge in the neighbouring countries. However, the roots of the crisis are more longstanding and pernicious in a region beset by chronic fragility where poverty, underdevelopment, gender inequality, unemployment and a lack of prospects for young people fuel extremism. This is compounded by environmental degradation and the impact of climate change.

FROM A HUMANITARIAN RESPONSE TO A NEXUS APPROACH

The Lake Chad Programme (LCP) is a joint initiative of Plan International's Country Offices in Cameroon, Niger, and Nigeria as well as the organisation's West and Central Africa Hub. It was established to address the crisis in the LCB through an integrated and regional programme approach. Although the response to the crisis started in Cameroon and Niger in 2014, the joint programme vision for the LCP was developed in May 2016. This resulted in the first Regional Programmatic Response Strategy and included the purely humanitarian response activities in the affected areas. It was the first time that Plan International was piloting a multi-country, multi-sector, and multi-donor programme approach of this scale to address one single crisis through a co-ordinated programme approach. To date, more



Young women learning how to make liquid soap at a training centre supported by Plan International.

Photo: Plan International/Will Ayemoba

than 40 projects are contributing to the programme, covering the areas of education in emergencies, child protection in emergencies, gender-based violence (GBV) and livelihoods/youth economic empowerment.

The second phase of the programme (2018–2023) moves beyond a humanitarian vision towards a full spectrum programme, working at the nexus of humanitarian, development and peace-building efforts to promote children's rights and gender equality in the region. Four specific programme objectives (see Box) were elaborated. They comprise collective (nexus) outcomes across the humanitarian, development, and social cohesion functional areas, thus allowing the LCP to respond holistically to the humanitarian needs of the affected population while simultaneously tackling the developmental deficit of the region, which is both a root cause and an outcome of the crisis. In addition, promoting social cohesion and resilience, as well as transforming gender norms by remov-

ing the barriers that keep girls from achieving their full potential and exercising their rights, are central issues in the region and are at the heart of the strategy. Moreover, building the resilience of girls and their communities is vital to ensure they are able to cope with, and adapt to, the significant shocks and stresses they face currently and, possibly, in future.

THE FULL SPECTRUM APPROACH IN PRACTICE

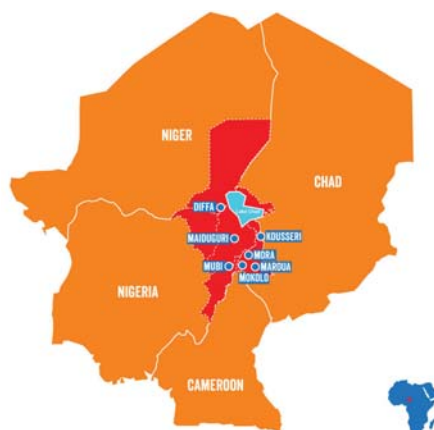
The starting point for enhancing the strategy was a joint context analysis between Plan International's humanitarian and development teams in the LCB, which allowed them to identify the humanitarian needs, but also the root causes and structural drivers of the crisis. This analysis resulted in the formulation of collective outcomes, based on the understanding that communities have humanitarian, development and social needs simultaneously. However most of

the time one of them is predominant and therefore requires that the respective functional area takes the lead in terms of programming.

Taking into account that the LCB crisis is first and foremost a regional protection crisis, it is worth illustrating the complementarity of the interventions, using the sectors of child protection and GBV. The collective programme objective is to “improve the protection of girls and boys from violence, abuse, neglect, and exploitation in the Lake Chad region”, which comes with three related outcomes focusing on girls and boys as active participants in their own protection, establishing and strengthening of community-based and government-led child protection systems and ensuring access to appropriate and timely services to prevent and respond to child protection and GBV issues respectively.

For of the outcomes mentioned, there is a set of key interventions per functional area which are being implemented simultaneously but with different intensity, setting out from the area-based approach and the predominant needs prevailing in the respective community.

For instance, a common humanitarian intervention would be the development of referral pathways for child protection and GBV cases and the provision of tailored case management



services, while a development activity could focus on addressing socio-cultural norms that condone violence against children and GBV (including engaging with girls’ and women’s rights organisations for resilience building) as well as capacity building of government social workers and local community-based organisations to manage and respond to protection cases and to support the government in strengthening the child protection and GBV information management system (advocacy and system strengthening). At the same time, a social cohesion activity would focus on community engagement to prevent the stigmatisation of GBV and child survivors, the rein-

tegration of children associated with armed forces and armed groups, and the promotion of their social inclusion (see Box). It is important to highlight that funding streams are kept separate, i.e. humanitarian funding is only used for humanitarian activities, while development and social cohesion interventions are funded through additional working streams focusing on development and crisis prevention/stabilisation.

INTEGRATION IN THE NATIONAL AND INTERNATIONAL AID STRUCTURE

The full spectrum programme structure provides Plan and its partners and donors with a framework of collaboration allowing each of them to work according to their own core mandate. Instead of mixing humanitarian and development projects with their different objectives and guiding principles, the co-ordinated programme approach with collective outcomes for each programmatic sector enables the LCP to continue the implementation of straightforward and immediate lifesaving projects, while at the same time engaging with longer-term sustainable development projects to enhance reconstruction and prevent the neglect of underlying root causes from further fuelling the crisis.

LCP’s overall programme goal and specific programme objectives

Overall Programme Goal: Girls and boys in the Lake Chad region are resilient and realise their rights in safety and with dignity

Specific Programme Objectives (SPO)	SPO 1: Ensure and maintain equal access to relevant safe, quality and inclusive education for girls and boys.	SPO 2: Improve the protection of girls and boys from violence, abuse, neglect and exploitation.	SPO 3: Promote the economic rehabilitation and empowerment of adolescent girls and youth.	SPO 4: Promote effective participation, empowerment and leadership of adolescent girls and boys.
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The different collective outcomes per specific programme objective (SPO)

SPO 2: Improve the protection of girls and boys from violence, abuse, neglect and exploitation in the Lake Chad region.

Outcome 2.1: Girls and boys are active participants in their own protection and receive quality family care.

Functional area Humanitarian	Functional area Development	Functional area Social cohesion
<p>Humanitarian Target</p> <p>Girls, boys and their parents/caregivers are able to prevent and address child protection and GBV risks in emergency and/or fragile settings.</p> <ol style="list-style-type: none"> 1. Parenting sessions to strengthen positive parenting skills. 2. Strengthening of mental health and psycho-social support for parents/caregivers. 3. Referral to specialised mental health/psychosocial support services. 4. Life skills sessions for adolescents and youth. 5. Gender sensitive awareness-raising/sensitisation sessions targeting children and adolescents on child protection (CP) risks, where and how to report CP and GBV concerns, how to protect themselves against harm, available services and how to access them. 6. Establishment and support to family support networks to reduce the social isolation of families and increase social support. 7. Provision of information on child and girls’ rights. 	<p>Development Target</p> <p>Girls, boys and parents/caregivers are resilient towards child protection and GBV risks.</p> <ol style="list-style-type: none"> 1. Training on positive parenting techniques including gender equity and prevention of harmful practices. 2. Establishment and strengthening of family support networks. 3. Strengthening of social protection programmes for at-risk families. 4. Life skills sessions. 5. Awareness raising/sensitisation sessions targeting children and adolescents on child protection risks, where and how to report CP concerns, how to protect themselves against harm. 6. Establishment of children and youth clubs. 7. Provision of information on child and girls’ rights. 8. Identification of traditional mechanisms for providing care for children who are outside of family care. 9. Support and development of care services in line with the Guidelines for the Alternative Care of Children. 	<p>Social cohesion Target</p> <p>Children associated with Armed Forces and Armed Groups (CAAFAG) and families are prepared for successful reintegration.</p> <ol style="list-style-type: none"> 1. Rehabilitation of CAAFAG and vigilante groups to civilian life. 2. Promotion of community acceptance. 3. Re-establishing of community connectedness. 4. Promotion of children’s and adolescents’ leadership in peace-building initiatives. 5. Awareness and sensitisation-raising actions/campaigns on the importance of non-violent conflict resolution and peaceful co-existence within communities.

Based on the funding stream and/or the scope of the contributing project, the programme selects key interventions listed under the specific target(s). Depending on the design of each project, and potentially on donor requirements, the functional areas and respective key interventions could be joined up or not. Some key interventions may be found under more than one target.

In the implementation of its LCP Strategy, Plan International ensures programmatic alignment of its interventions with the relevant national and regional plans and platforms, including – but not limited to – the respective Humanitarian Response Plans at country level, the Nigeria Regional Refugee Response Plan, the Global Compact on Refugees, the Comprehensive Refugee Response Framework, the Nigeria-led national conversation on the Humanitarian–Development–Peace Nexus, national development plans and the Regional Strategy for the Stabilization, Recovery & Resilience of the Lake Chad Basin Region.

To date, more than 24 international donors have contributed to financing the LCP approach and are increasingly willing to improve the flexibility of their funding instruments to support the implementation of the programme. For instance, the German Federal Foreign Office (FFO) agreed to pilot the financing of a three-year and multi-country programme-based intervention in the LCB, thus increasing the predictability of funding as well as the flexibility to adapt to the changing needs on the ground over the course of the intervention. The Swedish International Development Cooperation Agency has supported the implementation of the LCP across the three countries with both one-year humanitarian funding and multi-year humanitarian funding. The latter is also the case for Irish Aid. The European Union is supporting the LCP through the European Community Humanitarian Aid Office (ECHO), focusing on Education in Emergencies in both Cameroon and Nigeria, while the EU Directorate-General for International Cooperation and Development (DEVCO) is financing the developmental part of the education intervention in Nigeria. A total of 34.4 million euros in funding was raised during the first two-year programme phase. For the second phase of the programme, which started in October 2018, 15 million euros has been raised so far.

KEY BENEFITS AND LESSONS LEARNT

In the last programme reporting period (07/2018–09/2018), the LCP directly reached approximately 190,000 people across the three countries through its interventions, more than 60 per cent of them children and 60 per cent female. Implementation revealed how essential the establishment and work of the Lake Chad Programme Unit of Plan International was in terms of designing, monitoring, and co-ordinating the full programme spectrum approach,

and to engage with other stakeholders in the LCB crisis (donors, clusters, NGO Forums, LCB conferences, media/press) and inform them about the unique programme model. The value of a separate and co-ordinating programme team to lead on the collective planning and programme development cannot be overrated. Also, continuous and on-going engagement and exchange with donors such as the FFO was indispensable in designing and structuring the programme approach to fit their needs and requirements and, as a consequence, suitable for resourcing and putting into practice.

For international donors, who are grappling with the challenge of implementing the commonly agreed concepts of the nexus approach in practice, the LCP provides an opportunity to contribute to an integrated programme at scale, while safeguarding the diverse nature and varying requirements of different – existing or new – funding streams, thus achieving both greater efficiency and coherence in joint outcomes. The separation of humanitarian, development, and social cohesion targets under collective outcomes within one programme structure helps to dismantle some of the reservations – mainly from humanitarian actors – that the nexus could put the humanitarian principles and the required immediate nature of humanitarian actions at stake. Finally, the concept of social cohesion provides clearer and tangible programmatic guidance for the work of NGOs like Plan International than the often more widely and generally used term “peace” for the third nexus pillar – both as a stand-alone and a cross-cutting working area within humanitarian and development interventions.

CHANGE OF MINDSETS NEEDED

Despite its benefits, the concept behind the triple nexus still remains unclear to many professionals in the humanitarian and development sector (e.g. the confusion and mix-up with the LRRD – Linking relief, rehabilitation and development – approach), thus hindering its application. The manifold interpretations used by different actors are one specific obstacle keeping colleagues from focusing on the key concept/idea behind the nexus approach. Another one is the perception of a humanitarian-driven agenda, which is based on the fact that the nexus is often referred to as an approach for protracted “crisis” that was put on the agenda of the international community through the World Humanitarian Summit in 2016 – a humanitarian event. As a result, it is often observed that the development col-

leagues do not participate pro-actively or even take programmatic ownership.

A full spectrum/nexus approach requires high flexibility in terms of programming, being able to adapt intervention approaches and slowing down programme implementation if needed, as well as strong risk management capacity, functioning M&E and feedback mechanisms, and conflict sensitivity as building blocks.

The divide between the humanitarian and the development domains is still very strong and often slows down the process of unified programming through the nexus approach. It is frequently engrained in the organisational structures of key actors, where staff sometimes display a certain suspicion around the motives and approaches of the respective other functional area, or simply perceive the triple nexus as just another buzz-term which will pass by, thus undermining its importance and potential positive impact for the affected people.

Although funding instruments at large scale, such as the European Trust Funds, which are in general supporting and complementing the nexus idea, are appreciated by the humanitarian and development actors, they are extremely competitive, very complex (considering the pre-conditions for applicants) and thus often difficult to access for NGOs. At the same time, donors who are funding these large grants are reducing resources for their more regular NGO funding instruments designed for NGOs – especially in the development sector, hence making it more difficult for NGOs to realise the nexus idea beyond project level.

Last but not least, not many professionals, especially those in leadership/management positions, possess work experience in both programme areas, resulting in limited understanding of the distinct programme cultures (in planning, guiding principles, project duration etc.) and, therefore, further hindering the implementation of the triple nexus within organisations and agencies, as well as within donor institutions.

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BUILDING RESILIENCE TO FOOD CRISES – AN INTEGRATED APPROACH FROM MALI

The Sahel remains a conflictive region. In addition, many people suffer from recurring food crises. Pastoralists and farmers fight for food and fodder to survive. Resilience plays an important role. This article focuses on Mali and its interventions to be more resilient to food crises.

By Raymond Mehou and Mohomodou Atayabou

Every year, food crises in the Sahel region cause food insecurity for six to ten million people. While in all Sahel countries, populations are structurally in the grip of hunger and malnutrition, Mali is the theatre of successive food and nutrition crises aggravating an alarming chronic situation. Food insecurity essentially appears in two forms – in a cyclical food and nutrition insecurity and in a structural food and nutrition insecurity. The cyclical form of food insecurity is caused by climate change events at almost regular intervals. These shocks also affect the behaviour of vulnerable households, which abandon good practices that do not provide them with immediate solutions. The structural food and nutrition insecurity is caused by fragile ecosystems and degradation of natural resources, poor performance of production systems, monetary and non-monetary poverty, inadequate feeding practices, shocks and aggravating factors, as well as internal and external conflicts.

JOINING FORCES FOR RESILIENCE IN SAHEL

In 2012, the region's stakeholders decided to combine their efforts and created the Global Alliance for Resilience in Sahel and West Africa (AGIR). AGIR is a framework that helps to foster improved synergy, coherence and effectiveness in support of resilience initiatives in the 17 West African and Sahelian countries. The Alliance is placed under the leadership of the Economic Community of West African States (ECOWAS), the West African Economic and Monetary Union (Union économique et monétaire ouest-africaine – UEMOA) and the Permanent Interstate Committee for Drought Control in the Sahel (Comité permanent inter-État de lutte contre la sécheresse au Sahel – CILSS). It is based on existing platforms and networks, in particular the network of food crises prevention (Réseau de prévention des crises alimentaires – RPCA).

Building on the 'Zero Hunger' target by 2030, the Alliance is neither an initiative

nor a policy. It is a policy tool aimed at channelling efforts of regional and international stakeholders towards a common results framework. A Regional Roadmap, adopted in April 2013, specifies the objectives and main orientations of AGIR. In 2012, Mali joined AGIR and committed to strengthen resilience of vulnerable populations to food and nutrition insecurity. Here, resilience is defined as "the capacity of households, families, communities and vulnerable systems to face uncertainty and the risk of shock, to resist to shock, to answer efficiently, to recover and to sustainably adapt themselves". This commitment had been confirmed at the RPCA's members meeting in Abidjan, Côte d'Ivoire in November 2013. Later, a focal point within Mali's Ministry of Agriculture was appointed, and a working group was set up in January 2014.

As the situation is likely to be the same in all Sahel countries, AGIR's common strategy has been designed for targeting the most vulnerable population. Vulnerable people are the most exposed to risks of recurring shocks, in particular marginalised rural households in fragile ecological areas as well as poor urban households in the informal sector. Among these populations, special attention is paid to children under the age of five, pregnant and breast-feeding women, women heads of household and the elderly. These groups were identified through several analyses, conducted by a group of experts, addressing each of the four AGIR pillars (see bottom Box on page 28). In these analyses, vulnerabilities are distinguished such as vulnerability of livelihoods and social welfare, nutrition vulnerability, agricultural vulnerability, vulnerability to shocks (floods, droughts, pests, etc.), factors aggravating food and nutrition vulnera-



Training on best practices in nutrition for women. Many of them are already applying new culinary recipes such as improved porridge with amaranth.

Photo: Sidi Lamine Cissé Kobé

bility, and multidimensional vulnerability, resulting from the synthesis of previous analyses.

By combining actions in several sectors and addressing the four pillars of resilience as defined by AGIR, we reduced severe food insecurity of households, as measured through the United Nations Food and Agriculture Organization (FAO)'s Food Insecurity Experience Scale (FIES), from 42 per cent to 16.5 per cent within the last three years (see top Box on page 28).

FROM POLITICAL FRAMEWORKS TO THE GROUND

In 2015, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) started its interventions in the region of Timbuktu in the Niger Inland Delta in Mali. The project "Food Security, Enhanced Resilience" is part of the German Federal Ministry for Economic Cooperation and Development (BMZ)'s special initiative "One World – No Hunger". It aims to strengthen resilience to food crises of those

THE FOOD INSECURITY EXPERIENCE SCALE

The Food Insecurity Experience Scale (FIES) was developed by the Food and Agriculture Organization of the United Nations in the context of the "Voice of the Hungry Project" implemented in several African countries. It can be analysed at individual or household level. The FIES consists of a set of eight questions regarding people's access to adequate food ranging from "worrying about the ability to obtain food" to "experiencing hunger". Clustering the answers allows to identify individual households and the percentage of households in a given population that are food secure or mildly, moderately or severely food insecure.

GIZ project addressing AGIR's main pillars

1. Strengthen vulnerable households' nutrition

Training and sensitisation for women of childbearing age on nutrition
Rehabilitation of rustic wells to improve access to drinking water
Promotion of vegetables with high nutrition value
Training and sensitisation on WASH

2. Improve social protection

Social transfer and contingency measures in acute crisis
Construction/rehabilitation of pastoral and rustic wells
Empower pastoral households' livelihoods (pastures regeneration, livestock reconstruction, etc.)
Advocacy for women access to irrigated perimeters

3. Sustainably improve agricultural and food productivity, incomes and access to food

Training and technical support to diversify, increase and improve the processing of farmers' productions on irrigated perimeters
Financial and technical support to women for income generating activities
Technical capacity building to improve pastoralists' skills in herd management

4. Strengthen governance in food and nutrition security

Support to the implementation of an alert mechanism
Strengthening technical skills of private and public service providers in agriculture and nutrition
Advocacy for inserting food and nutrition security in local development plans
Training religious leaders and traditional authorities on conflict management

populations in risk of food insecurity, particularly refugees and internally displaced persons in the process of reinstallation and/or returning to their country. A special emphasis is put on dietary diversification for women of child-bearing age. With a total amount of 30,000 beneficiaries, the project lasts until 2023.

APPLYING THE NEXUS

The project adopted a multisector approach combining actions in agriculture, water, sanitation and hygiene (WASH), nutrition, and human capacity development through three main components addressing refugees and internally displaced persons in the process of reinstallation and/or returning to their country.

Introducing new technologies, irrigated agriculture, including pastoralism, will make more nutrition-sensitive as well as more resilient to food crises. Almost one hundred wells were already restored or (re-) built to improve access to drinking water for 3,266 agro-pastoral households and their cattle. In the 2017 acute crisis period, 809 households benefited from cash-for-work programmes through pasture-sowing activities, and 749 other households were provided with 48,000 West African

CFA Francs (XOF) each to purchase food for themselves and fodder for their cattle. More than 930 ha of pastureland has already been regenerated to improve pastoralists' livelihoods and fodder sources for the livestock. Technical and financial support was given to 20 groups (about 200 persons) for the implementation of income-generating activities (cattle fattening, small shops, truck farming). The 2017 balance sheet reveals encouraging results with an average return of investment increase of more than 50 per cent of beneficiaries' starting capital. In addition, trainings on WASH, agriculture, pastoralism, nutrition and conflict management for public and private actors, 54 per cent of them women, took place.

Communicating social and behaviour change for healthy and varied diet shall be achieved by training and introducing adapted and affordable technologies to sensitise on good practices in hygiene and sanitation throughout the whole process of transformation and food consumption at household level. Technical advice and material support contributed to improving access to rice and vegetables with a high nutrition value for more than 10,800 persons. This support also facilitated financial accessibility to healthier food for women by generating income opportunities. In addition, more than

2,000 women were trained in best practices in nutrition. Thirty per cent of them are already applying newly learnt culinary recipes.

Capacity building as a multisector approach of resilience to food crisis for public, private or civil society actors involved in the project implementation at national, regional and local levels is still a challenging venture.

REMAINING CHALLENGES

To strengthen co-ordinating of resilience actions at national level, a mechanism will be set up through a co-ordination, monitoring and evaluation unit. This unit is to measure the progress made in the implementation of the country's resilience priorities. The mechanism will build on the institutional mechanisms put in place to facilitate a multisector approach. This system is to bring together the four pillars of resilience as defined by AGIR. The Ministry of Agriculture, the initial institutional anchor of AGIR in Mali, acts as a co-ordinator to link up with the relevant departments of other ministries, their decentralised services and local authorities.

The most important challenge we face now is the non-functionality of regional and local entities within the national food security system. Our partners' ability to continue best practices at national, regional and local levels still needs to be improved. In this context, it is important to find participatory approaches to involve all stakeholders. For a common understanding and giving an overview, team and stakeholder meetings are taking place on a regular basis. An institutional enhancement action plan was formulated aiming to strengthen national, regional and local authorities' capacities to take into consideration resilience to food and nutrition crises when co-ordinating food and nutrition security action plans at each level. This can only be done if resilience to food and nutrition crises is considered in the economic, social and cultural development plan at local level.

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RETURNING TO AGRICULTURE – THE CASE OF HAITI

Natural disasters cause crises and food insecurity. In January 2010, an earthquake disrupted life in Haiti. But how did the country find back to operations, especially to agriculture to nourish the population? Looking at the dairy and seed sector besides introducing measures to disaster risk reduction and climate change mitigation and adaptation, our author shows how Haiti came back on track.

By Nathanael Hishamunda

With around 300,000 people dead, over one million made homeless in Port-au-Prince – the capital of Haiti – and more than three million forced into food insecurity countrywide, the January 2010 Haitian earthquake was one of the deadliest and most merciless natural disasters in modern history. In the midst of the confusion brought about by this calamity, the United Nations Food and Agriculture Organization (FAO) identified the revival of agriculture and production boosting as a priority, if the country was to feed survivors in the months and years ahead. Equally, FAO recognised the challenge of achieving this goal

with the exodus of over 600,000 homeless from the quake-hit capital to impoverished, food-insecure and malnourished rural areas with degraded soils and deforested mountains, and the destruction of roads, bridges, fishing ports, irrigation and market infrastructure, in addition to shortage of resources. Amid great needs and scanty financial resources, decisions had to be made and priorities determined. Intensive consultations with all stakeholders at all levels across the agriculture and allied sectors set four pillars to guide FAO's interventions in the country (see Box on page 30) which are described in the following.

FOSTERING FOOD AND NUTRITION SECURITY

The goal has been to ensure that information systems on food and nutritional security are functional and inter-sectorial interventions are integrated and co-ordinated. Public institutions have trained managers and set up adequate tools to carry out their mandates. Policies and strategies are jointly identified by the government and other stakeholders, and related Action Plans are implemented.

In this regard, the Technical Group for Food and Nutrition Security, consisting of government representatives, UN agencies, financial

The earthquake in Haiti destroyed many landscapes. Planting tree seedlings shall protect the landscape from erosion and degradation, and it improves ecosystem services.

Photo: FAO Haiti



partners and national and international NGOs, meets regularly to co-ordinate the food and nutrition security sector. A yet-to-be implemented operational document for setting up an early warning system is in place. FAO supported the National Food Security Coordination in organising several training workshops on different aspects of Integrated Phase Classification of Food Security and Nutrition, targeting government staff, NGOs and other stakeholders with the aim of improving the understanding and analysis of chronic and acute food insecurity.

One significant milestone was the creation of a Parliamentary Front against Hunger in Haiti (FPFH). This inclusive and integrated platform brings together parliamentarians and senators of all political blocs sharing the common goal of reflecting on and addressing key issues related to food and nutrition security and the right to food in the country. FPFH's specific objective is to ensure allocation by the government of sufficient resources to the formulation and implementation of relevant laws, public policies and programmes, with the aim of easing access to healthy and adequate food for the population and eradicating hunger and malnutrition in the country. FPFH is already working on draft laws on food sovereignty, school feeding, family farming, seed law and protection of plant varieties. These are strategic tools for pushing FAO's agenda forward in the country and making Haiti a 'hunger-free' nation one day.

INCREASING THE PRODUCTION AND MARKETING OF MILK

An important element of FAO's intervention to revive agriculture after the earthquake was to promote agricultural value chains. The latter are critically underdeveloped because of, inter alia, the lack of processing and storage facilities, which leads to very high post-harvest losses, estimated at 35 to 40 per cent in some sectors. Moreover, local markets are poorly developed and, owing mainly to lack of competitiveness, poor hygiene coupled with insufficient sanitary and phytosanitary controls of locally produced goods, producers have very limited access to international markets. Starting in 2011, FAO's assistance aims to increase productivity and output of several agricultural products such as cassava, peanuts, fruits and dairy products. In the dairy industry, for instance, the specific aim was to boost milk production, improve milk hygiene, diversify and enhance standards of dairy products, and increase incomes and the living standard

PRIORITY AREAS FOR FAO'S INTERVENTION IN HAITI

1. Strengthening capacities for formulating and implementing policies and strategies for food and nutrition security
2. Promoting agricultural value chains through private and public investments and agricultural support services
3. Increasing capacities for natural resource management and resilience to the effects of climate change
4. Strengthening capacities for disaster risk reduction and management, including food crises, with a focus on formulating a national plan for the agriculture sector, building institutional capacities and increasing the resilience of agricultural communities at risk



The veterinary technician vaccinating a calf.

of dairy farmers, especially small dairy farmers. To achieve this goal, more than 800 milk producers (comprising 13 Associations of Milk Producers – AMP – received practical training on techniques for enhancing the production of quality milk as well as best practices on animal husbandry. Thirteen dairy companies managed by the AMPs have improved the quality and double the quantity of dairy products which were sold at local markets. They have become self-sustained micro-businesses that master the collection, testing and processing of milk as well as business management.

To improve animal health, we introduced Mobile Veterinary Clinics (MVC), and trained and equipped 10 veterinary technicians. In 2017 alone, these technicians provided preventive and curative healthcare to 2,943 animals, including 1,512 cows, 860 goats, 156 equines, 351 pigs, 26 chicken and 38 sheep, belonging to 1,147 families. With MVCs and the adoption of good practices, including the production and use of fodder in the form of hay and silage, milk production doubled. Dairies were an incentive for cattle farmers to apply

good practices because they were a guaranteed market for milk, and farmers noted a direct relationship between well-functioning dairies and their income levels. Before well-functioning dairies were established, farmers would sell milk on the informal market at 50 Gourdes (USD 0.70)/gallon, and would receive payment on the spot or surrender their produce for later payment. With the dairies, the price of milk has risen to 125 Gourdes and the seller receives payment at the end of the month without fail. These dairies have become a symbol of pride and success for farmers.

FIGHTING ENVIRONMENTAL DEGRADATION

Extreme environmental degradation following massive deforestation and unprecedented degradation of other natural resources is undeniably one of Haiti's most immediate threats. The problem was existing already before, but the earthquake exacerbated the situation as people were overharvesting natural resources in terms of the country's survival as a nation, in general, but also vis-à-vis agriculture. Only less than 1.5 per cent of Haiti's original forest cover remains intact. As a result, 25 to 30 per cent of the national watersheds are completely degraded or altered. Ready-to-use water resources have become scarce across the country, and most wildlife habitats have been destroyed or seriously damaged. Biodiversity sanctuaries across the country have become very vulnerable and many are close to extinction levels. In many parts of the country, arable land is severely depleted by erosion processes, and most rural farmland has become virtually unproductive. Longstanding droughts, a series of devastating hurricanes, damaging agricultural practices and clear-cutting of tree stands in search for livelihoods through charcoal and firewood for energy exacerbate this situation and further put millions of people in a state of food and nutrition insecurity.

After the 12th January 2010 earthquake, FAO together with the Government of Haiti (par-



Erosion control measures to improve watershed management.

ticularly the Ministry of Environment and Ministry of Agriculture) and other stakeholders, worked hand in hand to prepare useful environmental policy instruments such as the National Action Plan for Adaptation to Climate Change (NAPA) and Municipality Disaster Risk Management Plans. FAO and its partners also prompted communities to identify, adopt and disseminate climate resilient agriculture, and agro-forestry, erosion control and natural resources management practices. Lately, this has been done within the framework of the “Action against Desertification” project financed by the European Union, Belgium and Spain, and implemented in Grand’Anse by FAO and the Ministry of Environment. The project aimed to help combat land degradation and improve the state and productivity of selected fragile landscapes. Its approach was to put people at the centre of interventions and decision-making through Farmer Field Schools.

The project achieved substantial results, including strengthening the capacity of local communities to establish and manage tree nurseries and water micro-catchments. Communities created 30 nurseries, produced and planted 1.7 million fruit, wood, fodder, hedgerow and multi-purpose forest and agro-forestry trees from these nurseries, and restored 395 ha of degraded land. However, perhaps the most laudable achievement is the change of basic community organisation (Organisations Communautaires de Base – OCB) members’ behaviour and the impact on community members.

ENHANCING THE RESILIENCE OF SMALLHOLDER FARMERS

This pillar focused on reinforcing the interface between climate change adaptation and disaster risk management as way of mitigating risks and vulnerabilities and enhancing the resilience of smallholder farmers. Thus, FAO actively participated in the elaboration of a “National Policy and Strategy for Food Sovereignty, and Food Security and Nutrition in Haiti” and led the review of the National Food Security Plan. Moreover, FAO oversaw the preparation of a multi-year plan for the sector governance, food security analysis, partnership and co-ordination, and the elaboration of departmental and municipality Food and Nutrition Security Action Plans. In Farmer Field Schools, family farmers tested a number of climate-resilient practices and technologies, such as drought-tolerant seed varieties, conservation farming, agroforestry schemes, tree planting, contour and slope farming and other soil and water conservation techniques. One particular experience is worth sharing...

...THE RECOVERY OF THE SEED SECTOR

After the earthquake, many stakeholders undertook the distribution of imported seeds with a risk of introducing poor quality seeds and varieties unsuitable for Haiti. Confronted with this situation, the Ministry of Agriculture (through the National Seed Service) and FAO agreed to intensify capacity building activities and technical support to local groups of seeds producers (Groupements de Production Artisanale de Semences – GPAS) for the production and marketing of Quality Declared Seeds (QDS). Hence, 150 GPAS, from all over the country, received training as well as packaging and storage equipment. They have an annual production capacity of more than 1,000 tons of seeds (cereals and pulses) and 20 million of planting materials (sweet potato, cassava, yam and banana). By building the GPAS’s operational capacity, FAO has contributed to improving the availability and accessibility of good quality and climate-resilient seeds and planting materials for family farmers regularly affected by the negative impacts of climatic change. Unlike what was happening in the period following the earthquake, seeds and planting material used by different stakeholders, including humanitarian actors, comes largely from the GPAS. At the same time, to encourage local seed production, FAO introduced the ‘seed fairs’ approach as a special voucher system, whereby a temporary market is set up



Selling quality seed at the seed fair.

Photos: FAO Haiti

to allow small-scale farmers to access, at subsidised prices, seeds of species/varieties adapted to their locality and produced by GPAS. Since 2011, more than 65,000 vulnerable households acquired quality seeds from seed fairs organised by FAO and its partners. The use of quality seeds, from seed fairs, increases crop yields by at least 30 per cent compared to sowing seeds of unknown quality (in fact, grains) sold on local markets by undeclared producers. This approach improved local economies as well.

To ensure sustainability of the seed sector, FAO has also strengthened the capacity of the Ministry of Agriculture staff in seed quality control and certification and pre-basic seed production, and has assisted the latter in the formulation of a National Seed Policy adapted to the country’s context.

Haiti made important progress towards reviving its agriculture apparatus since the 2010 earthquake, but the sector remains highly vulnerable to both man and nature inflicted disasters. A combination of short-term humanitarian and longer-term comprehensive, solid and resilient food production enhancing, employment creating, and poverty-reducing agriculture development programmes could be the right path to ending the country’s chronic food and nutrition insecurity, which requires the International Community’s collective effort.

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DIGNIFYING SANITATION SERVICES FOR THE ROHINGYA REFUGEES IN COX'S BAZAR CAMPS

Biogas sanitation and cooking facilities proved largely appropriate to respond to the needs of the Rohingya refugees in Cox's Bazar in Bangladesh. Operationalising a full-chain sanitation service would contribute to transition towards longer-term solutions. Our authors determine the challenges arising in a crisis lasting longer than expected.

By Malgorzata Kurkowska, Agnès Montangero and Andrea Cippà



The biogas plants consist of a biogas reactor, a hydraulic chamber and a slurry pit.

Photo: Patrick Rohr

In late August 2017, 730,000 Rohingya refugees fled from the mass atrocity crimes including arson, mass killings and gang rapes in Rakhine state, Myanmar, which the UN and human rights organisations classified as an ethnic cleansing campaign. The rapid influx to the neighbouring Cox's Bazar district in Bangladesh put an overwhelming pressure on natural resources and basic services. The government of Bangladesh appointed largely hilly sites, prone to flooding and erosion, for temporary settlements with only a two to three-month action plan in mind, hoping that the population would return.

With clear instructions to install only temporary constructions, humanitarian actors were requested to answer the needs of the popu-

lation in the most effective way, prioritising life-saving needs. The official WASH sector strategy for Rohingya influx urgently requested actors "to provide kitchen, handwashing and sanitation facilities for clusters of families living in makeshift houses to establish normalcy and create safe communal spaces" (see Box on page 33). Installation of emergency latrines along with other WASH and shelter-related infrastructure in already existing camps and rapidly expanding makeshifts resulted in significant deforestation, destruction of wildlife habitat, and depletion and contamination of groundwater.

Already traumatised women and girls experienced growing harassment and violence on the way to collect firewood. Various respiratory diseases also skyrocketed due to the small

cooking space and constant exposure to the wood and charcoal smoke.

THE EARLY RESPONSE – BIOGAS SANITATION AND COOKING FACILITIES

In 2018, Helvetas Swiss Intercooperation and its local implementing partner organisation NGO Forum, installed forty latrine blocks of five to eight cabins, each connected to twelve sets of biogas plants with a kitchen. The biogas plants consist of a biogas reactor, a hydraulic chamber and a slurry pit. The technical solution was suggested by NGO Forum based on its positive experience in other neighbouring Rohingya camps in previous years. Another

reason to select this technology was its potential to contribute to reducing environmental degradation, safety threats to women and girls as well as time and costs involved in the frequent collection of firewood. To avoid risks of conflicts, kitchen beneficiaries were selected through a community participation process, giving priority to widows and female-headed households. Hygiene promoters and kitchen volunteers conducted awareness raising activities to ensure proper use of the facilities. Selected users were trained and hired as latrine cleaners and biogas tank pit emptiers. Additionally, the community was equipped with tools and trained in carrying out small repairs. Finally, the sanitation and cooking facilities were handed over to the government appointee in charge of the camp, the WASH Focal Point Agency, and the community.

A ROBUST AND ENVIRONMENTALLY FRIENDLY TECHNOLOGY

Users, especially women, responded very positively to the new facilities. They appreciate the latrines because they offer privacy (all latrine units can be locked) and safety (two latrine units in each block are equipped with solar-powered light), and are easily accessible. Kitchen users appreciate the fact that no smoke is emitted when cooking. Finally, light also enhances safety at night.

Biogas production helps to reduce the need for firewood. This is of high added value given the negative impact of wood cutting and use of firewood (risk of harassment, erosion and smoke emission when cooking). This, however, needs to be assessed in view of the current strategy of the United Nations High Commissioner for Refugees and the International Organization for Migration to distribute liquid petroleum gas (LPG). Based on discussions with the Rohingya population, the quantity of LPG distributed does not cover their needs; additional availability of gas for cooking thanks to the biogas sanitation facilities is therefore appreciated. Moreover, whether LPG distribution is a long-term sustainable strategy remains to be seen.

Additionally, sludge digestion in the biogas tank greatly facilitates further sludge treatment, for example on a drying bed. Sludge from other on-site sanitation facilities is much more difficult to treat (because of different de-watering characteristics). Given the challenge of improving the faecal sludge treatment efficiency in the camps, this advantage is considerable. The weak points are the larger space requirement characterising the biogas tank

INCLUSIVE SANITATION IN COX'S BAZAR: KEY PRINCIPLES OF THE SECTOR STRATEGY

The WASH Sector identified four guiding principles to promote a more inclusive strategy. This should support a better consideration of the different needs and barriers that the targeted population is facing and thus help avoid negative effects of the humanitarian interventions on their health, dignity, safety and quality of life.

Principle 1 – Put gender and inclusion at the centre of the Government and WASH Sector's interventions by recognising that different people face different barriers to exercise their equal rights to live in safety and with dignity

Principle 2 – Listen to and consult with recognised groups such as representatives of the community (women, disabled persons, etc.)

Principle 3 – Prioritise those who face most difficulties in fulfilling their WASH needs

Principle 4 – Improve effectiveness through increasing knowledge, capacity, commitment and confidence

technology, which makes it less appropriate in the denser parts of the camps, and the higher investment cost in comparison to on-site sanitation options. However, the issue of space requirement and cost need to be assessed considering the entire sanitation chain from toilet to sludge reuse or disposal.

The biogas sanitation and cooking facilities and the implementation of the scheme are therefore assessed as largely appropriate for responding to the needs of the population. However, a few adaptations could further enhance its appropriateness. Given the urgent need for bathing facilities, in particular for women, the design of the latrines could be adapted by adding one bathing unit in each latrine block. A space to dry menstrual hygiene items would allow better consideration of women's needs in terms of menstrual hygiene management. Moreover, one latrine unit per block could be designed as a child-friendly latrine.

A MODEL CONDUCTIVE TO SUSTAINABILITY?

The following elements of the biogas sanitation and cooking model (including technical, institutional, and financial aspects) are conducive to sustainability. The facilities (biogas latrines, biogas tanks, kitchen) are of relatively robust quality and could last several years if they are well maintained. The users, mainly the latrine cleaners and biogas tank emptiers, have been trained not only to ensure latrine maintenance and sludge emptying but also to do small repairs. They have thus both – skills and tools – to contribute to functionality.

The official handing over of the facilities to the community and camp management is an important first step. Additionally, the agreement

with a WASH NGO operating a faecal sludge treatment site nearby to ensure de-sludging of the biogas tanks and sludge treatment represents a promising mid-term perspective.

However, a number of challenges remain in terms of ensuring a smooth transition towards effective and sustainable longer-term solutions. Who will be responsible for latrine cleaning, and who will pay for it? How will supply chains, for example of soap or spare parts for the sanitation and cooking facilities, be put in place? How to challenge the traditional governance system to enhance women participation, accountability mechanisms and community ownership? How to reduce risks such as erosion or landslides that could jeopardise the biogas tanks? And how to limit bacteriological contamination and disease outbreaks resulting from inefficient faecal sludge treatment?

CURRENT TRENDS

To address those challenges appropriately, it is important to analyse them in the light of the most recent developments (see Box on page 34). There is a common understanding between humanitarian aid actors that the emergency phase is now over and that it is time to put in place longer-term solutions that help sustain life-saving services and increase the robustness and quality of facilities and services. A stronger focus on enhancing the dignity of the people is needed. This implies not only putting emphasis on protection and gender considerations but also improving livelihoods, for example through skills development and income opportunities. Now the focus is on promoting social cohesion by targeting not only refugees but also host communities. Establishing effective, representative governance is challenging, given the heterogeneous communities in the

camps that has been a result of their displacement, the traditional male-dominated leadership system and prevailing cultural norms and power dynamics. There is a need to sensitively promote leadership and meaningful equal representation of women and girls through inclusion in governance structures and capacity building. Finally, the considerable risks in terms of protection, natural disasters (flooding, landslides) and disease outbreaks urgently need to be addressed.

THE NEXT STEPS TO GO: OPERATIONALISING AND SUSTAINING A FULL CHAIN SANITATION SERVICE

Based on this analysis, Helvetas proposes to tackle these issues by focusing on enhancing dignity, creating perspectives for youth, improving the situation for both refugees and host communities, and reducing risks in parallel.

Nowadays, humanitarian actors usually manage sanitation services directly. The question is therefore how to ensure that local actors such as the local authorities, communities, NGOs and the private sector can gradually play a stronger role in service delivery whereas humanitarian actors gradually transition to a facilitator and coaching role. This would support transition into a municipal, utility or private sector model in the long run. More concretely, the idea is to pilot an intermedi-



Forty latrine blocks of five to eight cabins, each connected to twelve sets of biogas plants with a kitchen, were installed.

Photo: Patrick Rohr

CURRENT WASH SECTOR CONTEXT AND TRENDS IN COX'S BAZAR

Access to clean water remains a critical need that has an impact on health and nutrition outcomes. In line with the transition towards longer-term solutions, piped water networks including water treatment are currently in development. Even though most of the underground acquirers are safe, secondary contamination might occur during collection and storage of water. Behaviour change measures targeting improved water quality are therefore key. Many latrines and a number of faecal sludge treatment sites have been built. However, a holistic concept for the entire sanitation chain is still lacking. The new sector strategy will develop minimum standards while taking the entire sanitation chain into account. Besides, it is becoming urgent to address solid waste management. Waste often ends up in open drains resulting in blockages and flooding. There are a number of opportunities linked to solid waste, such as composting, which can be combined with homestead gardening or vegetal stabilisation and tree planting in the camps. There is reportedly a market for recyclables in Cox's Bazar and in the market areas on the road between Cox's Bazar and the camps. Selling of recyclables could provide income generating activities for the refugees and represents a way to link up with the local private sector. Clearly, behaviour change will also be key to putting a functioning solid waste management system in place.

ary service delivery model for sanitation. The intermediary structure would build up on the local authorities (i.e. camp management) and the community through the block committees. This would support the development of a new governance structure that gives a stronger voice to women (each block committee would consist of representatives from the community including 50 per cent women, with a woman either as chair or deputy chair).

Given the limited capacity of the camp management and the fact that the block committees are yet to be developed, this has to be taken into account as a long-term process that will require considerable support by international actors. The local authorities and community would be gradually empowered and involved in operation and maintenance. This would also include improving faecal sludge treatment to reduce the risk of contamination both by upgrading the treatment system and by optimising operation and maintenance. Moreover, solid waste transformation could provide opportunities for skills development and cash. In addition to being used in homestead gardening, compost could possibly be sold to a fertiliser company.

The service provider would additionally promote behaviour change based on identified behaviour change determinants, thus contributing to improving water quality at the point of use, hand-washing with soap, waste segregation and waste composting/recycling. This would help in effectively reducing disease transmission risks and contribute to creating livelihood opportunities. Nutrition messages such as on food hygiene and diet diversity could be integrated in hygiene behaviour change messages. Finally, the intermediary structure would mainstream protection, improve slope stabilisation, and develop community-based contingency plans. Given the rapidity of changes in the context, a phased approach with short (three- to four-month) phases is proposed to pilot this intermediary service delivery model, which would include adaptive planning based on regular monitoring of outcomes and assessment of context and trends.

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THE STRATEGIC DIMENSION OF THE HUMANITARIAN-DEVELOPMENT GAP – CONCEPTUAL CLAIMS AND EMPIRICAL EVIDENCE

How to bridge the humanitarian-development gap is a recurring question for actors operating in crises around the world. Based on a recently published literature review by the German Institute for Development Evaluation and the Swedish Expert Group for Aid Studies, this article highlights strategic aspects of the humanitarian-development gap exemplified by the Syria crisis.

By Alexander Kocks, Ruben Wedel, Hanne Roggemann, Helge Roxin

The 2016 United Nations World Humanitarian Summit, which took place in Istanbul/Turkey, reached an agreement to better link humanitarian assistance and development co-operation. However, this agreement leaves open the question how that can best be done in practice.

In this context, the German Institute for Development Evaluation (DEval) and the Swedish Expert Group for Aid Studies (EBA) have jointly published a structured literature review on the humanitarian-development nexus in order to explore effective linkages of international humanitarian and development responses to forced migration crises.

The study analyses how different concepts of the nexus debate (for an overview of these concepts, see Table on page 36) characterise the humanitarian-development gap and filters out recommendations on how to overcome this gap. The analysis reveals that the gap is a multi-dimensional phenomenon that consists of seven different sub-gaps: vision and strategy gap, planning gap, funding gap, institutional gap, ownership gap, geographic gap, and sequencing gap. Hereafter, we focus on the vision and strategy sub-gap as one of the dimensions most prominently discussed in the literature. We do so by contrasting the recom-

mendations on how to close the vision and strategy gap with empirical evidence derived from evaluative studies on the international response to the crisis in Syria and its neighbouring countries.

OVERCOMING SILOS – FIVE RECOMMENDATIONS

Humanitarian and development approaches to crisis management tend to stay in their traditional silos when joint strategic frameworks are in short supply. This undermines the ability to address underlying causes of vulnerability. Consequently, actors become less able to enhance resilience among affected people and institutions. Recommendations derived from the conceptual literature on how to bridge the vision and strategy gap are:

RECOMMENDATION 1: WORKING PRINCIPLES OF HUMANITARIAN ASSISTANCE AND DEVELOPMENT CO-OPERATION SHOULD BE BALANCED.

A good balance between working principles is necessary in order to improve linkages. Humanitarian assistance and development co-operation adhere to different working

The vision and strategy gap

We define the vision and strategy gap as follows:

The vision and strategy gap exists where no common strategic framework is in place among actors responding to a particular crisis, and where little or no progress is made towards integrating and aligning humanitarian and development responses based on a common vision and strategy aimed at delivering collective outcomes.

principles. Humanitarian assistance adheres to fundamental humanitarian principles: humanity, neutrality, impartiality, and independence. On the other hand, principles for effective development co-operation strongly reflect a requirement to work with and through partner governments to achieve objectives such as ownership, alignment, harmonisation, managing for results, and mutual accountability.

These different working principles may prevent linkages between the two forms of assistance, since collaboration with ‘the other side’ could signify a neglect of one’s own principles. In what form balancing is viable depends



Camp for Syrian refugees in North Iraq.

Photo: Alexander Kocks

highly on external circumstances that may vary over time.

Empirical evidence

Studies of aid responses to the Syria crisis mostly focus on humanitarian actors inside Syria who are compromising on humanitarian principles to be able to provide at least some help. One controversial topic is whether attempts to keep a balance between humanitarian and development principles have positive or negative effects. In Jordan, for example, the office of the United Nations High Commissioner for Refugees (UNHCR) has a strong bilateral relationship with the government. While this relationship – in accordance with development principles of ownership and partnership – has long been considered a precondition for creating longer-term perspectives for Syrian refugees, it has also become a bone of contention. Concerns were raised regarding UNHCR’s mandate and core principles such as impartiality amidst growing difficulties to protect refugees in Jordan, and due to risks of a Jordanian-Syrian border closure to minimise the influx of refugees.

**RECOMMENDATION 2:
HUMANITARIAN AND DEVELOPMENT
ACTORS SHOULD COMMIT
THEMSELVES TO COMMON GOALS
TO INCREASE THE COHERENCE OF
INTERVENTIONS.**

Bridging humanitarian and development responses by committing to collective outcomes – such as resilience or Sustainable Develop-

Concepts of the humanitarian-development nexus

Concept	Main driver, initiator of the concept	Focus of the concept
Linking Relief, Rehabilitation and Development	European Commission	Fostering institutional changes to promote linkages between humanitarian assistance and development co-operation
Resilience	Multiple stakeholders of humanitarian assistance and development co-operation	Increasing the resilience of individuals and communities struggling to recover from shocks by addressing their short-term and long-term needs holistically
Whole-of-Government	Donor, governments	Creating coherence between those parts of a government that are active in a partner country
Early Recovery	UNDP	Addressing recovery needs during the humanitarian phase of an emergency
Connectedness	ALNAP, OECD/DAC	Planning and providing humanitarian assistance in a way that enables connection to longer-term development efforts

Source: Kocks et al. (2018: 44)
UNDP – United Nations Development Programme
ALNAP – Active Learning Network for Accountability and Performance
OECD – Organisation for Economic Co-operation and Development
DAC – Development Assistance Committee of the OECD

ment Goals (SDGs) – can be an important step towards closing the gap. Once this has been achieved, humanitarian assistance and development co-operation actors can no longer act in isolation but serve as building blocks of a unified approach that makes the overall response more effective.

Empirical evidence

Strengthening resilience has emerged as the overarching goal in the Syria crisis. Political actors from both the humanitarian realm and the development realm are committed to resilience under the scope of the Regional Refugee and Resilience Plans (3RP, see Box). Nevertheless, the 3RPs distinguish between two elements – a refugee protection and humanitarian assistance component on the one hand, and a resilience and stabilisation com-

ponent focusing on host communities on the other. Refugees seem to remain in the compartment of short-term relief (such as covering shelter, health and nutrition, and protection needs), while host communities benefit from longer-term measures (such as capacity building of institutions to cope with and recover from the crisis).

**RECOMMENDATION 3:
HUMANITARIAN AND DEVELOPMENT
ACTORS SHOULD DEVELOP JOINT
COUNTRY STRATEGIES.**

Donors formulating a joint crisis response strategy that integrates and aligns their humanitarian and development efforts are more likely to bridge the divide between humanitarian and development silos. Ideally, such a strategy provides guidance on how to integrate, sequence and complement humanitarian and development programmes. It ensures that both forms of assistance mutually support one another for the benefit of achieving a common outcome.

Empirical evidence

In the context of the Syria crisis, the 3RP is referred to as an important milestone in incorporating the two forms of assistance. It promotes an integrated humanitarian and development approach for scaling up resilience and formulates clear strategic objectives and indicators accompanied by sector plans – all in order to put the resilience agenda into practice. However, some donor countries have criticised the 3RP “as a wish list and not a strategy”; and the joint strategy-building efforts underlying the 3RP allegedly did not sufficiently include NGOs.



Short-term relief for Syrian refugees such as covering, shelter, health and nutrition, and protection needs is longstanding in Iraq.

Photo: Alexander Kocks

RECOMMENDATION 4: DONORS SHOULD SEEK TO ALIGN THEIR COUNTRY STRATEGIES WITH HOST COUNTRIES' STRATEGIES.

There is widespread conviction that ownership of host countries' governments and of subnational actors is a prerequisite for effective crisis response strategies. Emphasising ownership moves the focus away from a supply-driven perspective (linkage between international humanitarian and development aid providers) and towards a more outcome-oriented approach (how to reach longer-term targets through short-term interventions).

Empirical evidence

With regard to the Syria crisis, there is evidence of strong ownership of refugee-hosting countries, which generates substantial coherence between the 3RP and national plans. However, the case of Lebanon shows that alignment becomes almost impossible if a national government has policies in place that contravene donors' mandates and principles. In Lebanon, the Minister of Interior announced that refugees returning to Syria (after June 2014) would be stripped of their refugee status if they returned to Lebanon once again. Such a statement contradicts most donor policies of free movement for refugees, and makes alignment difficult.

RECOMMENDATION 5: HUMANITARIAN AND DEVELOPMENT RESPONSES SHOULD BOTH BE COMMITTED TO LONGER-TERM ENGAGEMENT IN PROTRACTED CRISES.

Response strategies are bound to fail if not supported by donors' political will for longer-term engagement in a crisis at hand. Since protracted crises, by definition, are stretched out in time, humanitarian-development responses also require time. Only actors willing to stay enduringly are able to achieve long-term effects, especially in such crises.

Empirical evidence

After the early years of the Syria crisis response, which was more or less restricted to humanitarian aid, there is today a growing recognition that the crisis cannot be managed without longer-term development responses. This is exemplified by the 'Grand Bargain' signed by more than 30 donors, multilateral agencies and NGOs at the World Humanitarian Summit

REGIONAL REFUGEE AND RESILIENCE PLANS

The Regional Refugee and Resilience Plans (3RPs) epitomise international actors' commitment to building bridges between humanitarian assistance and development co-operation in the Middle East. They underline the necessity of profound changes when dealing with humanitarian crises, particularly in Syria. When this crisis started in 2011, the regional response with regards to refugees was initially a UN-led process of setting up National Response Plans for Syrian refugees in all neighbouring countries plus Egypt. In 2012, these plans were for the first time merged under a single umbrella – a Regional Response Plan (RRP).

The humanitarian approach to refugees was still separated from the realm of development co-operation. Two co-ordinators worked in each neighbouring country of Syria (the Humanitarian Coordinator of United Nations Office for the Coordination of Humanitarian Affairs and the Resident Coordinator, usually from UNDP if present). The crisis required complex co-ordination. Disputes evolved on the mandate of some UN organisations. Consequently, co-ordination among Syria's neighbours was merged in 2014. A Joint Resident and Humanitarian Coordinator in Jordan, Lebanon and Iraq was appointed. Calls for the inclusion of a resilience component – catering for host communities and for refugees – were becoming louder inside the UN.

Exponentially growing refugee numbers from 2013 to 2015, and the subsequent strain on host countries, made it imperative to find national and local solutions. The Jordanian Government developed a National Resilience Plan for 2014 to 2016, complementing the original National Response Plan and focusing specifically on crisis management in Jordan and its host communities. Efforts to merge the two sides led up to National Response Plans, which included a humanitarian component for refugees and a resilience component for host countries. This was also reflected at a regional level.

The first 3RP was made public in 2015 by UNHCR, highlighting longer-term commitments and objectives in neighbouring countries. The formal lead of National Response Plans belongs to nation states, though. These National Response Plans are only later fed into a Regional Plan. The emphasis on host communities, rather than on refugees, in today's 3RPs is based on strong individual national interests among Syria's neighbours, and on reconsidered UN policies to some extent. Resilience includes all kinds of stakeholders (from beneficiaries of humanitarian assistance to institutions in host countries), but the peculiar entry point to the Syria crisis led to a focus on host countries.

Source: Kocks et al. (2018:67)

in Istanbul as well as the 'UN's Commitment to Action' (also launched at the summit), and especially new 'compact agreements' (such as those in Jordan and Lebanon). However, there are doubts about the credibility of donors' lasting engagement in the Syria crisis, as the signed commitments have not been transferred into adequate levels of funding. In addition, there is evidence that host countries abstain from developing longer-term perspectives for refugees.

WRAPPING UP ...

There has been relatively good progress on closing the vision and strategy gap, compared to the mainly humanitarian interventions at the beginning of the Syria crisis. In contrast, when looking at the humanitarian-development gap as a whole, the DEval-EBA study reveals that challenges in closing other sub-gaps remain. Moreover, with regard to the Syria crisis, there is no evidence on whether established linkages have generated positive effects for end-beneficiaries (i.e. Syrian refugees and vulnerable members of host communities). Thus, evaluations and/or impact assessments

focused on outcomes are necessary. Also, such evaluative work should devote attention to political economy factors such as competition among departments and institutional path dependencies, which potentially hinder a more effective humanitarian-development linkage.

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For references, see online version of this article at: www.rural21.com

RURAL GOVERNANCE – A PRECONDITION FOR INCLUSIVE AND SUSTAINABLE RURAL TRANSFORMATION

Good rural governance is key to realising rights, leaving no-one behind and achieving sustainability of rural development programmes. Yet, it does not receive the attention it requires. In a world that is likely to miss the Sustainable Development Goals in twelve years from now, a discussion on rural governance is an urgent necessity, our authors maintain.

By Jes Weigelt and Alexander Müller



Transferring land-use rights to women in Tiarako, Burkina Faso.

Photo: Saydou Koudougou

The assassinations of land and environmental rights activists, a food insecure household who has not been seen by an agricultural extension agent for years, absent teachers in the municipal grammar school, or illegally issued logging permissions in a protected area are all expressions of rural governance going wrong, even deadly wrong. Lacking sustainability of rural development programmes, missing inclusion of the poorest, or programmes addressing the same households or wards ever and ever again, are similarly expressions of poor rural governance.

We need not elaborate on the additional changes to agricultural production systems brought about by climate change and the closing democratic space of civil society to emphasise the need to work towards good rural governance.

Yet, in our work, we must note that there are not enough systematic and strategic approaches to make responsible rural governance come about. This brief article is driven by this concern. It is not about achieving a definition of the specificities of rural governance, but sets out from the observation that it often represents a missing area of investment and that it is needed to achieve socially just and ecologically sustainable rural transformations.

We develop our line of reasoning against our involvement in agricultural development and natural resources management projects; we draw mainly on experiences from different countries in Africa. This is obviously an incomplete picture and we would be grateful if others could complement this contribution.

WHAT IS RURAL GOVERNANCE?

Governance refers to the whole range of regulations, no matter if they are executed by the government, the private sector or civil society. The term 'governance' denotes that regulation has moved beyond the realm of the state and is now also an effect of private actors, profit or not-for-profit oriented. Rural governance is a product of contemporary influences and the economic, social, and political history of a particular rural region. It is often a mix between locally driven governance processes and influences from regulatory decisions taken by administrative tiers higher up.

Good or responsible rural governance is driven by three principles. The first principle addresses realising human rights of citizens. These include civil and political, and social, cultural

as well as economic human rights. The right to adequate food, the right to housing, or the voluntary guidelines on the governance of land are examples of the human rights basis of rural development programmes. Second, empowerment of citizens is key, in particular of marginal and vulnerable groups. We use the term 'marginal groups' instead of 'excluded' to express that those people find themselves in this position because of the way they are included in society, not because they are alien to it. And third, accountability of elected politicians and public authorities to their citizens should be given.

KEY ISSUES IN RURAL GOVERNANCE

There are tremendous challenges when it comes to achieving responsible land governance for women (and widows in particular), to secure community managed lands vis-à-vis other claims on the land, or to secure access to land by the youth. In Kenya, for example, the land lease market is often not regulated, leaving both the lesser and the lessee very insecure when it comes to enforcing lease agreements. Many governments have drafted progressive land policies. Yet, there are implementation gaps.

Recognising and enforcing the legitimate tenure rights is a recurrent challenge in infrastructure projects or the demarcation of protected areas and the implementation of afforestation projects. Given the importance of secure rights to land for food security, inclusive economic growth, sustainable resource use, and adaptation to climate change, recognising and enforcing legitimate land rights is a key concern of rural governance. With the important role that customary institutions play in land rights allocations and their recurrent shortcomings in accountability, achieving responsible land governance requires blending customary and statutory institutions.

There is a service delivery gap between – often privatised – service providers and citizens and users of the service. Scarce financial resources often limit expansion of these services. The impact of structural adjustment programmes still leaves many rural areas unattended by agricultural extension services. Private services often remain out of reach for the poor and public services have a limited outreach. Closing the service delivery gap under these conditions requires top-down approaches to bring services closer to the people. Decentralisation policies are important in this regard. It also requires closing the service gap from below by supporting community-based organisations in

accessing these services. In effect, broadening service delivery under these conditions necessitates cost sharing between service providers and users.

Inclusive financial institutions are another key area of rural governance. This applies to both access to credit and insurance products. The latter will assume increasing importance in view of an increasing number of extreme weather events as an effect of climate change. A key challenge is finding ways to extend these services to those households and individuals who live below the poverty line and find commercial credits offered by non-governmental organisations still inaccessible.

There is growing demand for land and other natural resources. Urbanisation, protected areas and, increasingly, afforestation for carbon capture, and rising demand for export oriented agricultural production all make planning the use of natural resources more and more important. One key term in this regard is public interest. Plans are made to live up to public interest or public concern. Yet, who defines public interest? Whose voices count? Furthermore, planning processes often tend to be highly complex. In these cases, emphasis is often paid to generating the necessary data for planning without due recognition of the resources needed for later implementation. There is an urgent need to arrive at planning processes that are true to the principles of good rural governance, yet are conscious of the capacities to implement the respective plans afterwards.

A recursive relationship exists between rural governance and social innovations. Moving towards rural governance reforms often requires working under unfavourable conditions. Resources are scarce, capacities are limited, there are staff fluctuations, and political priorities keep changing. In instances such as these, innovative approaches are needed. In Burkina Faso, for example, the NGOs GRAF and TMG have jointly piloted a process to transfer land-use rights to women. This process complements the implementation of the Code Rural by the Government of Burkina (see also article in Rural 21 3/18 Gender equity, Stiem-Bathia and Koudougou). Locally-driven processes to find solutions to governance challenges are an important ingredient in governance reforms. They provide innovations that are adapted to capacities and needs of those whom they are required to serve. These social innovations hence create good rural governance. Vice versa, good rural governance supports identifying social innovations.



A bank in Burkina Faso offering micro loans for women to boost income generation.

Photo: Jörg Böhling

WHAT TO DO – AND WHERE TO START?

In view of the above, we argue to start investing strategically in rural governance reforms. We acknowledge that there is a range of development programmes by multilateral and bilateral donors alike that include empowerment of community-based organisations (CBOs) which support public sector service delivery reform, or address other elements of rural governance. At the same time, we perceive that rural governance reforms do not receive the necessary level of attention and that opportunities to address rural governance in existing projects are not systematically used.

FINANCING WINDOWS FOR COMMUNITY-BASED ORGANISATIONS

For accountability to work, for citizens to effectively claim their rights, or for making service delivery work from the bottom up, CBOs are key. Yet, they do find it notoriously difficult to obtain funding. Rural governance reform will therefore benefit from financing instruments tailored to the needs of CBOs. The Global Environment Facility (GEF) Small Grants Programme holds important lessons to learn in this regard. Donors can support not only by strengthening existing or contributing to new financing mechanisms for CBOs, but also by establishing technical units to reduce the transaction costs in handling grant applications.

Rural governance reforms tend to be messy – non-linear, power ridden, benefiting from windows of opportunity that could not be foreseen. International development partners aiming to support these reforms should there-

fore increasingly apply adaptive management in their operations, with adaptive management understood as programme management that embraces continuous learning and adapting to changing circumstances. Activities predefined at the outset of the project that cannot be altered during implementation would probably be the opposite of adaptive programming. Results-based financing, pressure on enhancing aid effectiveness and the resulting need to demonstrate progress quickly make up for a challenging environment to introduce adaptive management. Hence, a window of 20 per cent of the budget for rural development programmes earmarked for supporting governance reforms in a demand driven way seems an ambitious, politically feasible step to introduce adaptive management.

MEASURING PROGRESS THE QUALITATIVE WAY

Measuring progress in rural governance reforms needs to go beyond quantitative indicators. Governance reforms are about altering the relations between citizens and service providers and between the electorate and politicians. These changes in relations largely escape quantitative indicators. What does the increased attendance of village assemblies by women actually tell about changing gender relations in households? What does a higher percentage of marginalised groups of watershed user groups actually say about their influence on the processes within the group to decide on the allocation of productive assets? Qualitative assessments are key to obtain a deeper understanding of governance reforms.

Whether or not the Agenda 2030's principle of 'leaving no-one behind' will be achieved

will depend largely on the world's rural areas. Building on the previous point, the instruments put in place to report on progress in Sustainable Development Goals (SDGs) should empower marginal and vulnerable groups in holding their governments accountable. Truly inclusive and participatory monitoring – or, to use 2030 Agenda language, follow up and review – instruments can support rural governance reform processes.

DIGITISATION AND SOCIAL INNOVATIONS

Digitisation holds the potential to support these reform processes. The digital world offers new ways to connect, share and mobilise. Digitisation must be linked to social innovations to make it work for governance reforms, so that marginal and vulnerable groups benefit. With regard to service delivery, more traditional ways of organising are needed to turn this new way of connecting into practice for illiterates or those who do not yet have access to the necessary technology. Going that last mile is key. Again, it is CBOs which can fill this gap.

LET US START ADDRESSING RURAL GOVERNANCE HEAD-ON

As we move on towards 2020, there is increasing recognition that many countries are not on track to achieve the SDGs. Unfortunately, leaving no-one behind is often not more than a lip service. There needs to be good rural governance to sustain investments in health, education, or natural resources management in rural areas. Yet, good rural governance is a distant reality in many places. Leaving no-one behind will be an elusive quest, if this is not changed. There is a need to systematically consider governance in rural development programming and to start strategically investing in rural governance reforms. To make an argument that is closer to home, if they embrace the importance of rural governance, donors will be ahead of the curve in the discussions to come.

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For references, see online version of this article at: www.rural21.com

THE PRIVATE SECTOR AND DEVELOPMENT CO-OPERATION – TWO UNEQUAL PARTNERS IN THE PROMOTION OF AGRICULTURE

Some people extol collaboration between the private sector and public development co-operation as the royal road to efficient implementation of development measures; others see it as putting the most vulnerable groups at risk. There have been very few robust studies of the extent and impacts of these co-operative projects. The German Institute for Development Evaluation has set out to change this. It has put the spotlight on German technical co-operation in the agricultural sector.

By Marcus Kaplan, Nico Herforth and Sabine Brüntrup-Seidemann

Since the mid-1990s, the importance of the private sector as a partner in development co-operation has been growing. This is reflected in, inter alia, the 2030 Agenda for Sustainable Development. The Agenda notes that promotion of sustainable development cannot be handled by governments alone; the private sector – comprising organisations of all sizes from micro enterprises to multinationals – also has a key part to play in enabling the Sustainable Development Goals to be achieved. The opportunity to leverage private funds is not the only reason for involving the private sector. It is also assumed that private-sector companies can provide some services and technologies better and more efficiently than the state.

In German development co-operation, too, collaboration with German, international and local companies is becoming increasingly important. This is apparent, for example, in recent strategy papers of the Federal Ministry for Economic Cooperation and Development (BMZ), such as the “Marshall Plan with Africa”. The establishment in 2016 of the Agency for Business and Economic Development (Agentur für Wirtschaft und Entwicklung – AWE), which is intended to function as an interface between German development co-operation and the private sector, emphasises BMZ’s efforts to boost collaboration.

There is collaboration with private businesses in many sectors of development co-operation. Particularly important, however, is co-operation in agriculture – a sector that provides a livelihood for many poor people in the Global South. Moreover, agriculture, especially in Africa, is seen as an important starting point for economic development and the promotion of rural areas. Fundamental BMZ documents highlight the pivotal role of companies in developing and promoting agricultural value chains and in providing know-how and technology. For example, involving partners from

the private sector, civil society and the scientific community is a key element in the Green Innovation Centres for the agriculture and food sector that, as part of the “One World – No Hunger” special initiative, are currently a focus of BMZ’s activities.

CIVIL SOCIETY’S CONCERNS

This positive view is not shared by everyone. Critics among policy-makers and in particular within civil society fear that the emphasis will be primarily on the economic interests of the companies involved (e.g. opening up new sales markets) and not on the groups targeted by development policy. Private-sector involvement is also criticised on the grounds that the participation of large globally active corporations simply promotes market-oriented agriculture with increased use of agricultural inputs and that smallholders in particular are put at a disadvantage. Civil society organisations suspect that not only will positive impacts on the target groups not be forthcoming but that the effects will actually be negative – they fear that there is no guarantee that private-sector companies will comply with human rights standards and principles and that human rights risks will not be identified. Ensuring and promoting human rights has become an increasingly important concern of development co-operation in recent years. As part of this concern there is intense discussion of the responsibilities of companies involved in value chains in the countries of the Global South – regardless of whether their operations are in the context of development co-operation or on their own account. These issues are also addressed in Germany’s National Action Plan for Business and Human Rights, which was adopted in 2016, and elsewhere.

Despite the increasing importance of the private sector as a partner in development co-op-

eration both internationally and in Germany, there have as yet been few studies and evaluations that have assessed these collaborative schemes. The German Institute for Development Evaluation (Deutsches Evaluierungsinstitut der Entwicklungszusammenarbeit – DEval) has therefore analysed co-operation with the private sector in German technical co-operation’s work in the field of agriculture.

WHAT FORMS OF CO-OPERATION EXIST?

In technical co-operation the focus is on joint implementation of projects in the partner countries of development co-operation. One way in which this takes place is via development partnerships with the private sector (DPPs) – for example under the umbrella of the develoPPP.de programme, which has been running since 1999. Integrated development partnerships with the private sector (iDPPs) are another option; as the name suggests, such partnerships involve co-operation with private-sector companies being integrated into bilateral technical co-operation projects. In both DPPs and iDPPs the partners contribute their resources and share the risks in order to achieve a common goal. The services of technical co-operation are usually provided in kind, so that only very rarely do the companies receive cash. The projects of the above-mentioned Green Innovation Centres take the form of iDPPs. For example, one of the centres is working to improve the milk value chain in Tunisia: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the large Tunisian dairy company Délice are together developing training courses that help smallholders improve their milk production and enhance their entrepreneurial skills. In addition, Délice is making technological innovations available to the milk-producing farms.



The poorest population groups often lack the resources needed to participate in value chains.

Photo: Michael Brüntrup

Between 2006 and 2016 there were 473 projects in the agricultural sector that involved co-operation with the private sector; 45 per cent of them formed part of the develoPPP.de programme, while another 40 per cent were iDPPs. There is a geographical focus on sub-Saharan Africa, where some 40 per cent of the projects are located. During that period around EUR 190 million was invested in co-operative projects; EUR 114 million of this was private-sector funding. The public element was small, amounting to less than 2 per cent of Germany's technical co-operation budget in the agricultural sector. Thus, despite the considerable attention that co-operation with the private sector is attracting, little practical use is being made of this approach. It can,

however, be assumed that this element will continue to grow in future.

Other forms of co-operation such as Public Private Partnerships (PPPs) to improve public tasks including water supply and transport infrastructure in partner countries are typically handled by financial co-operation. In addition, financial co-operation can provide public-sector stakeholders with assistance in the form of subsidies or loans. For example, loans may be provided to countries or sectors that, because of the higher investment risk, are either not served by the conventional commercial banks or are obliged to pay very high interest rates. Another form of co-operation is the multi-stakeholder partnership (MSP). An MSP

is a long-term partnership between state, civil-society and private-sector stakeholders that usually aims to address complex overarching challenges for particular sectors or individual products. A prominent example of an MSP is the German Initiative on Sustainable Cocoa, the members of which are seeking to make cocoa farming more sustainable by sharing their knowledge and experience. The Initiative's goal is to improve the livelihoods of cocoa farmers and conserve natural resources.

WHAT ARE THE DEVELOPMENT BENEFITS?

The DEval evaluation concludes that co-operation with private businesses is in principle a relevant and appropriate means of contributing to poverty reduction and food security, which are the main goals of German development co-operation in the agricultural sector. Technical co-operation in agriculture pursues a market-based approach designed to promote growth and thus create jobs. Private-sector businesses can be important partners in this approach. A direct and frequently observed result of such co-operation is an increase in agricultural production in the value chains supported.

However, evaluations have found that the poorest population groups are unable to benefit directly from such market-based approaches because they lack the resources (land, know-how, labour, finance) that are needed for participation in value chains. For smallholders with a certain level of resources, though, it is a very promising avenue. All participants must therefore be clear about which goals can realistically be achieved by co-operation with the private sector – and which cannot.

As a further benefit – regardless of sector – it has also been found that, as a result of the interest of private-sector companies in developing long-term business relationships, the activities tend to be continued after the end of the development co-operation project. However, it is also noticeable that the development-related components are often scaled back severely when the project ends.

It is virtually impossible to say whether co-operation with the private sector actually adds value in practice by comparison with project implementation by technical co-operation alone. One of the reasons for this is that the implementing organisations' monitoring and evaluation systems are not designed to yield a separate assessment of the companies' activities and contributions to the goals of a project. This

problem is particularly acute for iDPPs because of the way they are integrated closely into “normal” bilateral development co-operation programmes. The inadequate identification and measurement of the impacts and benefits of co-operation with the private sector appears not to be limited to German development co-operation; in the international literature, too, authors lament the absence of reliable information on the effects of such co-operation.

Alongside the intended positive effects there is also always a risk of unintended effects that may have adverse consequences for the target groups of the measure or for other population groups. These unintended consequences can range from distortion of markets to breaches of human rights standards and principles. While the duty of development co-operation to examine human rights risks is clearly set out in theory, the DEval evaluation has found that in practice current procedures are not suited to identifying human rights abuses that could occur in projects (the DEval evaluation did not investigate whether co-operative projects with private businesses have already resulted in actual human rights abuses). There is also still a need to clarify how private-sector businesses – which are relatively new partners in development co-operation and not automatically committed to its goals – should be involved in project appraisals. In the agriculture and food sector, companies are under particularly intense public scrutiny and in consequence they often adopt specific sustainability standards or join label schemes. The potential inherent in this can and should be utilised by development co-operation.

PAVING THE WAY FOR SUCCESSFUL CO-OPERATION

The DEval evaluation and other studies have identified various factors that contribute to successful co-operation with the private sector. For example, because development co-operation and private businesses have different objectives, it is important to identify the commonalities in order to ensure that all the stakeholders involved in the project are pursuing the same goals and can benefit from the joint activities. There are usually more commonalities with sourcing companies – that is, companies that buy raw materials or products from the partner countries of development co-operation – than with companies that seek to sell their products there. This is because the activities of sourcing companies tie in particularly well with those of development co-operation – many development co-operation projects involve expanding

and improving the quantity and quality of products and value chains. In this situation, companies acting as purchasers are a crucial element in the functioning of the chain. At the same time, these companies benefit more from the development co-operation activities, for example if these activities involve training and organising the smallholders. Companies with products to sell, on the other hand, find that in the partner countries they encounter stiff competition from providers from other countries who are often able to offer their products at lower prices; in addition, the groups targeted by development co-operation are often not the typical clientele of the private-sector companies.



Private-sector involvement must never be at the expense of the target groups of development co-operation

The ultimate aim is to develop inclusive business models that benefit, inter alia, the poorer smallholders who are the target group of development co-operation, since this does more to reduce poverty. However, a frequent obstacle here is the fact that smallholders lack the financial resources needed in order to make use of the innovations on offer. Loans are available to these smallholders only at excessively high rates of interest, if at all. Development co-operation must therefore seek to ensure that the provision of financial services for the groups targeted by development co-operation is given high priority. When negotiating the common ground, it is also necessary to make sure that any potential areas of conflict are identified and spelt out. For example, it is in the interests of sourcing companies to buy their products at the lowest possible prices, while it is the task of development co-operation to promote the degree of organisation and hence the negotiating position of small-scale farms. Private-sector involvement must never be at the expense of the target groups of development co-operation.

In recent years there has been an increased focus on the establishment of equal partnerships between development co-operation and private businesses; such a partnership is a key factor in the success of a co-operative project. However, implementation of the partnership concept is hindered by a number of obstacles that arise from the differing ways in which the partners operate. These obstacles include inadequate understanding of the other partner's

objectives, a lack of private-sector know-how in German development co-operation and extensive formalities that result in businesses complaining about the excessive bureaucracy and inadequate flexibility of the implementing organisations. However, critics should remember that development co-operation uses tax revenues and is subject to particular regulations and values – so that while greater flexibility and faster processes are desirable, they are only to a certain extent possible. The partial lack of private-sector know-how means that the potential of a co-operative project is not always recognised and utilised by development co-operation operatives; furthermore, this lack makes communication with private-sector partners more difficult. At the same time, the development policy objectives must also be recognised and shared by the co-operating businesses.

The fairly short project terms in German development co-operation also pose a challenge, because private-sector companies think and plan long-term. Developing trust between possible business partners and establishing formal business relationships is invariably a protracted process. In the agricultural sector the difficulties are compounded by the dependence on vegetation periods and the possible impacts of bad weather conditions. In addition, introducing technological and agronomic innovations to smallholders can take a great deal of time – time that is often not available in development co-operation projects.

In conclusion, there is no doubt that the trend towards co-operation with private-sector companies to promote the agricultural sector will continue. It is therefore essential for development co-operation to do more to acknowledge private businesses as equal partners than has previously been the case. In addition, development co-operation must be more systematic in identifying how the private sector can contribute and what added value for development arises as a result – partly in order to learn from this for itself and make more appropriate use of such co-operation in future, and partly in order to be better able to explain the advantages of co-operation to a critical public.

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For references, see online version of this article at: www.rural21.com



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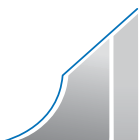
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