



# BRUSSELS RURAL DEVELOPMENT BRIEFINGS

## A SERIES OF MEETINGS ON ACP-EU POLICY DEVELOPMENT ISSUES



### Agriculture as an engine of economic reconstruction and development in fragile countries

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June, 2018







## **Briefing n. 51 Agriculture as an engine of economic reconstruction and development in fragile countries**

Brussels, 27 June 2018

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The information in this document was compiled as background reading material for the 51st Brussels Development Briefing on the topic of Agriculture as an engine of economic reconstruction and development in fragile countries. The Reader and most of the resources are available at: <http://brusselsbriefings.net>



# Table of Contents

<b>1. Context .....</b>	<b>4</b>
<b>2. Policy engagement in favour of resilience .....</b>	<b>9</b>
<b>3. Fragility and agriculture.....</b>	<b>18</b>
<b>4. Agriculture Successes in the Context of Fragility.....</b>	<b>21</b>
<b>6. The way forward.....</b>	<b>38</b>
 <b>Annex</b>	
<b>Glossary .....</b>	<b>39</b>
<b>Acronyms .....</b>	<b>42</b>
<b>Resources.....</b>	<b>46</b>
<b>Websites.....</b>	<b>51</b>
<b>Endnotes .....</b>	<b>52</b>





## 1. Context

### 1.1. Approaches and definition to fragility

It is important to establish that there is no universal definition of “fragility”, and periodic advances in the understanding of fragility have led to changes in the way that this issue is addressed by the international community.

Confusion still reigns among international actors over how to define “state fragility” and what distinguishes fragile states from general conditions of underdevelopment and poverty as underlined.<sup>1</sup>

Perhaps the most widely used definition is that of the OECD which characterises fragility as **“the accumulation and combination of risks combined with insufficient capacity by the State, system, and/or communities to manage it, absorb it, or mitigate its consequences”**. *Fragility can lead to negative outcomes including violence, the breakdown of institutions, displacement, humanitarian crises or other emergencies.*<sup>2</sup>

Fragility is evaluated over five dimensions: political, societal, economic, environmental and security.”<sup>3</sup> There are alternative definitions of fragility, which are used by the African Development Bank<sup>4</sup>, the World Bank<sup>5</sup>, The Fund for Peace and other international actors, and approaches to the definition of this subject have developed over the decades. Although they are not synonymous, violence, conflict, poverty and fragility are intertwined, and feature heavily in the literature on fragile states, and as factors having the most detrimental effects on a country’s development.

Fragility results from the complex interplay of weak societal institutions confronted with internal and external stresses. Fragility has many dimensions and exists along a spectrum that ranges from fragility to resilience (stability). It commonly refers to situations in which the state is not able to perform basic state-related functions, such as securing control over territory, enforcing national laws and regulations, ensuring citizens’ security, providing basic public goods such as access to justice.

Symptoms of state fragility include: (i) high poverty rates; (ii) large numbers of refugees and internally displaced persons (IDPs); (iii) low levels of internal tax revenue generation; (iv) dependence on external resources (ODA, FDI, and remittances); (v) high indebtedness; (vi) strong reliance on primary products; (vii) low degree of export diversification; (viii) low human development; (ix) endemic corruption, and (x) poor soft and hard infrastructure.<sup>6</sup>



## Agriculture as an engine of economic reconstruction and development in fragile countries

The OECD defines fragility as *The combination of exposure to risk and insufficient coping capacity of the state, system and/or communities to manage, absorb or mitigate those risks. Fragility can lead to negative outcomes including violence, the breakdown of institutions, displacement, humanitarian crises or other emergencies.*<sup>7</sup>

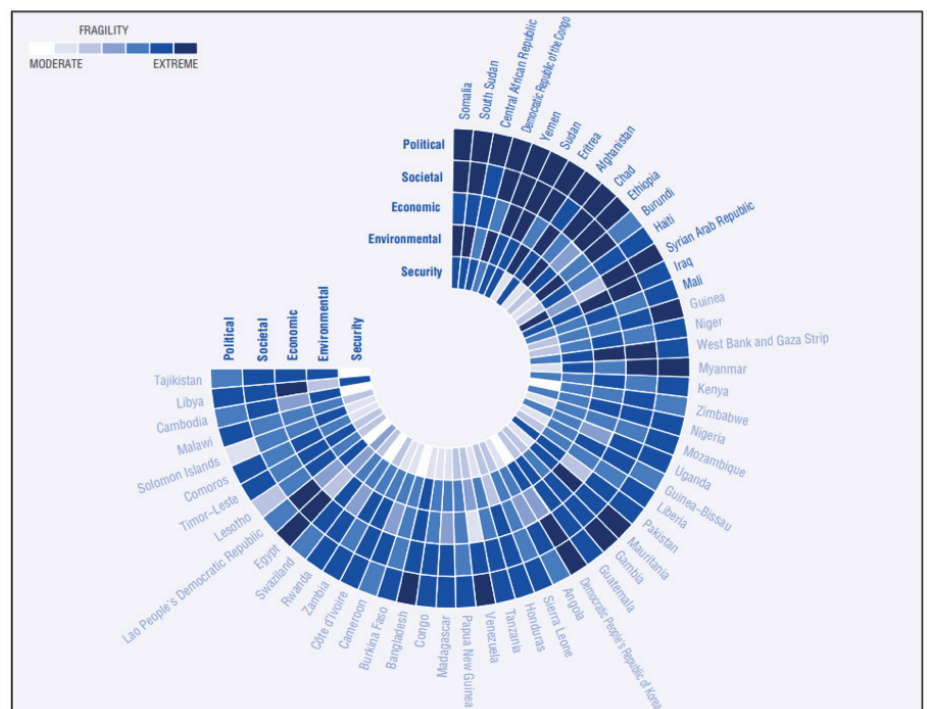
States of Fragility 2016 characterises fragility as the combination of exposure to risk and insufficient coping capacity of the state, system and/or communities to manage, absorb or mitigate those risks. Fragility can lead to negative outcomes including violence, the breakdown of institutions, displacement, humanitarian crises or other emergencies. The OECD's fragility framework provides a comprehensive picture of fragility around the world. The calculations reflect a systems-based conceptualisation of fragility. Risks and capacities are measured in five dimensions: economic, environmental, political, security and societal. In addition, capacities are measured at state level, as well as incorporating the various formal and informal mechanisms societies can draw upon to cope with negative events and shocks. The choice of these dimensions, and the decision to take a whole of society approach to fragility, is based on expert judgement. It is one of the key outcomes of the consultation process underlying the new OECD fragility framework.

An alternative approach looks at fragility as a measure of the extent to which the actual practices and capacities of states differ from its idealized image (Carment, Prest and Samy 2009, 2008), with the methodology often found in political sciences literature focusing on elements of fragility represented by Authority (A), Legitimacy (L), and Capacity (C).<sup>8</sup>

Other definitions of fragility, such as that of the Overseas Development Institute (ODI), which accordingly uses a results-based measure of fragility, whereby “fragile countries are best thought of as those where poverty prevalence is high and where the rate of improvement is slow. This definition mostly overlaps with the OECD one, but is simpler to measure and is more directly operational for aid agencies.”(ODI, 2017).

Fragilities impose large costs and hardships on local populations that can spill over to neighbouring countries— directly through conflict, crime, and disease, but also through economic linkages. Those countries also face a heavy reliance on development aid. In 2017, almost 124 million people across 51 countries and territories faced crisis levels of acute food insecurity or worse and required urgent humanitarian action. In 2016 the population in need of urgent action was estimated at 108 million across 48 countries. Prolonged drought conditions also resulted in consecutive poor harvests in countries already facing high levels of food insecurity and malnutrition in eastern and southern Africa. North-east states of Nigeria, South Sudan, Somalia and Yemen have experienced significant acute food insecurity and malnutrition. Famine was declared in February 2017 in two counties of South Sudan.

Figure 1. The 2016 OECD fragility framework diagram



Source: OECD (2016)





## 1.2. Geographical distribution of Fragile States

In terms of the scope of fragility, the OECD identifies 56 countries as having fragile situations – which are home to over 1.6 billion people or 22% of the global population.<sup>9</sup> There is no single characteristic of a fragile country and the fluidity or evolution of fragility in a temporal dimension raises challenges of its own in terms of quantifying the numbers of people affected by fragility, its impact on communities and populations, as well as in the development of responses to fragile situations. This creates further difficulties when it comes to monitoring and evaluation of fragile situations, and the literature on fragility frequently refers to limitations in availability of data and information.

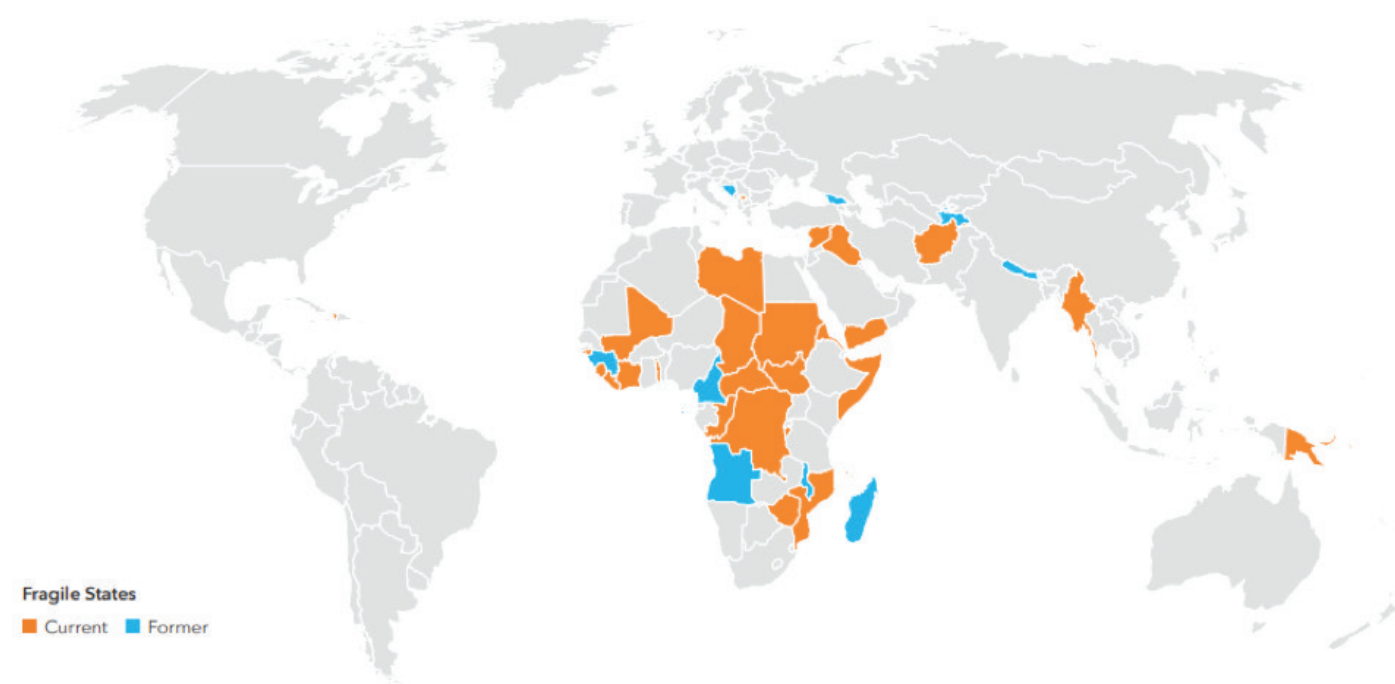
**The Fragile States Index (FSI)<sup>10</sup>** is an annual ranking of 178 countries based on the different pressures they face that impact their levels of fragility. The Index is based on The Fund for Peace's proprietary Conflict Assessment System Tool (CAST) analytical approach. Based on comprehensive social science methodology, three primary streams of data – quantitative, qualitative, and expert validation – are triangulated and subjected to critical review to obtain final scores for the FSI. Millions of documents are analyzed every year, and by applying highly specialized search parameters, scores are apportioned for every country based on 12 key political, social and economic indicators and over 100 sub-indicators that are the result of years of expert social science research.

Figure 2: World's most fragile states

1. Somalia
2. South Sudan
3. Central African Rep.
4. Sudan
5. Yemen
6. Syria
7. Chad
8. Congo (D.R.)
9. Afghanistan
10. Haiti

Source: Fragile States Index 2016

Figure 3: Geographical Distribution of Fragile States, 2010–17<sup>11</sup>



Sources: Fragile state designations based on World Bank, Harmonized Lists, FY 2011-18; map adapted from mapchart.net.

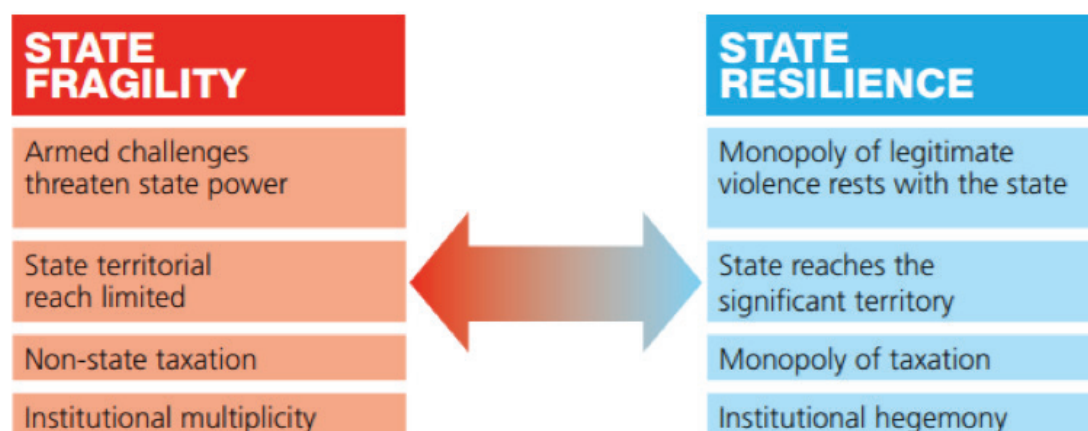


### 1.3. From fragility and resilience to development

Understanding fragility and resilience in states and cities is critical to bring the support that is needed. The whole problem of “state fragility” is to understand why some poor countries are unstable and have been particularly subject to violence and warfare, while others have achieved long periods of peace even in conditions of poverty and low economic growth (Gutiérrez et al. 2011, Gutiérrez 2011). By suggesting that fragile states are those without the will or capacity to function in ways that reduce poverty, ensure development or safeguard human rights, the reigning definitions of state fragility in the policy community fail to distinguish between the particular conditions of “fragility” and the general conditions of “underdevelopment” .

By definition all of the least developed countries demonstrate a lack of capacity to reduce poverty or promote development. Many low-income and even middle-income countries are a long way from ensuring the protection of human rights. A definition of “state fragility” that is useful both analytically and for policy intervention needs to highlight what distinguishes fragile states from the rest of low-income developing countries. Clearly, Afghanistan (Giustozzi 2008a) and the DRC (Hesselbein 2007) – like Somalia and Haiti, where state organisations hardly function and where wave upon wave of violent conflict or war have prevented a modicum of state consolidation – pose a very different set of challenges than Tanzania or Zambia, or Malawi, where poverty remains profound, human rights imperfectly protected, but people generally live in peace.

Figure 4: Four dimensional State Fragility to Resilience Spectrum



Source: James Putzel and Jonathan Di John. *Meeting the Challenges of Crisis States*. Crisis States Research Centre at the London School of Economics and Political Science. 2012





## Agriculture as an engine of economic reconstruction and development in fragile countries

Promoting development – or progress towards accelerated growth and poverty reduction – requires both transcendence of basic fragility and the creation of further state capacity to promote an intensification of economic integration within a state's territory and a step-change in productivity in agriculture, manufacturing, wider industry, trade and key service delivery.

The way “state fragility” is defined in the policy community loses sight of the huge distance that must be traversed from both conditions of fragility and stagnant resilience to a situation where the state is presiding over accelerated growth and poverty reduction.

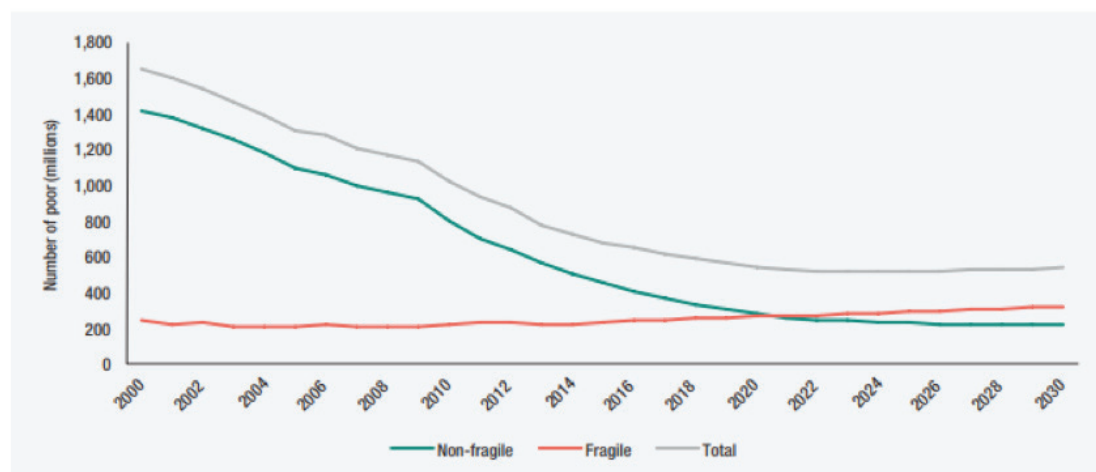
A “developmental” or “transformational” state has to be able to create incentives and conditions for the holders of wealth to invest in productivity raising economic ventures, and incentives and conditions for labouring people to work for wages.

Fragility is an issue of pressing concern, as it contributes to wide-reaching consequences and spill over effects, often affecting acutely the most vulnerable members of society, namely women, children, the sick and elderly. By many estimates, the state of fragility worldwide has become a leading matter of concern for development actors and institutions. On the one hand, globalisation has led to the wider reach of risks and their repercussions – including the recognition of fragility as a concern in middle-income countries.<sup>12</sup> On the other hand, the overall global poverty/development gap lessened in the last decades has led to a marked shift in focus towards those countries that can be characterised as “fragile”, where it is estimated that poverty will be concentrated in the future.<sup>13</sup> At local and national levels, fragility leads to widespread internal displacement of communities and villages, with rural areas facing the most significant challenges as livelihoods of are dependent on access to land, markets and labour.

### 1.3.1 Linking Fragility to Poverty<sup>14</sup>

The concentration of poverty in fragile contexts follows from three facts. Their annual economic growth is usually low, so there are few opportunities to escape poverty. Even when growth is rapid for a few years, it is not sustained, so the long-term average growth rate remains low; annual growth tends to be volatile, with any gains in one year offset by setbacks later, either due to conflict, natural disaster or other economic and political shocks. Long-term growth forecasts, therefore, either extrapolating from a decade of growth from IMF sources or using the shared socio-economic pathways developed by the International Institute for Applied Systems Analysis (IIASA) and the OECD for climate modelling, are also low. In addition, overall population growth in fragile states is higher than in non-fragile contexts, reinforcing the poverty dynamics. The number of extreme poor living in fragile states is rising and will soon exceed the number living in non-fragile states.

Figure 5: Rising poverty in fragile states could soon end global poverty reduction.



Source: World Data Lab, 2017



## 2. Policy engagement in favour of resilience

The OECD describes resilience as “the ability of households, communities and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means for living in the face of long-term stresses, change and uncertainty” (OECD, 2014). Perspectives on how to address fragility have evolved in recent decades, much like the understanding on the topic itself. For the first half of the 20th century, the focus was much more on peacebuilding and bolstering security, with a progression towards institution building and governance as the focus of the late 20th century. Current approaches are

more dynamic, looking at fragility beyond a binary nature where the characterisation of all the factors related to a situation of fragility as “bad” or “good”. The same goes when it comes to resilience and its relationship with fragility. “Early research in the resilience field conceptualised fragility and resilience as “opposite ends of a spectrum”. However, more recent work has emphasised that fragility and resilience actually “co-exist” and their relationship is complex and dynamic, with changes in one not necessarily leading to a commensurate change in the other (de Boer, 2015b).”<sup>15</sup>

### EU Definition of Resilience<sup>16</sup>

The European Union (EU) defines **resilience** in the EU 2012 Communication on the EU Approach to Resilience: Learning from Food Security Crises as ‘*the ability of an individual, a household, a community, a country or a region to withstand, to adapt, and to quickly recover from stresses and shocks*’. A joint instruction letter defined the goals of the resilience approach as “*more effective EU collaborative action, bringing together humanitarian assistance, long-term development cooperation and on-going political engagement... leading to a reduction in humanitarian needs and more sustainable and equitable development gains*”. The main elements of operationalizing the EU approach, as outlined in the 2012 Communication and 2013 Council Conclusions, include: (i) adapting financing instruments, (ii) understanding the underlying causes of food security, (iii) comprehensive and collaborative EU political-development-humanitarian action, (iv) coordinated, multi-sectoral action, (v) measurement of resilience outcomes, and (vi) national ownership.

Figure 6: Fragility, its drivers and manifestations



Source: African Development Bank (2015)



## Agriculture as an engine of economic reconstruction and development in fragile countries



Greater attention is being placed on identifying local solutions and approaches to fragility, in recognition of the limitations presented by externally funded interventions and programmes, which are contingent on the availability of funding and resources, the degree of political will to act, and the level of priority that the situation presents. This point is especially advocated by the LSE-Oxford Commission on State Fragility, Growth and Development, which was launched in March 2017 to guide policy to address state fragility.<sup>17</sup> The Commission cautions against transplanting models from developed, OECD countries into fragile states, and then expecting these to resolve the issue; rather action should be framed around the promotion of solutions that are relevant to the situation of fragility experienced in any individual country or region.<sup>18</sup>

Perhaps the most critical policy development in the support towards fragile countries has been the move away from a staggered or sequential approach towards engagement in situations of fragility. In practice, this has meant that international donors and partners begin their engagement with efforts towards stabilisation (political, environmental, etc.), and only when progress has been advanced or achieved in this regard, will support begin towards working with the private sector and promoting economic activity. Given the restrictions in funding and implementing long-term support in fragile countries, private sector development often gets neglected, and as a result, populations and communities ultimately remain trapped in a cycle of dependence on external finance or aid.

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### Fragility and the Economy<sup>19</sup>

In most post-conflict countries, assistance includes disarmament, demobilization, reinsertion, and reintegration (DDRR or DDR) programs for ex-combatants to discourage them from re-joining militias. These programs generally combine temporary job creation and training, although employment per se is generally secondary to the primary objectives of reintegrating ex-combatants and reducing the risk of renewed conflict. In part because of their complexity, these programs have at times drawn criticism for inadequate financing, poor administration, corruption, and resentment generated by the targeting of perceived instigators of conflict. Evaluations have pointed out that training and economic opportunities to youth and/or women need to be accompanied by interventions that increase their access to important assets such as land and stronger legal rights. For women, successful interventions must help them enter the cash economy by reducing their domestic burden. Moreover, training programs—although a frequent component of programming in fragile environments—do not always address actual market demand or specific employment opportunities.



## Agriculture as an engine of economic reconstruction and development in fragile countries

Post-conflict economic performance apparently significantly affects the likelihood that post-conflict countries will maintain peace. Collier's data shows that in the first decade after peace, a stagnant economy gives a country a 42.1% risk of relapse, while a 10 percent growth rate reduces the risk to 26.9%.

A better understanding of fragility and resilience building has led international and donor organisation to move towards a more balanced approach, which recognises the importance of promoting economic activity and functional markets, even during situations of fragility and concurrent with emergency support and interventions. Communities affected by fragility therefore have greater opportunities to resume their livelihoods or undertake new economic activities, during and especially after levels of stability have increased. According to USAID (2009), 'The purpose of economic growth programming in post-conflict countries is both to reduce the risk of a return to conflict and to accelerate the improvement of well-being for everyone, particularly the conflict-affected population.'

This is not to minimise the importance of emergency and disaster management interventions, which are critical to stemming the deepening of fragility within a country. Rather, actions that promote resilience across many domains, including economic, should be seen as complementary, because they ultimately address some of the underlying issues that contribute towards fragility, such as unemployment and lack of opportunities.

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### a. The New Deal for Engagement in Fragile States

International understanding of fragility has evolved and is recasting the framework of development assistance. Key insights that are calling for a revised engagement of the international community in these environments are the following: (i) the importance of adopting a state-building approach focused on inclusive politics, citizen security, and justice—in addition to more traditional human and economic development needs; (ii) the need to allow a long time, perhaps a generation, to build the necessary capable and legitimate institutions that can effectively manage the challenges of fragility; and (iii) the need for sustainable employment generation and improved livelihoods through private sector development.

Fragile states showed also slow progress in achieving the majority of the MDGs<sup>20</sup> (OECD). In this context, the international community is developing forms of engagement that stress peacebuilding, social cohesion, and statebuilding. They incorporate recognition of the need for sustained engagement, a willingness to take calculated risks in uncertain environments, fuller

attention to the political economy of reforms and capacity constraints, and coordination of donor efforts.

The 2008 Third High-level Forum on Aid Effectiveness in Accra, Ghana, marked an important step towards a new approach to fragile states. Donors and fragile and conflict-affected states launched the International Dialogue on Peacebuilding and Statebuilding (IDPS), which for the first time gave fragile states an equal voice. The emergence of the g7+, in the wake of the 2008 High-level Forum in Accra, a group of seven of the world's most fragile and conflict-affected developing countries – Afghanistan, the Central African Republic (CAR), Côte d'Ivoire, the DRC, Haiti, Sierra Leone and Timor Leste – started to advocate for a major change in the way donors engage with them and called for support to country-led and country-owned pathways for their transition from fragility to resilience.

The international framework for assistance has been evolving with the adoption of the "New Deal for Engagement in Fragile States" in 2011. The international community endorsed an innovative approach for engagement in fragile situations at the Fourth High Level Forum in Busan. The "New Deal for Engagement in Fragile States" focuses on peace- and state-building, new ways of engaging by supporting inclusive, country led transitions out of fragility and placing trust in a new set of commitments to provide aid and manage reforms for better results. In addition, the Busan document articulates the goal of "resilience" against a spectrum of possible "shocks" wider than violence and conflict, and that include health pandemics, the effects of climate change, economic downturns, food and fuel price crises and natural disasters. This broad consensus on



# Agriculture as an engine of economic reconstruction and development in fragile countries



engaging in fragile situations lays the foundations for a new development partnership. Since its principles were formulated with active participation of the recipient-self-declared “fragile”- countries through the G7+, it is considered more promising than previous approaches. This consensus has become part of the discussions in Africa and elsewhere on the development of the Post-2015 agenda

## EU Approach: the New Deal for Engagement in Fragile States<sup>21</sup>

The [New Deal for Engagement in Fragile States](#) (New Deal) was drafted and negotiated by the [International Dialogue for Peacebuilding and Statebuilding](#) (IDPS) and endorsed by over 40 countries and organizations, including the EU at the 2011 High-Level Forum on Aid Effectiveness in Busan, Korea. It was reconfirmed and renewed in Stockholm in April 2016, making the clear connection to Agenda 2030.

The purpose of the New Deal is to improve current development policy and practice in situations of

fragility and conflict, in line with basic aid effectiveness principles. It commits its signatories to support inclusive country-led and country-owned transition out of fragility. The New Deal has three pillars: [the 5 Peacebuilding and Statebuilding Goals \(PSGs\)](#) and the [FOCUS and TRUST principles](#), which refer to the way of engagement and the way of working together for results respectively.

It is at the global level, where the IDPS has been most successful and the g7+ has established itself as a group on the international scene. In terms of policy advocacy and making the link between peace and security and development, the IDPS was instrumental for the inclusion of SDG 16 for peaceful, just and equitable societies in the Agenda 2030. After an [independent review of the New Deal](#) and a more inward-looking period of reflection, leading to the adoption of the above-mentioned Stockholm Declaration and a [new Strategy in March 2017](#) (also in [FR](#)), the IDPS is now gearing up to

**reboot its engagement in-country and in international fora using the New Deal to support SDG implementation on the ground in fragile contexts.** The strengthened focus on country implementation is motivated by the recognition that Agenda 2030 will fail the world’s poorest people by 2030 without concerted action to apply the partnership principles of the New Deal.

Starting in 2017, the EU has taken over the **Co-chairmanship of the Implementation Working Group (IWG) of the IDPS for a 2 year period**, along-side the Central African Republic for the g7+ and the CSPPS (represented through CORDAID). The EU seems well equipped for the new focus on country level implementation given the wide network of Delegations, the directions provided in the new [European Consensus for Development](#) and the policy proposal for enhanced support to state and societal resilience in partner countries, as well as the established practice of using country systems, in particular through Budget Support and State-Building Contracts.

Figure 7: The New Deal for Engagement in Fragile States

The New Deal for Engagement in Fragile States' three dimensions of support		
<b>Peace and State-building Goals (PSG)</b>  <b>PSG1-Legitimate politics:</b> Foster inclusive political settlements and conflict resolution.  <b>PSG2-Security:</b> Establish and strengthen people's security.  <b>PSG3-Justice:</b> Address injustices and increase peoples' access to justice.  <b>PSG4-Economic Foundations:</b> Generate employment and improve livelihoods.  <b>PSG5-Revenues &amp; Services:</b> Manage revenue and build capacity for accountable and fair service delivery.	<b>Support country-led transitions</b>  1) Fragility assessment which is country-led  2) One vision and one plan to address the PSGs  3) Compact to implement the one vision one plan and guide partnership  4) Use the PSGs to monitor progress  5) Support political dialogue and leadership for effective peace and state-building	<b>Commitments for results</b>  1) Transparency in the use of domestic resources  2) Risk that is jointly assessed and managed for greater investment  3) Use of country systems, building and delivering through them  4) Strengthen local capacities to build peaceful states  5) Timely and predictable aid through tailored mechanisms

In 2017 the EU addressed the issue of fragile states in a joint communication from the Commission and the Council entitled **A Strategic Approach to Resilience in the EU's external Action**<sup>22</sup>

It highlights the importance of bridging the gap between humanitarian interventions and development cooperation. It recognises the need to move away from crisis containment to a more structural, long-term, non-linear approach to vulnerabilities, with an emphasis on anticipation, prevention and preparedness.

Source: African Development Bank (2015)



### b. European Union – Building Resilience in the Sahel and Horn of Africa<sup>23</sup>

The European Union (EU) engages with over 50 countries affected by conflict and fragility. It has Delegations in the 50 or so countries that can be considered in situations of conflict or fragility. Beyond the Delegations, there are 12 EU Special Representatives (as of January 2014). Nearly all Special Representatives work in fragile and conflict-affected countries or regions, or on fragility-related themes. The EU's engagement in situations of conflict and fragility spans a wide range of interventions. The engagement also involves other issues that can directly affect fragility and conflict, such as trade, investment, global economic governance and financial regulation, energy, the environment and regional integration.

In 2012, the EU's development cooperation with countries in situations of conflict and fragility represented EUR 4.9 billion (a budget managed by the Directorate-General for International Cooperation and Development – EuropeAid (DEVCO), or 59% of total EU assistance. This makes EU institutions the second-largest provider of assistance in situations of conflict and fragility – after the United States and before the World Bank. The top three recipients of such assistance in 2012 were Egypt, the Occupied Palestinian Territories and Bosnia and Herzegovina. Taking a longer view, over 2000–12, the top three recipients were the Occupied Palestinian Territories, Afghanistan and Ethiopia. The EU is also engaged in situations of conflict and fragility through electoral observation missions and Common Security and Defence Policy (CSDP) missions.

There were 16 CSDP missions in July 2014, civilian and military, representing over 7000 personnel.

Several events have contributed to triggering the development of regional and national strategic approaches. The most important were: the Niger crisis in 2005, the 2007/2008 world food prices crisis, the 2009/2010 pastoral crisis in the Sahel, and most significantly the 2011/2012 food crisis in the Horn and the Sahel. More recently there have been the instability in the Sahel, the migrant crisis in Europe, and El Niño in 2015/2016.

The EU's 2012 Communication on the EU Approach to Resilience: Learning from Food Security Crises defines resilience as 'the ability of an individual, a household, a community, a country or a region to withstand, to adapt, and to quickly recover from stresses and shocks'. It aims at "more effective EU collaborative action, bringing together humanitarian assistance, long-term development cooperation and on-going political engagement ... leading to a reduction in humanitarian needs and more sustainable and equitable development gains". Its operationalisation includes: (i) adapting financing instruments, (ii) understanding the underlying causes of food security, (iii) comprehensive and collaborative EU political-development-humanitarian action, (iv) coordinated, multi-sectoral action, (v) measurement of resilience outcomes, and (vi) national ownership. The EU approach is a shared inter-service responsibility of DEVCO, European Commission Humanitarian aid and Civil Protection department (ECHO) and the European External Action Service (EEAS).

#### Funding Resilience

The core instruments used for funding resilience to food crisis in the Sahel and Horn of Africa regions include the European Development Fund (EDF) and DCI-Food for DEVCO, and ECHO Humanitarian Implementation Plans (HIPs).

CDEVCO and ECHO commitments related to the EU resilience approach in the Horn and Sahel totalled about five billion Euro over the period 2007–2015: 2.2 billion by DEVCO (excl. €687m GBS) and 2.6 billion by ECHO. DEVCO commitments varied considerably on a yearly basis, with peaks in 2009 (launch of the Facility for rapid response to soaring food prices) and in 2013 (just after the EU Communication on Resilience was issued). Two thirds of total commitments related to Agriculture (36%) and Food and nutrition assistance (32%). Nine out of the 25 countries accounted for 83%: Burkina Faso, Kenya, Somalia, Niger, Mali, Ethiopia, Chad, South-Sudan and Senegal. More in-depth analysis on those nine countries shows that resilience-related decisions were focused in about 75% of cases on sudden onset climate shocks and less on longer-term changes. It also shows that a high number of decisions related to agricultural production (70%), followed by food and nutrition assistance (26%) and health and nutrition (22%). ECHO resilience-related contracts grew slowly from 2007 with a peak in 2012. The share of humanitarian aid directed to the Sahel has grown significantly and consistently over the period. This is associated with a strategic decision to invest in addressing chronic malnutrition and vulnerability, as outlined in the 2010–2014 ECHO Sahel strategy. This has aligned ECHO programming in this region to a resilience objective. Over the



## Agriculture as an engine of economic reconstruction and development in fragile countries



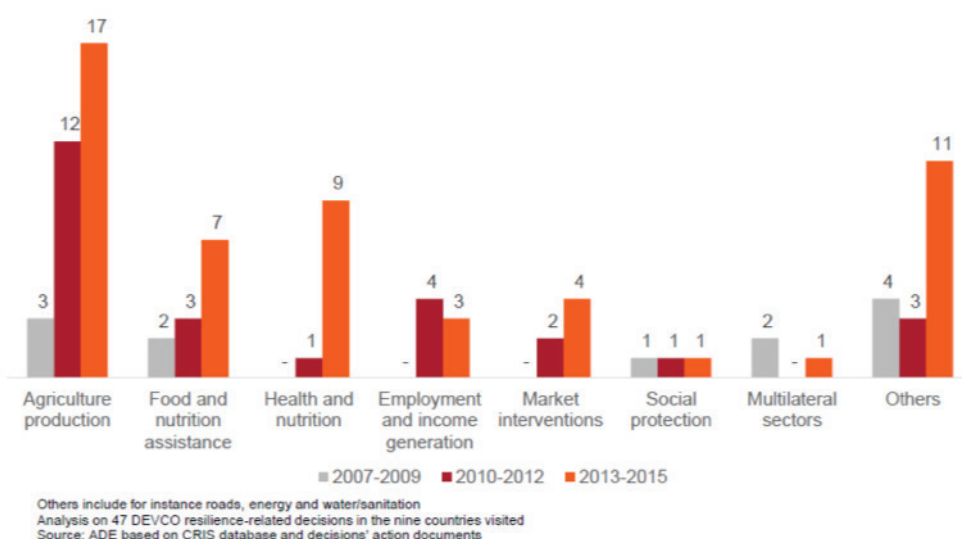
entire evaluation period, aid directed to the Sahel region amount to almost a third (31%) of the 2.6 billion contracted by ECHO; more than 60% related to the Horn of Africa region. The pattern of expenditure appears to broadly follow patterns of humanitarian needs. The two main sectors supported were Food and nutrition assistance and Health and nutrition. The World Food Program, UNICEF and Save the Children are the three most important partners, accounting for 64% of the total contracted amount. The share of NGOs increased in recent years. In terms of countries, the top-10 beneficiary countries are largely the same for DEVCO and ECHO, albeit with differences in order. Ethiopia received by far the most funding from DEVCO with €422m, followed by Niger with €151m and Kenya with €148m. For ECHO, Sudan was the largest beneficiary with €537m, followed by Ethiopia with €326m; Somalia, Niger and South Sudan also received more than €250m each.

### Alliance Globale pour l'Initiative Résilience-Sahel (AGIR) and Supporting the Horn of Africa's Resilience (SHARE)

AGIR is the EU's regional resilience programme in the Sahel and West Africa. It supports 14 countries in strengthening the resilience of the most vulnerable. It is a policy tool that aims at bringing together regional and international stakeholders to coordinate on a common results framework. It was launched in 2012 at the initiative of the EU, with the support of the Sahel and West Africa Club (SWAC/OECD). It is now (2016) under the technical and political leadership of the Permanent Interstates Committee for Drought Control in the Sahel (CILSS), ECOWAS, and the West African Economic and Monetary Union. The EU leads the group of Technical and Financial Partners, composed of key donors and UN agencies. AGIR aims to achieve 'Zero Hunger' by 2032,

through a focus on four strategic pillars: (i) livelihoods and social protection for the most vulnerable; (ii) health and nutrition of vulnerable households; (iii) agricultural and food productivity, access to food of vulnerable households; (iv) better governance for food and nutrition security. The Regional Roadmap adopted in 2013 sets indicators for monitoring progress with a view to reducing chronic malnutrition by more than half, reducing acute malnutrition by more than two-thirds, generalizing access to basic social services, and decreasing the child mortality rate. AGIR is also used as a framework for designing Country Resilience Priorities (CRP). Since the adoption of the Regional Roadmap all 17 countries in Sahel and West Africa have launched the process of discussing and designing their CRP. By 2016 eight countries had adopted a CRP (Burkina Faso, Cabo Verde, Chad, Côte d'Ivoire, Gambia, Mali, Niger, and Togo) and three were in the process of adopting it (Guinea

Figure 8: Evolution of Areas Supported by Resilience Building Decisions (Evaluation focal countries)



Source: EU Approach to Building Resilience to Withstand Food Crises in African Drylands (Sahel and Horn of Africa) 2007-2015



## Agriculture as an engine of economic reconstruction and development in fragile countries

Bissau, Mauritania, and Senegal). The operationalization of AGIR has been supported through various EU instruments (11th EDF [European Development Fund], Global Public Goods and Challenges, ECHO's Humanitarian Implementation Plan [HIP], Instrument contributing to Stability and Peace [IcSP], PRO-ACT, EU Emergency Trust Fund for Africa, etc.) Launched in 2012 by the EU, SHARE is a strategy that aims at "breaking the vicious cycle of crises in the region". SHARE tries to improve coordination and information exchange between humanitarian and development assistance through a common framework of intervention and analysis. It combines national-level interventions with a regional approach. SHARE focuses on the lowlands and drylands, and pays attention to the role of pastoralism and livestock, and of natural resources management in livelihoods. It also uses an integrated food security approach that incorporates nutrition, food production and market development. SHARE supports the IGAD's Drought Resilience and Sustainability Initiative (IDDRSI) in its effort to coordinate and help with the drafting of Country Programming Papers (CPP). All IGAD Member States (Djibouti, Ethiopia, Kenya, Somalia, Sudan, South Sudan and Uganda) have drafted a CPP.

### c. African Development Bank - High Level Panel on Fragile States and AfDB Group Strategy 2014-2019

The Panel was initiated by the Bank as part of its efforts to gain a better understanding on fragility in Africa and advise the international community on the way forward

to end conflict and build peace. The HLPFS identified five drivers of fragility on the continent: poverty and exclusion, the youth bulge, urbanization and spreading informality, extractive industries, climate disruption and resource conflicts. It recommended a two-pronged strategic approach that addresses (emerging) drivers of fragility and builds resilience. New partnerships for building resilience are an integral part of this approach, recognizing that issues of fragility are too broad and too challenging to be tackled by any single institution. Therefore, joint work with partners, building alliances and combining different mandates and sources of expertise are key to effective action. The findings of the HLPFS were endorsed at the 22nd African Union summit in January 2014. The outcomes of the discussion of the report by Heads of State and Bank Governors during the 2014 Annual Meetings in Kigali confirm the Bank's new approach to addressing fragility and building resilience in Africa and provide a platform for the Bank's future engagement.

Guided by its development mandate, the Bank will put the twin objectives of inclusive growth and the transition to green growth at the heart of its engagement in fragile situations. Tackling demographic changes and inequalities through a focus on inclusive growth and meeting the environmental pressures through the promotion of a green growth agenda are highly relevant strategies to address drivers of fragility and build resilience on the continent, with important linkages to peace- and state-building and longer-term prevention of conflict. Based on the Bank's understanding of the key drivers of fragility, three areas of particular strategic importance for building resilience stand out where the Bank should focus its

engagement. These are the need to (i) strengthen state capacity and support effective institutions; (ii) promote resilient societies through inclusive and equitable access to employment, basic services and shared benefits from natural resource endowments; and (iii) enhance the Bank's convening role for a deeper policy dialogue, partnerships and advocacy around issues of fragility.

### d. UN Disaster Risk Reduction

Natural hazards, such as floods, drought, earthquakes, tsunamis and epidemics, have had an increasing impact on humans due to population growth, urbanization, rising poverty and the onset of global environmental changes, including climate change, land degradation and deforestation. Compounding the situation, poor planning, poverty and a range of other underlying factors create conditions of vulnerability that result in insufficient capacity or measures to reduce the potentially negative consequences of natural hazards and disasters. Thus, vulnerability contributes as much to the magnitude of the disaster impacts as do the natural hazards themselves. Action to reduce risk has grown in importance on the international agenda and is seen by many as essential to safeguard sustainable development efforts and for achieving the Sustainable Development Goals (SDGs).

**International decade for natural disaster reduction** An increase in human casualties and property damage in the 1980s motivated the UN General Assembly in 1989 to declare the 1990s the International Decade for Natural Disaster Reduction (IDNDR) (Resolution 44/236). The aim of the IDNDR was





to address disaster prevention in the context of a range of hazards, including earthquakes, windstorms, tsunamis, floods, landslides, volcanic eruptions, wildfires, grasshopper and locust infestations, and drought and desertification.

### **Yokohama strategy and plan of action**

One of the main outcomes of the IDNDR was the Yokohama Strategy for a Safer World and its Plan of Action, adopted in 1994 at the World Conference on Natural Disaster Reduction held in Yokohama, Japan. The Yokohama Strategy set guidelines for action on prevention, preparedness and mitigation of disaster risk. These guidelines were based on a set of principles that stress the importance of risk assessment, disaster prevention and preparedness, the capacity to prevent, reduce and mitigate disasters, and early warning. The principles also stated that the international community should share technology to prevent, reduce and mitigate disasters, and demonstrate a strong political determination in the field of disaster reduction.

### **International strategy for disaster reduction**

At its 54th session in 1999, the UN General Assembly decided to continue the activities on disaster prevention and vulnerability reduction carried out during the IDNDR through the establishment of the International Strategy for Disaster Reduction (ISDR). An Inter-Agency Secretariat and an Inter-Agency Task Force for Disaster Reduction (IATF/DR) for the implementation of the ISDR were also established (Resolutions 54/219 and 56/195, respectively). Among its mandated tasks, the IATF/DR was to convene ad hoc expert meetings on issues related to disaster reduction.

### **The Hyogo Framework for Action<sup>24</sup>**

The World Conference on Disaster Reduction (WCDR) was held from 18-22 January 2005 in Kobe, Japan. The aim of the conference was to increase the international profile of DRR, promote its integration into development planning and practice, and strengthen local and national capacities to address the causes of disasters that hamper development. The 168 States attending the conference adopted the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (HFA) and the Hyogo Declaration. The HFA was endorsed by the General Assembly in Resolution 60/195, and committed governments to five priorities for action to: ensure that DRR is a national and local priority, with a strong institutional basis for implementation; identify, assess and monitor disaster risks and enhance early warning; use knowledge, innovation and education to build a culture of safety and resilience at all levels; reduce the underlying risk factors; and strengthen disaster preparedness for effective response at all levels.

- Moreover, the UN International Strategy for Disaster Reduction (UNISDR) launched in 2012 a paper which outlines substantive issues and a process of consultations as the disaster risk reduction community heads toward the end date of the Hyogo Framework of Action 2005-2015.
- It provides background information; an outline of trends, progress and challenges; and, a discussion on what form of a post-2015 framework. The paper also outlines a consultation process, timeline, and maps out main events to 2015.<sup>25</sup>

### **Global Platform for Disaster Risk Reduction**

In 2006, the Under-Secretary-General for Humanitarian Affairs launched a consultative process to consider practical ways of strengthening the ISDR system to support governments in meeting their commitments to implement the HFA. As outlined in the Secretary-General's reports on the implementation of the ISDR, the main aims were to extend participation of governments and organizations, raise the profile of disaster reduction, and construct a more coherent international effort to support national disaster reduction activities. A result of the consultations was the proposal to convene the Global Platform for DRR as an expanded and reformed successor to the IATF/DR. The Global Platform was envisaged as serving as the primary multi-stakeholder forum for all parties involved in DRR in order to raise awareness on reducing disaster risk, share experience and guide the ISDR system.

Poverty and vulnerability to disasters are integrally linked and mutually reinforcing (Wisner et al. 2004). The poor are forced to exploit environmental resources for survival, thereby increasing both the risk and exposure to disasters, in particular those triggered by floods, drought and landslides. Deforestation and agriculture on marginal land, or destruction of forests for firewood collection, are often induced, or at least exacerbated, by poverty. These practices directly affect the natural environment, and may hurt the very resource base that these poor people are depending on. Indeed, the rural communities, which depend on resource-based activities, are the worst sufferers of the disaster impacts (Shaw 2006).



## Agriculture as an engine of economic reconstruction and development in fragile countries

For many of the world's poor people, four trends threaten to further increase their vulnerability<sup>26</sup>:

- there are many more people living in urban slums built on precarious land.
- the increasing pressure on farmland, caused by drought, population density, and increasing demand for meat and dairy products in emerging economies, means that more people will find it difficult to get enough to eat.
- climate change, environmental degradation, and conflict are likely to drive more people from their homes, stripping them of their livelihoods, assets, and the networks of family and communities that can support them. Some estimates suggest that up to one billion people will be forced from their homes by 2050.
- the global economic crisis is increasing unemployment and undermining social safety nets.

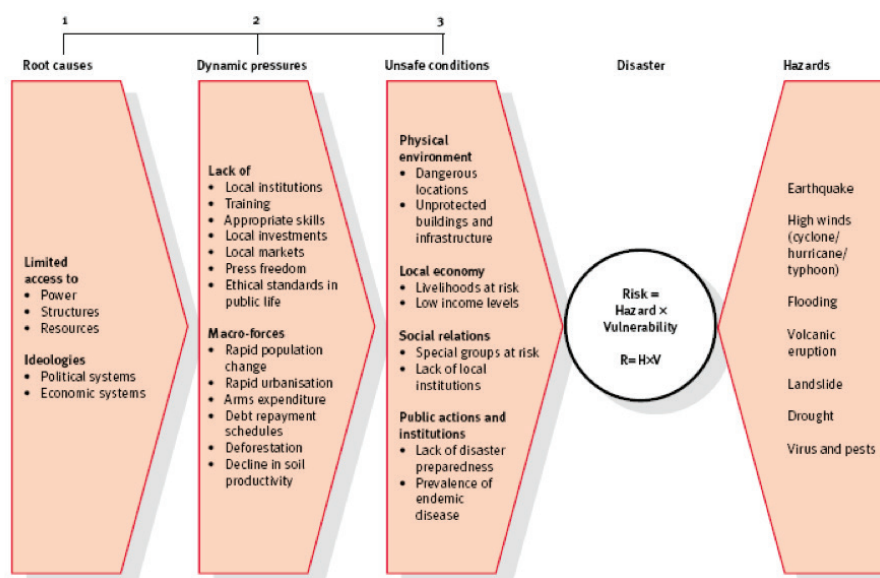
Unlike emergencies following natural catastrophes, protracted crises are often the result of failed institutions and conflicts over resources. They are characterized by poor or non-existent public services, high susceptibility to violence, and the absence of regulation in the productive and trade sectors. As countries become less able to protect their citizens, widespread hunger is a common consequence.

### IFC Conflict Affected States in Africa initiative (CASA)<sup>27</sup>

Launched in 2008 and backed by donor partners from Ireland, the Netherlands, and Norway, IFC's Conflict Affected States in Africa initiative (CASA) is supporting private sector growth, job creation, and increased opportunity in some of the world's poorest and least developed countries. CASA is active in Burundi, the Central African Republic, Côte d'Ivoire, the Democratic Republic of Congo, Guinea, Liberia, Mali, Sierra Leone, and South Sudan—and is also beginning work in Somalia

and Zimbabwe. With staff on the ground, CASA works with public and private sector partners and clients to improve the investment climate, support small business growth, and help countries attract investment and develop larger infrastructure projects. In Liberia, CASA helped establish a commercial code and court and facilitated an electricity partnership that is bringing power back to the capital, Monrovia. In Sierra Leone, CASA helped develop a national small business strategy, and in the Democratic Republic of Congo, CASA was pivotal in the establishment of the country's first special economic zone. Over its first five-year cycle, CASA helped launch 36 long-term IFC advisory projects, helped train about 9,400 people, and advised over 1,280 public and private entities. CASA's second phase will help IFC deepen its impact in conflict-affected countries in Africa.

Figure 9: The progression of vulnerability



B. Wisner et al., *At Risk: Natural Hazards, People's Vulnerability and Disasters* (London: Routledge, 2004), p. 51.





### 3. Fragility and agriculture

The relationship between fragility and agriculture is a complex one, presenting many challenges for governments and policymakers to address. Agriculture systems can suffer significantly because of fragility, whilst also contributing to the conditions for a fragility to emerge and persist. Defining fragility, understanding the agricultural economy in fragile countries, establishing the role to be played by different actors and stakeholders in responding to fragility, capturing lessons from successful or unsuccessful approaches – these are all issues to be addressed with respect to the promotion of agriculture in the context of fragility.

Agriculture plays an important contribution towards economies of fragile countries, in building resilience and offering prospects for income generation, livelihoods and wider social benefits in some of the most vulnerable communities.<sup>28</sup>

The role of agriculture and food has a particular resonance in fragile and conflict states, where conflict results in often sharp rises in food insecurity, and where smallholder farming can, in the right circumstances, form the basis of peacebuilding and economic recovery.<sup>29</sup> Improvements can be driven by resilient food system approaches to ensure better utilization of food and dietary diversity and quality. Interventions include social protection mechanisms through food safety nets, resilient food and nutrition sensitive approaches, mechanisms

to protect natural resource assets, and management schemes to ensure better recovery and resilience against shocks. By taking a sustainable development approach to food and nutrition security, reconstructing livelihoods of conflict and disaster affected communities is possible.

The prevailing approach in the study of fragility is to look at its relationship with agriculture in terms of its impact on food security and nutrition – with good justification as lack of access to food and water are leading factors in the emergence of crises. A growing number of approaches seek to interlink economic support with emergency responses in fragile countries, or at least promote continued private sector activity in the midst of fragility. These approaches include the ubiquitous aid or donor driven interventions, but also increasingly feature local solutions and mechanisms.

Even during contexts of fragility, economic activity carries on, and indeed, as fragility increases, so does the reliance on agriculture as a source of livelihood and security. According to the OECD, “the relationship between fragility and poverty and extreme poverty is further entrenched by a reliance on agriculture in these fragile contexts as a significant means of income generation. The contribution of agriculture to GDP in these extremely fragile and fragile contexts is two to three times higher than in

the rest of the world. On average these extremely fragile contexts are becoming more dependent on agriculture, as the proportion of their GDP generated from agricultural activity has increased by 19% since 2004.” Hiller, Hilhorst and Weijs (2014) argue in their seminal paper “Value chain development in Fragile States”, that even in midst of conflict, economic activity does continue, albeit with different features and greater limitations. In fact, it may be more important during a period of fragility or crisis that economic activity is promoted and facilitated, as communities lack alternative sources of income, security or safety nets. Furthermore, the private sector participation is also critical to the resolution of crisis and achievement of resilience.

#### 3.1 Food insecurity is driven by multiple factors

##### 3.1.1 Fragility, conflict, and violence (FCV)

FCV is a **critical development challenge that threatens efforts to end extreme poverty, affecting both low- and middle-income countries**. The share of the extreme poor living in conflict-affected situations is expected to rise to more than 60% by 2030. Conflicts also drive 80% of all humanitarian needs, while they reduce gross domestic product (GDP) growth by two percentage points per year, on average.



## Agriculture as an engine of economic reconstruction and development in fragile countries

Violent conflict has spiked dramatically since 2010, and the fragility landscape is becoming more complex.<sup>30</sup>

- Two billion people live in countries where development outcomes are affected by fragility, conflict, and violence.
- By 2030, the share of global poor living in fragile and conflict-affected situations is projected to reach 46%.
- Conflicts drive 80% of all humanitarian needs.<sup>31</sup>

- Forced displacement is a development world crisis: 95% of refugees and internally-displaced live in developing countries, originating from the same 10 conflicts since 1991, consistently hosted by about 15 countries – also overwhelmingly in the developing world.

In 2017, almost 124 million people across 51 countries and territories faced crisis levels of acute food insecurity or worse and required urgent humanitarian action. In 2016 the population in need of urgent action was estimated at 108 million across 48 countries. When comparing the 45 countries included in both editions of the Global Report on Food Crises\*, there has been an increase of 11 million people in need of urgent action, an 11 percent rise from 2016. This is largely attributed to new or intensified conflict and insecurity in Myanmar, north-east Nigeria, Democratic Republic of Congo, South Sudan and Yemen. Prolonged drought conditions also resulted in consecutive poor harvests in countries already facing high levels of food insecurity and malnutrition in eastern and southern Africa. North-east states of Nigeria, South Sudan, Somalia and Yemen have experienced significant acute food

insecurity and malnutrition. Famine was declared in February 2017 in two counties of South Sudan.

Despite the different contexts of the four countries, humanitarian assistance mobilized by the international community contributed to preventing a deterioration in food security and nutrition. However, humanitarian needs remain exceptionally high with almost 32 million food-insecure people in need of urgent assistance in 2017 across the four countries – an increase of almost 5 million from 2016. By mid-2017, Catastrophe/famine (IPC/CH Phase 5) conditions persisted in South Sudan for 40,000 people and in north-east Nigeria for 50,000 people.

In 2017, **conflict and insecurity** were the major drivers of acute food insecurity in 18 countries and territories where almost 74 million food-insecure people were in need of urgent assistance. Eleven of these countries were in Africa and accounted for 37 million acutely food insecure people; the largest numbers were in northern Nigeria, Democratic Republic of Congo, Somalia and South Sudan. Four countries affected by protracted conflict and with very high numbers of food-insecure people in crisis conditions or worse were in the Middle East: Yemen had 17 million food-insecure people in need of urgent assistance, while Syria, Iraq and Palestine together accounted for over 10 million.

There were 65 million refugees and internally displaced as of end-2015, with 95% living in developing countries and over half displaced for more than four years. At its root are the same 10 conflicts which have accounted for the majority of the forcibly displaced every year since 1991, consistently hosted by about 15 countries – also overwhelmingly in the developing world.

### 3.1.2 Land conflict

One major source of agrarian inequality is associated with the distribution of land rights in conflict and post-conflict contexts. Land distribution, both in relation to the inequality of distribution and the low level of certainty of use and tenure, is rapidly emerging as a key source of conflict in many fragile countries.

Often conflicts appear to be deeply rooted in the system of access to land that existed under colonial administration, but find new points of conflagration in relation to more recent land distribution policies associated with ethnic identity.

The continued co-existence of formal and customary legal systems has given rise to the phenomenon of legal dualism. The consensus that the rule of law is a pre-requisite for development has often been taken to mean the shift away from the customary, often termed as the “traditional” and “informal”, systems of law (Benda Beckmann 2006). While the formal legal system focuses on economic exchange, production and trade, and is an arm of the state, these customary systems operate outside the state arena, providing social control, dispute resolution, and reconciliation, especially with regard to familial matters and land tenure issues (Pouligny 2009). The notion that state and society operate as separate and insulated spheres is fallacious, and the two-way process of interaction between state and society in Africa has been termed as a state-in-society approach. The nature of state-society interaction is specific to the history, national and local structures of a society. In the context of a conflict or a post-conflict situation, such as the aftermath of a war, facing the multiple disorientations of



# Agriculture as an engine of economic reconstruction and development in fragile countries



internally-displaced persons, returning migrants, and fear of the state, marginalised rural people turn from the formal legal system to the customary system of dispute resolution and reconciliation (Pouligny 2009).

In particular, as countries move towards a commodified market economy, they experience, on the one hand, the increased formalisation of the legal system, and, on the other, an increased alienation from customary tenures (Vlassenroot and Huggins 2005; Pantuliano 2008, Alinovi et al., 2008). This leads to contradictory tendencies: as the rights to land are increasingly becoming a source of economic

production and wealth accumulation in SubSaharan Africa, while, at the same time, remaining a complex and organic basis for social relationships and cultural values, as well as a source of prestige and power (Huggins and Clover 2005).

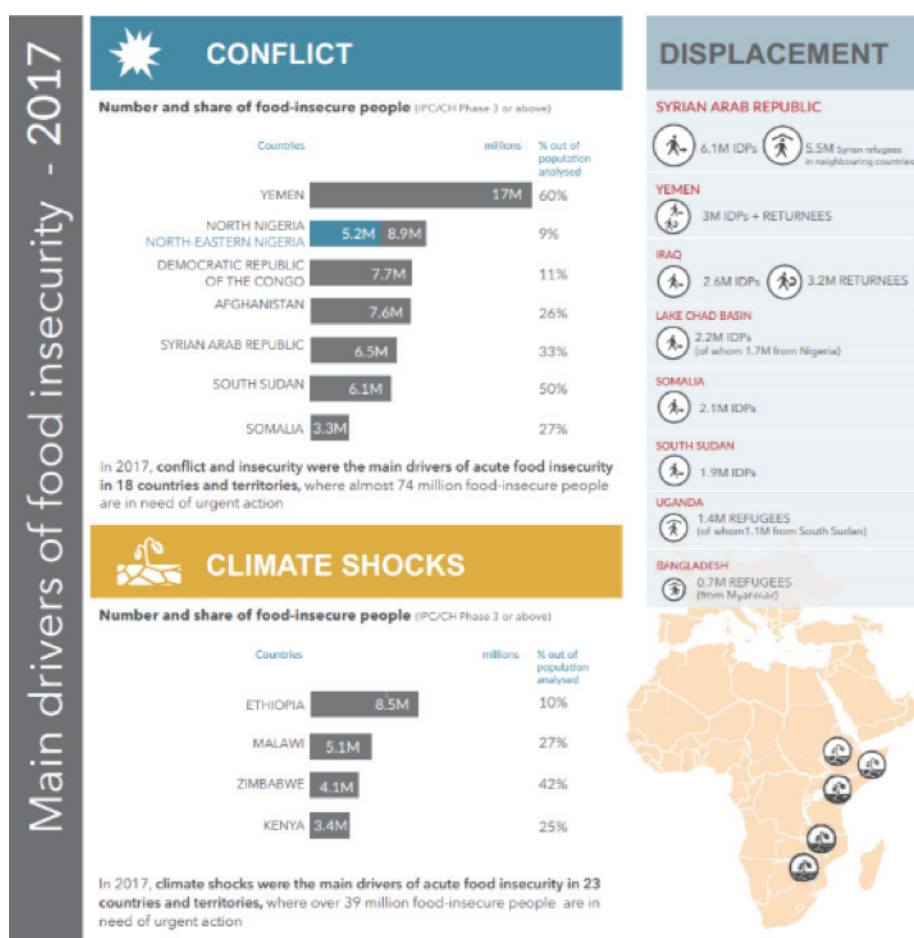
## 3.1.3 Extreme climate events – mainly drought

Climate and drought were also major triggers of food crises in 23 countries with over 39 million food-insecure people in need of urgent assistance in 2017. Two-thirds of these countries were in Africa, where almost 32 million people faced Crisis conditions of acute food insecurity or worse caused by climate shocks. Weather-

induced crop production shortfalls in East Africa triggered sharp cereal price increases in Kenya, Ethiopia, Somalia, Sudan and Uganda.

A significant number of the 52 million children with wasting live in countries where cyclical food insecurity and protracted crises exacerbate their vulnerability. Extremely high rates of acute child **malnutrition** in countries or areas affected by conflict including north Darfur in Sudan (28%), South Sudan (23%), the Lac region of Chad (18%), Somalia (13.8-17.4%), Northern Nigeria (10-16%), Central African Republic (12%), the Diffa region of Niger (11%), Democratic Republic of Congo (8-10%). The high burden of acute malnutrition is also seen in areas or countries affected by drought or floods, including Haiti, Ethiopia, northern Kenya, Madagascar, Sindh province in Pakistan, Somalia and Zimbabwe.

Figure 10: Main drivers of food insecurity – 2017



Source: Global Report on Food Crises 2018



## 4. Agriculture Successes in the Context of Fragility

### Successful cases<sup>33</sup>

#### i. Great Lakes Region

The name 'Great Lakes Region' was derived from the freshwater lakes and river basins within the central and eastern part of Africa, and is generally defined within the context of the regional entity known as the International Conference of the Great Lakes Region (ICGLR).

In the ICGLR context, the area of focus is therefore the countries located in the east and central Africa – namely Rwanda, Burundi, Democratic Republic of the Congo (DRC), Uganda, Tanzania, Zambia, Republic of Congo, Central African Republic (CAR), South Sudan,

Kenya and Sudan. Thus, the Great Lakes Region constitutes a complex network of political and economic interactions with significant implications for peace, security and governance. It is also a region with interlinked conflicts and common fundamental problems that emanate from post-colonial challenges to state-building and nation-building.<sup>34</sup>

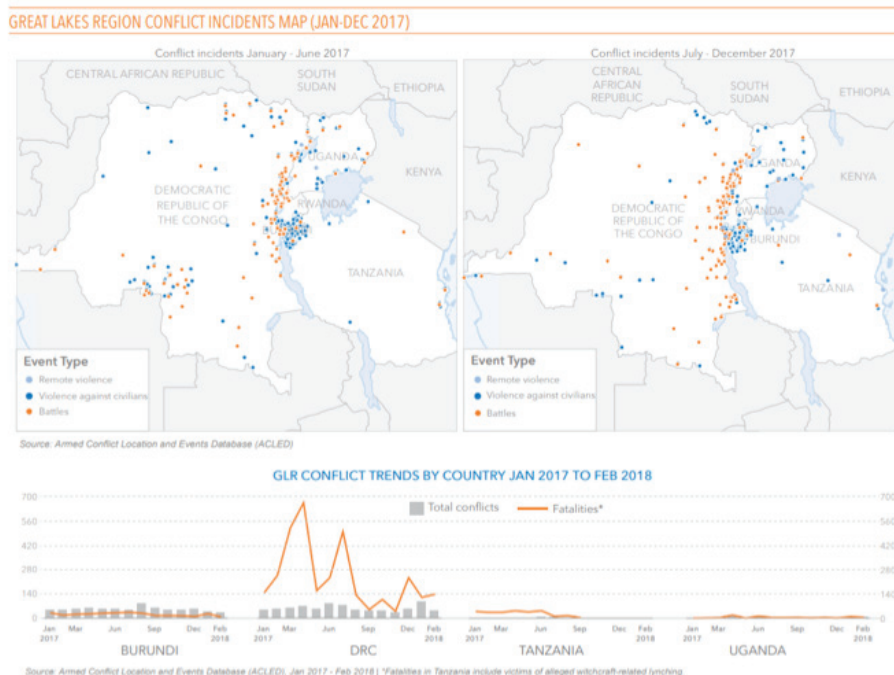
According to the Global Hunger Report, **Burundi** is the country with the lowest food security score, with levels worrying even when compared to the situation in the 1990s.<sup>35</sup> Over the period covering from October to December 20017 2,6 million people are living a humanitarian crisis. Burundi has a level of malnutrition against the worst in the world: 6 out of 10 children

aged less than 5 years old (56%) are suffering from slow growth. In 2016 alone, more than 50,000 people have been displaced in the country due to flooding. In the absence of a viable solution to the problem, malnutrition will cost Burundi an estimated 92 million euro per year, double the entire budget of the Burundian Health Ministry in 2012<sup>36</sup>. Importantly, the important **population density** coupled with the very low number of skilled youth creates significant pockets of unemployed youth. Burundi is also highly vulnerable to the effects of climate change because in the small and often poorly managed farmlands, extreme weather quickly leads to lower crop production and higher food prices.

The agricultural sector still accounts for nearly 40% of GDP and the level of urbanization is one of the lowest in Africa (12%). Approximately 1.2 million households farm on small plots (on average 0.5 ha per household) and mostly for subsistence, due to lack of alternatives. They produce little for the market, and yields are often not enough to meet their own needs.

However, research in Burundi shows that production of many crops can be tripled with efficient and well-integrated farming methods. Crucial here is that farmers - and especially women farmers - are encouraged to invest through mutual cooperation and knowledge-sharing in sustainable land management and higher-value food crops. For this, it is first necessary to improve access to fertilizer, improved seeds, (market) information and micro-financing, and support the formation of cooperatives.<sup>37</sup>

Map 1: Great Lakes Region Conflict Incidents Map (Jan-Dec 2017)



Source: UN Office for the Coordination of Humanitarian Affairs (2018)<sup>38</sup>





## a. Impact Initiatives from Civil Society

### Dutch Relief Alliance Response – Central African Republic<sup>39</sup>

The Dutch Relief Alliance (DRA) responds to major international crises in a timely and effective manner. The Alliance is a cooperation of 14 Dutch NGO's, funded by the Ministry of Foreign Affairs: CARE Nederland, Cordaid, Dorcas, ICCO en Kerk in Actie, Oxfam Novib, Plan Nederland, Save the Children, Tear, Terre des Hommes, Stichting Vluchteling, War Child, War Trauma Foundation, World Vision en ZOA.

In the Central African Republic the emergency aid is provided by the Dutch organizations Cordaid, ICCO en Kerk in Actie, Oxfam Novib, Plan, Save the Children, Tear, Stichting Vluchteling, War Child, World Vision and ZOA and their local partners. Cordaid leads the joint responses in the CAR on behalf of the Dutch Relief Alliance.

CAR-JR's food security program provided adequate, vital assistance by ensuring access to food to 63,600 individuals. This was done by providing basic and supplementary food to school children and vulnerable households. These households also received staple

crop, vegetable seeds and farming tools, as well as assistance on vegetable gardening and production chain management. Awareness raising activities and trainings were also provided on topics such as child feeding practices, agricultural techniques, efficient dry season gardening and conflict management. In addition to the continued provision of emergency food supplies, or food vouchers, to vulnerable households, CAR-JR2 organized cash for work and cash grant activities to cover at least 2 months of the hunger gap. Livelihoods were supported via the distribution of seeds or seed vouchers, garden tools, small poultry (for improved breeding), compost kits. CAR-JR2 also provided technical (crop production, post-harvest processes, marketing skills) and vocational/life skill trainings, income generating and cash for work activities to farmer groups and the youth. Finally, functional community gardens were set up with rain harvesting, irrigation systems and fencing. To restore the livelihoods of those affected by the crisis, the CAR-JR program provided emergency cash to 150 food insecure households, and restored, in kind or in cash, those productive assets for income generating activities to 500 more vulnerable households.

## b. Private Sector Development

### Access to inputs and Formalisation

Availability of inputs is an important factor in determining the potential success of a value chain. Low input usage leads to lower yield and less quality. In conflict-affected areas formal markets for inputs can be disrupted or credit in the form of input supplies has become too risky.

In Burundi the state historically provided inputs. Now that the markets are being privatised the privately owned washing station provides inputs to the farmers on credit. In DR Congo the tools needed for honey collection and production, like smokers and outfits, are available on the market. The bee colonies are collected from the wild.

In Kono, one of Sierra Leone's remote and poorest districts, the NGO **Cordaid** supports food security solutions that promote high-value and quick-impact crop harvesting. The support has allowed 35 local farmer cooperatives to build their marketing capacity by introducing innovative strategies and training on the cultivation of competitive and less labour-intensive vegetable crops. Through participation in the 35 cooperatives, the farmers'

Figure 11: Central African Republic Joint Response 1 and 2 figures

	NUMBER OF PERSONS IN NEED OF SUPPORT (HRP 2016)	NUMBER OF PERSONS REACHED WITH THE TWO JOINT RESPONSES	IN %
<b>Food security &amp; Livelihood</b>	1.5 million & 1.4 million	161.840 ind – 26.973 hh	10,8%
<b>Nutrition</b>	200.000	91.150 ind – 7.065 hh	45,6%
<b>Protection</b>	2,35 million	254.391 ind – 42.399 hh	10,9%
<b>WASH</b>	1.4 million	160.397 ind – 26.973 hh	11,5%
<b>TOTAL</b>	2.3 million	476.787 ind – 79.465 hh	20,72%

Source : Cordaid (2017)



## Agriculture as an engine of economic reconstruction and development in fragile countries

work becomes part of the formal economy. For the first time ever, farmers are fully registered and linked to their local district councils and the Ministry of Agriculture. The cooperatives are encouraged and supported to set up internal management and regulatory systems, and all of them operate formal bank accounts. The linking of cooperatives to financial and formal government institutions allows farmers access government-funded initiatives and other financial services.

### Market access and Value Addition

Smallholders have difficulty becoming part of upgraded value chains, often because few upgraded value chains exist in fragile states or because the farmers do not have access to these chains. Conflict increases the likelihood of this problem, even if food deficiencies exist in nearby regions.

#### DRC – Cordaid

In Eastern Congo, cooperatives and organizations of rice producers in the region received encouragement from Cordaid to create a new and stable market for farmers and to help increase trust among former warring parties. Since local breweries have started to locally source rice for producing beer, tens of thousands of smallholders were helped to a higher income and increased food security. In the North Kivu province, Cordaid began working with an organized group of female farmers who supply rice to the brewery Brasimba in Beni, by helping to establish contact between LOFEPACO and the agricultural research institute INERA in Yangambi. They provided the women farmers with higher quality seeds, which helped them to increase production levels from 2 ton to 4,5 tons per hectare. Cordaid

also supported the women farmers with the building of storage facilities that comply with the technical standards required by the breweries. Thanks to the improved quality of the rice and the fact that the women of LOFEPACO are able to deliver bigger volumes, buyers these days are eager to do business with them.

#### Burundi – African Development Bank

As a result of prolonged conflict, poverty rates in Burundi increased from 33% in 1990 to 68% in 2002. More than 90% of the population is engaged in agriculture, and agriculture constitutes 40% of the country's gross domestic product. In 2004, the Government of Burundi partnered with the Bank to launch a project to improve livelihoods by (1) equipping professional development centres, (2) helping cooperative groups launch income generating activities in areas such as value-added transformation of agricultural products, and (3) providing short-term employment through labour-based infrastructure reconstruction.

The Government of Burundi partnered with Twitezimbéré, a Burundian nongovernmental organization, to rehabilitate three professional development centres in rural Burundi to increase the proportion of agricultural crops preserved before they spoil, to broaden the variety of locally produced goods, and diversify the economy beyond the agricultural sector. The centres were reequipped with tools and materials, and Twitezimbéré worked with a Canadian firm to develop tailored business skills curricula for different trades, including auto mechanics, clerical work, machining, masonry, metallurgy, and the transformation of agricultural products.

To support some of the poorest and most vulnerable segments of the Burundian population, the project identified community-based cooperative groups interested in launching income-generating activities. Twitezimbéré and the Government of Burundi helped the cooperative groups learn basic business skills, develop business plans, and obtain small amounts of start-up capital and equipment. Income generating activities included trash collection in Bujumbura and the value-added transformation of agricultural products into palm oil, jams, cheese, fruit juices, honey, dried gari from cassava, and soap.

The projects for community-based cooperative groups aimed to support the livelihoods of approximately 500 Burundian women. For one project, a cooperative including former refugees, internally displaced persons, and ex-combatants started a small enterprise for the decortication of rice. Twitezimbéré worked with the leaders of the cooperative to develop a plan that included a feasibility study with a projection of annual profits, a work plan, provisions for group members to receive training from Twitezimbéré, and a budget outlining key project costs. The cooperative contributed about 12% to the costs.

The project successfully rehabilitated the professional development centres and trained the cooperative groups. While the project was a success in these respects, insufficient resources were planned for follow-up support, monitoring, and evaluation after the initial trainings. Future projects of this type would benefit from additional resources to provide technical support to cooperative groups during the first year as they start to implement their business plans.



## Agriculture as an engine of economic reconstruction and development in fragile countries



### Youth Innovation and Job Creation

#### DRC – GIZ

The GIZ led project 'Reinstating and stabilising the livelihoods of refugees and the local population in the Uvira region' - as demonstrates well what degree different forms of, and approaches to, rural development work in fragile states. The project's area of intervention is the Uvira region in the eastern province of South Kivu. Its implementation started in October 2009 and is scheduled to end in December 2013. The project has been implemented jointly by GIZ, together with institutions from the DRC (IPAPEL (Inspection Provinciale de l'Agriculture, la

Pêche et l'Elevage), SENASEM (Service National des Semences), INERA (Institut National d'Etudes et de Recherches Agronomiques), REMSU (Réseaux des multiplicateurs de semence à Uvira) and Ministère du Plan) and the International NGO Christoffel-Blindenmission (CBM) Germany, which have a reputation for their work with handicapped people. The total contract volume is EUR 4.52 million. The central goal of the project is to improve the productive base of Uvira, integrating different social groups in a peaceful way through a participatory approach at the community/village level (GIZ 2013).

The project's specific targets were:

- To support 60% of its participants in increasing their income by up to 25% through agricultural activities and increased production.
- To apply improved agricultural production and management techniques for 40% of the farmer associations and the state service providers.
- To confirm for at least 40% of the population (residents and returnees) that there have been improvements in social cohesion in the communities.
- To have 40% of handicapped people that took part in project activities increase their participation in the peace process.

During the period of the project 22,000 people in the territory of Uvira were reached (11,660 women and 10,340 men), and there were 6,275 people that directly benefitted from the seed multipliers that were organized in 124 different production associations (GIZ 2013).

Assessments of project performance state a number of achievements. Firstly, seed multipliers increased household incomes by US\$12 (i.e. 21%) in 2011, with poor rural households doing so by US\$22 (i.e. 39%). Consequently, school fees could be paid, health services could be used and houses could be renovated. For the ESÜH-project, this meant the successful achievement of a stated target of 60% of the

supported men and women having increased their income by up to 25% through agricultural activities and increased production. However, it is not clear what is meant by 'poor' households in these instances.

Secondly, the project set a target of at least 40% of the farmer associations and the state service providers applying improved agricultural production and management techniques. Project data suggests rural households have increased the application of increased agricultural techniques from 12% in 2010 to 50% in 2012, with households now eating more meals per day with a wider range of foods on offer. Seed providers now function relatively well in decentralized manner and are 'close' to the population.

Thirdly, the project also set a target of at least 40% of the population (residents and returnees) estimating that social cohesion in the communities was positive by the end of the project. In the project's view this goal has been partially reached though this has not yet been sufficiently quantified. However, it appears that parties previously in conflict are now undertaking activities together.

Finally, the project set a target of 40% of handicapped people who partook in project activities to consequently increase their participation in the peace process. However, actual progress has not been measured at present.



## Agriculture as an engine of economic reconstruction and development in fragile countries

### Youth Entrepreneurship in DRC “Coopérative Agroalimentaire et Pastorale des Jeunes du Congo”<sup>40</sup>

Frank Kakel Mbumb, aged 31, is from the city of Lubumbashi in Katanga province in the DRC, and after studying Computer Science at the city university he subsequently trained in Agriculture and Animal Husbandry, which laid the foundations for his current business, the CAAPJECO cooperative. The business currently processes around four hundred chickens a month for meat and the plans are to increase this number, by integrating more farmers into the cooperative with a shared vision of turning the co-op into a regional leader which will also export to other African countries. Kakel currently runs the co-op together with his business partner Gualthier whom he met during the PAEJK1 project with the ILO in 2013. After presenting his project and winning one of the three micro-finance loans available to winners of the competition, he was available to get his business off the ground. The company currently employs three people and is available to give temporary work to around ten staff who help with slaughtering and packaging of the chicken meat. It is likely that they will have to soon employ another permanent member of staff as business is rapidly growing.

About 80% of the production costs of the coop are currently spent on chicken feed, which is imported from Zambia and is thus more expensive than locally produced chickenfeed would be. Kakel is currently developing his own feed from maize and soya, which has already been analysed by chemists who have judged it reliable. This development in the

way he is running his business will create more opportunities for youth employment in the region and help the co-op to flourish without having to rely on expensive imports.

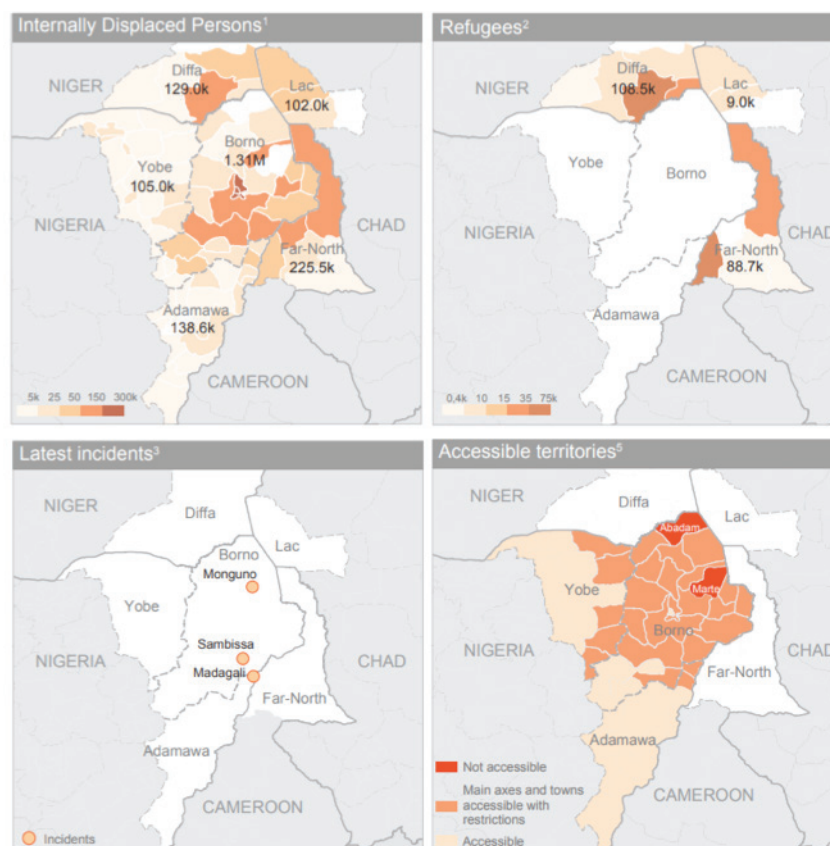
On a wider scale, Kakel is promoting youth entrepreneurship in the DRC as Vice President of the Chamber of Commerce for Young Entrepreneurs in Lubumbashi, Katanga Province. He passionately believes in the sharing of knowledge accrued by young businessmen and women and his vision is to see the forming of business innovation hubs throughout his region and the country as a whole.

### ii. Lake Chad Basin and Sahel

The Lake Chad Basin is grappling with a complex humanitarian emergency across northeastern Nigeria, Cameroon's Far North, western Chad and southeastern Niger. In the most affected areas of these four countries, conflict and displacement are adding to other structural factors that are undermining the livelihoods of the population, increasing food insecurity and poverty and diminishing access to basic and social services (water, sanitation, health and education).<sup>41</sup>

Around 17 million people live in the affected areas across the four Lake

Map 2: Population movement and violent incidents in the most affected areas



Source: OCHA, Lake Chad Basin: Crisis Overview (as of 22 January 2018)  
[https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/lac\\_chad\\_snapshot\\_22\\_jan\\_2018\\_1.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/lac_chad_snapshot_22_jan_2018_1.pdf)



## Agriculture as an engine of economic reconstruction and development in fragile countries



Chad basin countries. More than 2.3 million people remain displaced. Most of the displaced families are sheltered by communities that count among the world's poorest and most vulnerable. Food insecurity and malnutrition have reached critical levels.

Some 7 million people risk suffering from severe hunger in the Lake Chad Basin, which incorporates parts of Cameroon, Chad, Niger and north-eastern Nigeria. In the latter, some 50,000 people are facing famine. While fighting and violence have caused much of the suffering, the impact of environmental degradation and climate change including repeated droughts, are exacerbating the situation.

Agriculture including livestock and fisheries can no longer be an afterthought. It is what produces food and what sustains the livelihoods of about 90 % of the region's population.

In addition to providing an immediate response to the acute needs of affected populations, it is crucial to promote and support longer-term sustainable agriculture practices and policies to adapt to climate change and the increasing scarcity of natural resources.

While considerable progress has been made following decades of internal conflict, through efforts to improve economic stability, political dialogue, human rights, and social services, **Chad** is once again facing significant external and internal pressures, which add to its fragility. Surrounded by countries in crisis, Chad hosts over 750,000 people who fled violence in Sudan, Central African Republic, Libya and the Lake Chad Basin. This places a significant burden on national and community resources – Chad itself situated

184th on the Human Development Index. Chad also remains extremely vulnerable to climactic variations, with natural disasters affecting some 1 million people annually, and an estimated 2.4 million people suffering from food insecurity in 2015. A landlocked country, Chad's economic development suffers from its geographic remoteness, lack of infrastructure and industrial underdevelopment: about 85% of the population still depends on subsistence agriculture.

### Sahel region

A combination of factors including, the 2011 drought, high food prices, low agricultural production, as well as the inability of affected households to recover from the 2010 food and nutrition crisis, exacerbated the sub-region's vulnerability in 2012. Moreover, the 2010-2011 crises in Cote d'Ivoire and Libya also contributed to increasing the vulnerability of hundreds of thousands of households that were deprived of the remittances of migrant workers who had fled these conflicts. Their return has also placed additional strain on their communities of return, notably in Chad, Niger and Mali. In 2012, approximately 18.7 million people were estimated to be food insecure and over one million children were at risk of dying from severe acute malnutrition. (OCHA, 17 Dec 2012)

In 2012, and for the third time in ten years, the Sahel region was hit by a major drought which further weakened vulnerable communities. The scale of the resulting food and nutrition crisis required all actors to join forces to save the lives of the 24 million people affected. A three-year regional plan was developed in 2013 aiming to deliver coordinated and integrated life-saving assistance to people affected by emergencies

while shaping the response to chronic needs in nine countries: Burkina Faso, Cameroon, Chad, Mali, Mauritania, Niger, Nigeria, Senegal and The Gambia. (OCHA, 30 Aug 2017)

**Mali:** Needs remain high with more than 3.5 million people being food insecure and some 852,000 people in need of nutrition assistance. More than 37,000 people remain internally displaced. The majority of those in need of assistance are in Mali's northern region. In April 2017, the Humanitarian Response Plan for 2017 for \$293 million was only 11.6% funded. OCHA warned of destabilizing consequences, as the humanitarian situation is quickly deteriorating as a direct result of the conflict. (OCHA, 28 Apr 2017)

In Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal, nearly 6 million people are struggling to meet their daily food needs. Severe malnutrition threatens the lives of 1.6 million children. These are levels unseen since the crisis of 2012, and the most critical months are still ahead. The crisis was triggered by scarce and erratic rainfall in 2017, resulting in water, crop and pasture shortages and livestock losses. Pastoralists had to undertake the earliest seasonal movement of livestock in 30 years – four months earlier and much further than usual. This has also increased the likelihood of conflict with farmer communities over scarce resources, water and land.

Food security across the region has deteriorated. Food stocks have already run out for millions of people. Families are cutting down on meals, withdrawing children from school and going without essential health treatment to save money for food.



## Agriculture as an engine of economic reconstruction and development in fragile countries

Severe acute malnutrition rates in the six countries have increased by 50% since last year. One child in six under the age of five now needs urgent life-saving treatment to survive.

In a severe lean season, anticipated to last until September, the number of people who need food and livelihood support may increase to 6.5 million.

In Burkina Faso, the number of people facing food insecurity has already jumped nearly threefold since last year. In Mali, the number of people in 'emergency' conditions have increased by 120%. In Mauritania, severe acute malnutrition rates are at their highest since 2008.<sup>42</sup>

### EU Emergency Trust Fund for Africa<sup>43</sup>

The Sahel and Lake Chad region of the EU Emergency Trust Fund for Africa comprises of twelve countries: Burkina Faso, Cameroon, Chad, Ivory Coast, the Gambia, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria, Senegal, along with neighbouring countries. These countries all have a considerable number of challenges that can be addressed by the EUTF, complementing other EU instruments.

In the Sahel and Lake Chad region, challenges linked to extreme poverty, lack of stability, economic fragility and low resilience remain acute. This is exacerbated by climate change in a region where more than 80% of the population relies essentially on agriculture and pastoral activities. Irregular migration and related crimes such as trafficking in human beings and smuggling of migrants, corruption, illicit trafficking and transnational organised crime are thriving particularly where there is an insufficient presence of governmental authority and public administration. These security challenges have been increasingly linked to terrorist groups and illicit trafficking of all kinds.

The region also faces growing challenges related to demographic pressure, institutional weaknesses and governance, weak social and economic infrastructures, environmental stress and insufficient resilience to food and nutrition crises. All of these factors are root causes of forced displacement and make people flee conflict, seek protection from persecution or serious harm, or seek new economic opportunities to build a better life. As

a consequence, migration pressure is mounting, with serious implication both for the countries in the region and the EU.

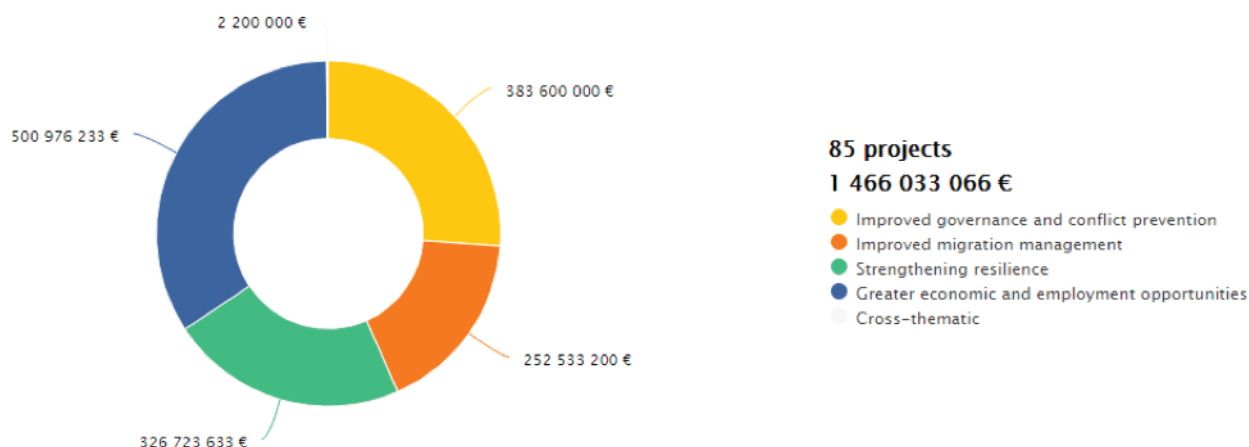
Given the proximity of the Sahel to the EU and its immediate neighbourhood, the EU is working closely with the countries of the Sahel and Lake Chad region to support their efforts to achieve peace, security and development.

**In December 2017, the European Commission announced the launch of 13 new measures in the Sahel and Lake Chad Basin amounting to EUR 274.2 million.**

The measures were adopted under the Emergency Trust Fund for Africa and supplement the 68 measures approved since December 2015 for a total of EUR 1 billion. All the measures are designed to address the urgent and multiple crises in Africa by providing a flexible, rapid and integrated response.

The eight measures approved tackle the challenges of stability by adopting an integrated approach to the chronic conflicts and crises affecting the Sahel and Lake Chad

Figure 12: Sahel and Lake Chad funding and projects under the EU Emergency Trust Fund for Africa



Source: European Commission(2018) [https://ec.europa.eu/trustfundforafrica/region/sahel-lake-chad\\_en](https://ec.europa.eu/trustfundforafrica/region/sahel-lake-chad_en)





regions with a view to helping all groups - indigenous groups, returnees and refugees - regardless of status.

EUR 71 million has been allocated for four measures in **Burkina Faso**. The aim of the measures is to strengthen the State's presence to ensure it can fulfil its role of safeguarding the safety of goods and people, and combat violent extremism and religious radicalisation.

- 'Budgetary support for the implementation of the Sahel Emergency Fund for Burkina Faso' will help improve the security of people and property and reduce vulnerability by bolstering the presence of the State. This measure underpins the implementation of the Emergency Programme for the Sahel — an initiative of the Burkina Faso government adopted in July 2017 to step up the implementation of the National Plan for Economic and Social Development (PNDES) in the North and the Sahel, a troubled region with a high level of insecurity. Without a strong presence and increased action by the State, the area risks falling into the hands of terrorists and traffickers, as in the case of the North of Mali and Nigeria.

- The programme 'Prevention of radicalisation of young people in high-risk areas in Burkina Faso through education and dialogue' will focus on education as a means to improve the social and economic life of young people with a view to reducing the risks of radicalisation in the country. The measure will help improve the quality of education in Franco-Arab schools, improve conditions in Koranic schools and provide for dialogue between communities, with religious and customary leaders and with state authorities.

- The programme 'Prevention of violent extremism and the deterioration of social cohesion in Burkina Faso' will primarily target the rural and urban populations of sensitive areas of Burkina Faso (Mali and Niger border areas) to combat violent extremism through increased monitoring of radicalisation and promoting and strengthening of social cohesion and dialogue within and between communities and religions in Burkina Faso. High-risk areas and sites of radical rhetoric will be monitored with a view to promoting social cohesion and strengthening dialogue between religions and communities as well as with the State and the security forces, using pastoralism as a vehicle for peace and resilience.

- An amendment to the 'Integrated border management programme for Burkina Faso (ProGEF)' was also been adopted, worth EUR 5 million. This budgetary reinforcement will enhance the connectivity and interoperability of agencies involved in the monitoring and securing of borders in Burkina Faso in coordination with the neighbouring countries. It will enhance data transmission and extension of the 'IRAPOL' network (internal security forces' data management system) and provide strengthened support for the infrastructure of the internal security forces.

In **Mali**, the programme 'Youth and Stabilisation in the central regions of Mali (PROJES)' worth EUR 30 million was adopted to foster socio-economic stabilisation and recovery by strengthening the supply of, and access to, basic services considered locally as most urgent, and by revitalising the regional and local economic fabric, with central importance being given to the training and professional integration of young people.

For **Mauritania**, the 'Programme for strengthening the resilience of vulnerable urban and rural communities in Mauritania' was approved. This measure, worth EUR 10 million, aims to strengthen the resilience of the most vulnerable population sections, in particular young people and women. It targets the structural causes of food insecurity and malnutrition, supporting opportunities connected with migratory trends and strengthening capacities to adapt to climate hazards. Based on an integrated and complementary approach, the measure will support diversification of livelihoods through a strategy of risk reduction in rural areas and of economic integration in both rural and urban areas. It will promote the social and professional integration of young people and reduce radicalisation and emigration risks.

In **Niger**, to complement the emergency activities already conducted in the area, the 'Integrated project to support the resilience of vulnerable population groups of refugees, displaced persons, returnees and hosts in the Diffa region, Niger' was adopted for an amount of EUR 10 million. The aim of the programme is to create economic and employment opportunities and facilitate returns in an area characterised by population displacements stemming from Boko Haram violence. Targeting both displaced people (refugees, internally displaced persons, returnees) and host communities, the programme will provide specific support for the most vulnerable groups and will invest in the potential of young people and women in particular. The measure will address basic needs through the construction/renovation of social and community infrastructure and the provision of access to basic social services



## Agriculture as an engine of economic reconstruction and development in fragile countries

(water, health, education). It will also build development capacity through activities focusing on food security, nutrition, livelihoods and vocational training.

For **Chad**, the 'Programme of inclusive development in host areas (DIZA)', worth EUR 15 million, was adopted and will help strengthen the inclusive local development of areas in which there are many refugees and returnees. These areas are particularly sensitive to economic, social, community and environmental tensions. The measure will focus on improving access to basic services, creating economic opportunities, strengthening local governance, and managing local investment, natural resources and peaceful coexistence.

Five measures adopted today seek to promote safe and orderly migration conditions, combat forced displacement and trafficking in human beings, and create economic conditions favourable to local development.

For **Guinea**, a 'Support programme for the socio-economic integration of young people (INTEGRA)' was approved to the tune of EUR 65 million. This measure will contribute to the prevention and limitation of irregular migration by supporting the economic development of Guinea so as to enhance the socio-professional integration of young Guineans and the reintegration of returnees. The programme has high visibility, with very strong ownership by the authorities. It aims to create sustainable jobs through labour-intensive activities for supporting local development plans, to provide better training and vocational guidance for young people, and to strengthen several key value chains at national level.

In **Niger**, the programme 'Creation of jobs and economic opportunities through sustainable environmental management in transit and departure areas in Niger' has been adopted at a cost of EUR 30 million. Designed to meet the significant changes in the political and socio-economic balances in the North created by the authorities' commitment to combating trafficking, it will promote the employment and inclusion of the most economically vulnerable groups (young people, women, the unemployed, rural households) by developing a sustainable local economy adapted to climate changes in transit, departure and refugee areas in Agadez, Tahouda, Zinder and Diffa.

Lastly, three regional measures were approved at a total cost of EUR 43.2 million. These measures aim to strengthen the fight against trafficking and smuggling of human beings and to promote academic mobility and the economic development of the region.

- The programme 'Support for the fight against trafficking in human beings in Gulf of Guinea countries' is designed to combat trafficking and smuggling of human beings in Gulf of Guinea countries (Guinea, Côte d'Ivoire, Ghana, Togo, Benin and Nigeria). The measure supplements the work undertaken in transit countries, particularly in Niger, based on a regional approach in the countries of origin with a view to supporting national structures, strengthening the link with the still weak criminal justice system, boosting regional cooperation between these structures, and developing services for victims.
- The programme 'Erasmus + in West Africa' will support the mobility of 2 200 students and academic staff between Europe and Africa. This

measure will contribute to improving the quality of higher education in the partner countries, strengthening the skills of young people and consolidating their technical and academic backgrounds to better equip them for the labour market.

- Lastly, the programme 'IPDEV2: Support for entrepreneurs and small SMEs in West Africa' addresses the financing problems faced by micro, small and medium-sized enterprises in Burkina Faso, Nigeria, Senegal, Côte d'Ivoire, Ghana, Cameroon, Mali and Mauritania through the creation of dedicated investment funds for each country so as to offer structured and stable financial support to micro- and SMEs that generate jobs and added value.

### **The Lake Chad Development and Climate Resilience Action Plan (LCDAP) – World Bank and Agence Française de Développement<sup>44</sup>**

The Lake Chad Development and Climate Resilience Action Plan (LCDAP) was developed by the Lake Chad Basin Commission (LCBC) and its six member states; Cameroon, Central African Republic, Chad, Libya, Niger and Nigeria, with support from the World Bank and French Development Agency. The plan is part of the World Bank's \$16 billion Africa Climate Business Plan, which was recently presented at the COP21 conference in Paris.

As Lake Chad communities face urgent development challenges that are exacerbated by the future impact of climate change on the lake, the Lake Chad Basin Commission (LCBC) developed a new Action Plan that will assist people living around the Lake in Chad, Cameroon, Niger, and Nigeria. The Plan outlines engagements that will empower local communities to build resilience to climate change and increase



## Agriculture as an engine of economic reconstruction and development in fragile countries



regional development in the area. It focuses on securing livelihoods of communities living around the lake, increasing the lake's role in regional food security and addressing acute poverty in the area.

The plan reflects the LCBC and countries' shared belief in a need to support the existing capacities of the lake's communities to adapt to and thrive in the highly-variable environment. The objective of the LCDAP is to turn Lake Chad into a pole of regional rural development by sustainably improving:

- the living conditions of the populations settled on the lake's banks and islands, and
- the resilience of the lake's socio-ecosystem, which faces strong demographic growth, high hydrological variability, and climate uncertainty.

Building on LCBC's water charter and other national and regional strategic planning documents, the LCDAP proposes a total of seven priority themes grouping 173 activities. The percentages indicated below reflect the preliminary planned allocation of the total investment, estimated to be \$1 billion (€916 million).

- Priority Theme #1: Supporting producers and their value chains (13%)
- Priority Theme #2: Securing access to natural resources and managing conflicts (8%)
- Priority Theme #3: Improving living conditions through public investments (27%)
- Priority Theme #4: Facilitating Transport and Trade (38%)

- Priority Theme #5: Preserving the environmental capital of the Lake and its basin (4%)

- Priority Theme #6: Better managing the water resources of the basin (5%)

- Priority Theme #7: Disseminating information, improving knowledge, and monitoring of the environment (5%)

The majority of investments (53%) would go toward the immediate lake area, including its islands and banks, and the rest to the lake's hinterlands where its commercial relations take place (36%) and its conventional basin (11%). The LCBC, its member states, and local governments and civil society organizations would be responsible for the implementation of the plan.

food prices, particularly in Ethiopia, Somalia and Kenya. Lack of rain in 2016 in Uganda led to increased food insecurity in early 2017, at a time when the country was already facing high food insecurity due to an influx of refugees.

In the wake of the multiple droughts that hit the Horn of Africa over the past year, countries in the region will face rise in hunger and further decline of local livelihoods in the coming months, while also dealing with the growing number of refugees (FAO). East Africa and the Horn of Africa are confronting a humanitarian crisis that may worsen in 2018. Armed conflict and severe drought are causing extreme levels of hunger. Up to 35 million people are in need of urgent food assistance across the region.

In the Greater Horn of Africa, competition over water and pasture is a constant cause for localized conflict between pastoralists and farmers in the region. Water, forests, land and minerals are declining

### iii. Horn of Africa

Drought in East Africa damaged already strained livelihoods, destroyed crops and pushed up

Map 3: Greater Horn of Africa



Source: FDFA / <https://www.eda.admin.ch/deza/en/home/countries/horn-africa.html>



## Agriculture as an engine of economic reconstruction and development in fragile countries

owing to degradation, overuse and climate change threats, particularly the increase in temperatures. Conflicts among communities in many parts occur as communities compete for increasingly scarce resources, while desertification in the region has resulted in less availability of land suitable for agriculture and pasture.

Consequently, competition has become fierce, particularly in drought years when pastoralists are forced to use non-traditional migration routes to find water for their herds. The most recent poor rainfall seasons of 2015/16/17 have meant pastoralists have had to take their herds to natural reserves and farmland in Kenya, where they have clashed with local populations.

August 2012 saw the establishment of Somalia's first permanent central government since the start of the decades-long civil war, paving the way for the IMF's reengagement with the country the following year. Somalia has received strong international support and, in February 2017, it experienced a peaceful transfer of power for the second time following elections. Even so, political stability remains fragile amid continued fighting among competing clan-based factions. Poverty is rampant, and Somalia's institutional capacity is ranked among the lowest in Africa.

Nearly 12 million people across Kenya, Somalia, and Ethiopia face harsh food conditions, and are in need of emergency assistance. Families in the region also experience rising debt, low cereal and seed stocks, and low milk and meat production. Farmers need urgent support to recover from consecutive lost harvests and to keep their breeding livestock healthy and productive.

Poor rains, livestock losses and people abandoning their homes to escape drought and conflict have wrecked livelihoods and created widespread food insecurity in Somalia. Following warnings of the risk of famine in early 2017, emergency food assistance has reached roughly 2.5 million people a month since April 2017, greatly mitigating food consumption gaps.

However, despite the challenges the country has faced over the last 30 years, livestock and crops remain key sources of economic activity, employment and exports. Agriculture makes up 75% of the country's GDP and 93% of total exports. Around half (49%) of Somalia's population lives in rural areas and 46% of employed people work in agriculture. There is an increasing demand and a broader opportunity to invest in agriculture, and stimulate a private agribusiness sector in Somalia.

Political instability, war, and dry weather has pushed food production systems to the breaking point in several countries in the Greater Horn of Africa. With tens of millions of people already facing serious food shortages in eastern Africa, aid organizations and governments warned in February 2017 that widespread famine could emerge in the coming months. Already, the United Nations has declared a famine in part of war-torn South Sudan. Somalia and Yemen—both wracked by civil war—are on the verge of famine as well.

While food shortages are relatively common in this part of the world, the formal declaration of famine is unusual. The technical definition requires that one in five households in a given area face extreme food shortages; that 30 percent of the population be malnourished; and that the death rate exceed 2 people per 10,000 per day.



## Agriculture as an engine of economic reconstruction and development in fragile countries



### EU Approach to the Horn of Africa

The Horn of Africa region faces challenges that go beyond country borders: climate change, forced displacement, demographic pressures, environmental stresses, various forms of conflict, trafficking of human beings and smuggling of migrants, as well as organised crime and violent extremism. The EU's approach to address these challenges is geographically comprehensive and holistic, putting the region at the centre of its response. On some projects, the EU is working with the regional organisation IGAD (Intergovernmental Authority on Development), building on areas of work in which IGAD is active, such as durable solutions for refugees, peace and security and resilience building, and harmonisation of national policies and strategies.

**In December 2017, the Operational Committee of the EU Trust Fund for Africa adopted a new set of 13 programmes worth €174.4 million for the Horn of Africa region.**

This new package complements 40 previously adopted actions

amounting to EUR 665 million for the Horn of Africa. Approved in five packages in December 2015, April 2016, October 2016, December 2016 and April 2017, these actions all contribute to improving stability and addressing the root causes of irregular migration and forced displacement in the Horn of Africa region.

Of the previously adopted actions for the Horn of Africa, over €410 million have already been contracted. Among these are national projects in Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda, and regional projects in support of the Khartoum Process.

#### Djibouti

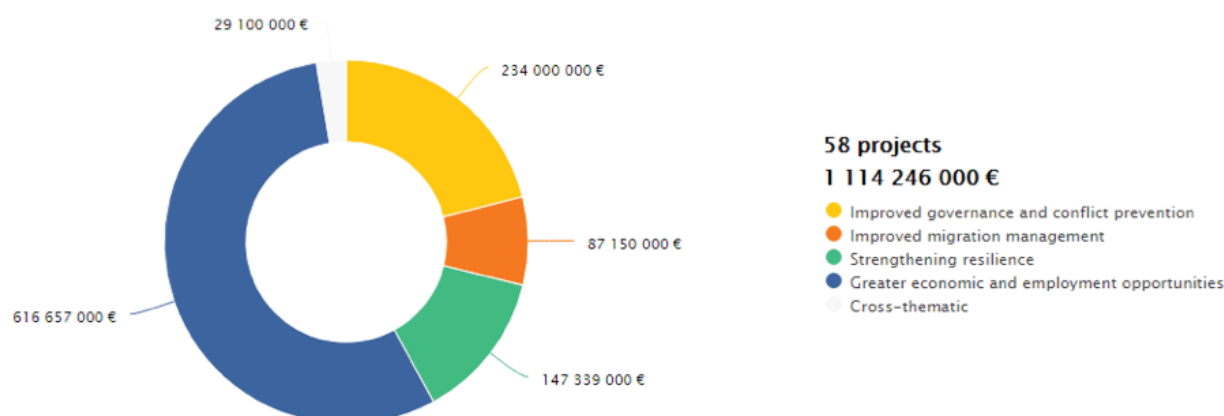
- The programme **"Durable solutions for host populations, refugees and vulnerable migrants"** (EU Trust Fund contribution: **€15 million**) aims at supporting the government to help manage the effects of increased mixed migration flows. Support will be provided in the sectors particularly affected, such as social security, healthcare and sanitation, as well as to protect all vulnerable children, and to enable the national office for refugees

to better respond to the needs of refugees and vulnerable migrants. This includes protection and legal aid, hence supporting Djibouti in the implementation of the pledges made for the Common Refugee Response Framework (CRRF). The programme will be implemented by the World Food Programme and the International Organisation for Migration (IOM) in collaboration with other partners.

#### Ethiopia

- The programme **"Leather Initiative for Sustainable Employment Creation (LISEC) in Ethiopia"** (EU Trust Fund contribution: €15 million) aims at creating greater economic and decent employment opportunities, especially for young men and women through the development of the Ethiopian leather industry and the Modjo leather industrial park. This programme proposes a new vision towards inclusive and sustainable industrial development that protects the environment and supports social inclusion. The programme will be implemented by the United Nations Industrial Development Organization (UNIDO), the Industrial Parks Development Corporation (IPDC)

Figure 13: Horn of Africa funding and projects under the EU Emergency Trust Fund for Africa



Source: European Commission (2018) [https://ec.europa.eu/trustfundforafrica/region/horn-africa\\_en](https://ec.europa.eu/trustfundforafrica/region/horn-africa_en)



## Agriculture as an engine of economic reconstruction and development in fragile countries

and by a partnership of national and international non-governmental organisations.

- The programme **"Stimulating economic opportunities and job creation for refugees and host communities in Ethiopia in support of the Comprehensive Refugee Response Framework (CRRF) in Ethiopia"** (EU Trust Fund contribution: **€20 million**) aims at supporting the implementation of the Comprehensive Refugee Response Framework (CRRF) to shift from a 'care and maintenance' or camp-based model of refugee assistance to an approach, which emphasises refugee self-reliance, refugee mobility in-country and the integration of refugees into regional and national development processes. The programme will be implemented by UNHCR, the World Bank and organisations with experience in private sector development.

- The programme **"Shire Alliance: Energy Access for Host Communities and Refugees in Ethiopia"** (EU Trust Fund contribution: **€3.05 million**) aims at improving the living conditions in host and refugee communities by creating livelihood opportunities, enhancing local capacity building and improving access to energy services. The **beneficiaries** are around 40 000 members of the host and refugee communities in and around Adi-Harush, Mai Aini and Hitsats refugee camps. The programme will be implemented by the Spanish Agency for International Cooperation and Development (AECID).

### Somalia

- The programme **"Building Resilience in Northern Somalia - RESTORE 2"** (EU Trust Fund contribution: EUR **13.5 million**) aims at addressing the impact

of the severe drought affecting northern Somalia and to strengthen the resilience of the most affected communities in northern Somalia. This project will achieve this by scaling-up the current RESTORE project through cash transfers, construction of productive infrastructure and assets and capacity building of local authorities and communities. The programme will be implemented by NGOs and the FAO.

- The programme **"Enhancing security and the rule of law in Somalia"** (EU Trust Fund contribution: **€40 million**) aims at increasing the presence and efficacy of police throughout the Federal Member States whilst at the same time connecting this increased law enforcement to a more accessible, reliable and competent justice provision. The primary beneficiaries will be those individuals who are or who will become police officers and/or judiciary personnel as well as those who will benefit from the increased law enforcement and access to justice. The programme will be implemented by the UN's multi-partner trust fund office and/or other UN agencies.

### South Sudan

- The programme **"Education in Emergency Programme in Four Former States in South Sudan"** (EU Trust Fund contribution: **€22.4 million**) will focus on school-age children attending primary schools in South Sudan (aged 6-18), primary school teachers, school staff, Parent Teacher Associations (PTAs) and the education system in general in the former four states Northern Bahr el Ghazal (NBEG), Western Bahr el Ghazal (WBeG), Warrap and Eastern Equatoria. It aims at improving access to quality learning opportunities for 75 000 children, including by providing them with

daily school meals throughout the academic year. The programme will be implemented by UNICEF and the World Food Programme.

- The programme **"South Sudan Rural Development: Strengthening Smallholders' Resilience - SORUDEV SSR"** (EU Trust Fund contribution: **€7 million**) aims at contributing to strengthening resilience of communities, improving governance and conflict prevention and reducing forced displacement due to loss of livelihoods. Its specific objectives are to improve food security of rural smallholders in Greater Bahr el Ghazal and to empower them to cope with environmental volatility and insecurity. The programme will be implemented by FAO.

- The **"Technical Cooperation Facility for South Sudan 2018-2020"** (EU Trust Fund contribution: **€2 million**) aims at contributing to an efficient and effective use of the development funds the EU implements in South Sudan, focusing also on the transition and/or complementarity between the humanitarian response and the medium-long term development response.

### Sudan

- The programme **"Fostering Smallholder Capacities and Access to Markets in Food Insecure Areas of Darfur"** (EU Trust Fund contribution: **€8 million**) aims at enhancing the food and income security of smallholder farming households in Darfur. Its specific objectives are to: i) Increase household food availability by reducing pre-farm gate losses; ii) Empower smallholders to sell surplus grain at higher prices; iii) Strengthen capacity of smallholders and farmer's groups to access markets and value chains. Approximately 65 000 farmers are to be reached by the





Action, which will target South, West and Central Darfur States. It aims to develop and test a model that can be amended and replicated across the range of contexts that exist for smallholder farmers in Darfur. The programme will be implemented by the World Food Programme.

- The programme **"Integrated Measures to promote rural-urban value addition and Employment (IMPROVE-EU)"** (EU Trust Fund contribution: **€8 million**) aims at contributing to improved livelihoods of refugees, migrant workers and host communities in Eastern Sudan. Its specific objectives are (1) to increase farmers' incomes; (2) to provide viable solutions to adapt farming systems to markets and to climate variability; (3) to provide farmers with new techniques to increase their production. The action will address 1,600 farmer households and around 30 high potential small and medium local enterprises working in the selected value chains will be engaged in project activities. The project will be implemented by GIZ, the German Corporation for International Cooperation (GmbH).

- The programme **"PROTECT - Protection of Persons of Concern and vulnerable migrants along migratory routes in Sudan"** (EU Trust Fund contribution: **€4 million**) aims at contributing to improve the management of mixed migration flows in Sudan. Its specific objective is to improve the protection of Persons of Concern, including refugees, returnees, stateless people, internally displaced people and asylum-seekers, and other vulnerable migrants along the Northern migration route through 1) improved access to assistance and protection, 2) enhancing the capacity of police and judiciary to respond to the needs of Persons of Concern (PoC), including asylum seekers

and other vulnerable migrants and 3) the improvement of the referral system. The project will be implemented by Danish Red Cross and the International Organisation for Migration (IOM).

### Uganda:

- The programme **"RISE - Response to increased demand on Government Service and creation of economic opportunities in Uganda"** (EU Trust Fund contribution: **€20 million**) aims at strengthening the abilities of local authorities to cater for refugee populations in planning social service provision in their areas (e.g. access to water services and education), hence supporting Uganda in implementing the [Comprehensive Refugee Response Framework](#) (CRRF) and supporting Refugee and Host Population Empowerment ([ReHope](#)). Its specific objectives are 1) to strengthen local authorities' coordination and development & contingency planning, as well as local authority-led service delivery to refugees and the host populations and 2) to increase economic self-reliance of refugees and host populations. The programme will be implemented by GIZ and civil society organisations.

### Enhancing Food Security in the Horn of Africa through Diaspora Investment in Agriculture "Somali AgriFood Fund"<sup>45</sup> - IFAD

Total project cost: US\$1.55 million. Recognizing the critical role played by migrant workers in sustaining livelihoods, IFAD engaged in policy dialogue with the Government of Somalia, one of the most severely conflict-stricken countries in the Near East and North Africa region. Somalia is estimated to receive over US\$1.3 billion annually in remittances, exceeding official aid to the country.

At the 2010 International Forum for Rural Development in Somalia, representatives of the diaspora, government, development agencies and academia initiated a dialogue to outline priorities and opportunities for joint action to promote local development.

The innovative approach designed for Enhancing Food Security in the Horn of Africa through Diaspora Investment in Agriculture builds on the Somalia Forum initiative. The project is implemented by a Dutch NGO, the Business in Development (BiD) Network Foundation, in partnership with Shuraako, an American NGO with field offices in Somalia.

Project objectives are to:

- Promote pro-poor investment mechanisms in rural areas
- Build diaspora capacity and promote the transformation of diaspora into agents of development
- Promote strategies connecting the diaspora with private, civil society and public stakeholders in Somalia.

Project activities started in 2014, with the creation of the Somalia AgriFood Fund ([somaliagrifood.org](http://somaliagrifood.org)), a matching seed capital fund that aims at providing incentives to facilitate diaspora investments into the Somali agriculture, fisheries or food processing sectors.

The AgriFood Fund supports investment projects that can range from US\$20,000 to US\$250,000 through a 40% contribution. The remaining 60% are financed by the business owner cash or in-kind contribution (20%) and by external capital, of which at least one third (or 20% of the total project cost) is to be financed by the diaspora. The



## Agriculture as an engine of economic reconstruction and development in fragile countries

leverage ratio of the US\$673,000 fund is expected to be 3.4 to 1, or a total investment of US\$2.28 million. Shuraako is the Fund Manager and is responsible for advertising the fund, screening applications, carrying out due diligence on eligible businesses prior to submission to the Investment Committee, channelling funds to recipients and monitoring implementation.

By January 2016, 199 candidates had applied to the AgriFood Fund and six business owners had been awarded financing for a total of US \$435,600. The approved business plans involve 8 diaspora investors, of which 2 are women. These are all originating from the region they invest in and are contributing 40% to 60% of investment. The 6 awarded agri-businesses are expected to generate 196 new jobs and to open new market outlets for about 15,000 small-scale producers in the agriculture and fisheries sectors. In the third investment round, the AgriFood Fund, contribution was brought down to 20% and applicants were put in contact with partner Somali banks to complete financing. The project has demonstrated that it is possible to attract diaspora investment into Somali agribusinesses and to generate employment and revenues through diaspora resources. Furthermore, it has raised interest from the national financial sector (local banks and micro-finance institutions) to develop activities aiming at diaspora investment into the local economy. This will however require improved banks' compliance with international banking standards.

The creation of the Somali Banking Association, which was facilitated by Shuraako, constitutes a first step in this direction. Diaspora's interest in contributing to the Somali economy was further confirmed by the online

Somali Investment Survey, which was carried out by Shuraako in 2015. It was responded to by close to 1,000 participants in 33 countries. Most respondents regard investment as a way to prepare their return to Somalia. The survey provides useful information as to factors that would facilitate diaspora investment, including evidence of profitability, a transparent and enforceable contract and risk mitigation. IFAD is now planning to finance a follow-up phase, which will aim at upscaling good achievements by building the capacities of Somali public and private institutions to provide the diaspora with the services they need to invest into Somali SMEs.

### **Oxfam Support for Resilience: Food Security and Private Sector Development in Somalia and South Sudan<sup>46</sup>**

Working with the national government, Oxfam's Fisheries Project strengthened the fisheries sector in Somaliland and Puntland, and influenced improvement of policies, legislation, and institutional structures and processes to support the fisheries sector at national and local levels, alongside the private sector. The project has implemented a quality system for the fisheries sector called FIQAEC (Fish Inspection, Quality Assurance & Export Certification) to govern fish handling, transportation, industrial processing, storage and export of fish and fisheries products.

Oxfam and partners supported farmers through capacity-building on good agronomic and livestock management practices, provision of improved seeds, extending irrigation systems to new areas, rehabilitation of degraded landscapes and supporting community animal health workers.

Farmer Field Schools were established to train 1,031 crop and livestock farmers (pastoralists) on soil and water management, rainwater harvesting for plant use, yields assessments, post-harvest management, land-use planning and range and infrastructure management. 120 community animal health workers (CAHWs) were also trained on management and treatment of livestock diseases. Provision of improved seeds: 21 communities in Afgoye and Husamareb were supported with high-quality seeds for crop and forage production. Each of the targeted 600 farmers (360 female and 240 men) in Afgoye received 12kg of maize. The forage seeds were sown on communal range lands where water-harvesting structures had been established, which helped to improve the ground cover by 70%. Extension of irrigation system to new areas: This involved the rehabilitation of 14 canals in Afgoye, increasing the irrigable area by 15,458 hectares which, in turn, is expected to increase crop production by 300%. This activity benefited 14,180 people through cash for work and was deliberately scheduled during the lean season in order to additionally support the farmers to access basic household needs.

All work norms were based on a minimum expenditure basket.

Rehabilitation of roads and degraded landscapes: Oxfam also supported the rehabilitation of 10km of strategic feeder roads and the clearance of invasive weed through lean-season cash for work, benefiting 764 people (207 women and 557 men). This opened up land for forage establishment. The communities were encouraged to use the weed for cooking purposes as a way of controlling it and reducing pressure on other useful tree species.





**Rehabilitation of Markets:** This activity was identified as one of the priorities by the community and local authorities due to its economic significance to the local population. This was done in two markets, Burao and Adaado. This included construction of market sheds, market information boards, and watering troughs for animals. A fence was also erected to control and manage safe movement of animals.

**Strategic road rehabilitation:** The clearance and rehabilitation of strategic roads that connect villages to markets was completed, thus improving access and lowering transport costs of moving goods and services to and from the markets.

Oxfam is working with communities in South Sudan to find innovative ways to address the root causes of livelihood insecurity, by enabling people to meet their basic needs, and to sustainably improve their quality of life.

**Increased food production and access to markets:** Oxfam has distributed farming tools and seeds to promote cultivation, and worked with farmers to ensure that efficient farming methods are used and that markets are accessible. Oxfam has also supported farmer group meetings, and used the time and space to not only discuss produce, but also issues that affect the community on a daily basis, such as peace, the economy and governance.

**Microfinance:** We have conducted business training and provided cash grants to community members as capital to start businesses and cooperatives. They include fishing and farming groups, as well as entrepreneurs. Oxfam has supported five fishing groups with capital and business training to set up cooperative models that are

still being used today and seven women's farming groups in Terekeka.

### **Cordaid approach in South Sudan - PRO-ACT<sup>47</sup>**

Since December 2015, Cordaid has been implementing the EU funded PRO-ACT project with the aim of enhancing food security and resilience of communities in selected counties of Upper Nile region (Malakal, Fashoda, Manyo counties).

Understanding the volatile and unstable situation in Upper Nile, one of the key implementation strategies of Cordaid is adaptive management of interventions and projects by ensuring linkage between relief, rehabilitation and development (LRRD), whilst most agencies including donors and international organizations in South Sudan are focusing on emergency response as stand-alone and neglect the need for development and resilience support for the people.

As long as disaster risks, related to both natural hazards and conflicts, are not being addressed through resilience building programming, it will be difficult to achieve poverty reduction, social equity, and sustainable development. However, resilience and development achievements from support provided to the most vulnerable people can also be (partly) destroyed again by a natural or human induced disaster, like the conflict of early 2017.

People had to run without their belongings, except the cash savings from their Village Saving and Lending Associations. Cordaid's pioneering approach of LRRD through linking emergency response with resilience programming (the PRO-ACT project) is in action in Upper Nile region. Cordaid through a Dutch public appeal campaign

for humanitarian aid had secured funding for emergency response and recovery in South Sudan.

Cordaid purposely, after assessment of the needs and gaps in Upper Nile, selected Fashoda and Malakal counties, where it could contribute significantly to life saving interventions, quick recovery and continue support on long term resilience building and development actions. In these counties Cordaid has been implementing the PRO-ACT project since December 2015, but all the efforts were gone as a result of the 2017 conflict in Fashoda county and Wau Shiluk town. However, Cordaid exerted its full effort to bridge the emergency needs of hunger and loss of livelihood assets with the renewed interventions of the PRO-ACT resilience project to enable communities to recover quickly and bounce back from the shocks.

Of the targeted households 1,522 were PRO-ACT project beneficiary households. They received unconditional or conditional cash transfers to increase their income sources and reduce negative coping mechanisms such as selling livelihood assets and cutting trees for charcoal production. With the conditional cash transfer, beneficiaries engaged in rehabilitation and reconstruction of community assets that were destroyed by the conflict. Their activities included restoring basic infrastructure and local market places, cleaning feeder roads, cleaning a hospital, health centres, schools and airstrips, repairing water points and removing conflict debris. Moreover, the most vulnerable households have received fishing kits for immediate access to nutritious food consumption and agricultural inputs such as tools and seeds to begin crop cultivation.



## Agriculture as an engine of economic reconstruction and development in fragile countries

About 50% of the PRO-ACT beneficiaries in Malakal (Lelo and Ogot payams) and Fashoda counties (Kodok town, Kodok rural, Lul and Dethwok payams) have benefited from LRRD activities, whilst also in Manyo county 400 households participated in the cash for work programme. The LRRD approach has greatly supported the target communities to bounce back to normality and smoothly participate again in the PRO-ACT project, without worrying for daily income and reverting to negative coping strategies.





### The way forward

Addressing fragility is not just a matter of responding to political or economic pressures – it is central to the achievement of the global Agenda 2030 on Sustainable Development. The Sustainable Development Goals (SDGs) emphasise the risks of violence to human security as well as to global peace and security. Understanding the role of violence and fragility is crucial to realisation of the SDGs. SDG 16 in particular aims to course-correct for the evidence that a far greater number of people are exposed to violence than ever before and, as a foundation for all other SDGs, that sustainable development can only thrive where there is security.<sup>48</sup>

In addition to risk factors arising from conflict or violence, rural producers and smallholder farmers are additionally vulnerable to economic shocks and market fluctuations, as well as to environmental risks related to climate, pollution, and proximity and exposure to natural disasters. Beyond the national boundaries, the effects of fragility have increasingly spread regionally and internationally, notably in respect to migration and refugee flows moving away from areas affected by conflict, violence and other factors of fragility. “Population movements not only demonstrate the complex risk landscape in conflict-affected areas, they have also created new dynamics, including deepening fragility, with global political repercussions”.<sup>49</sup> This has been felt in Europe over the last couple of years, where the political landscape has been significantly affected by the influx of populations from countries affected by conflict, violence, or other characteristics of fragility.

Working effectively in fragile states requires a long-term, context-

specific approach. Agriculture must play a central part in boosting fragile countries’ economies and alleviating poverty (World Bank and FAO). Many factors (weak institutions, insecurity, a persistent insurgency, destroyed infrastructure, environmental degradation and climate change) contribute to severe decrease in crop yields. Investing more in agriculture<sup>50</sup> would ensure moving from emergency to resilience and long-term development.

There is a need to mitigate risks to the population by investing in local capacities for early warning, preparedness and response. Coherence between humanitarian and development strategic frameworks as well as donor’s coordination still needs improvement.<sup>51</sup> Development partners need to agree on approaches driven by national strategies and based on harmonized needs assessment and planning. Linked to this is the need to identify funding solutions that will enable flexible, rapid and predictable funding for countries emerging from crisis.

Smallholder farmers are among the most vulnerable to climate shocks and weather-related disasters, poor governance, conflicts and market fluctuations. Access to inputs and knowledge, ICTs to quickly share information and extension/advisory services will contribute to the resilience of agricultural livelihoods. Appropriate and enabling policies, institutional structures, capacities and finances for disaster risk reduction and crisis management must be in place at local, national, regional and global levels to reduce increasing levels of threats from multiple types of shocks affecting the agriculture sectors and related food security. It is also

important to monitor and to predict crisis and disaster risks and their likelihood of occurrence and effects as much as possible on agriculture sectors. Such risk monitoring must be coupled with timely alerts to trigger accurate decision-making at institutional and community levels.

Reducing the root causes of vulnerabilities of individuals and communities with livelihoods depending on crop, livestock, fish, trees and other renewable resources is fundamental. Crisis and disaster risk protection, prevention and impact mitigation through the application of risk sensitive technologies and good practices, risk transfer and social protection are crucial to strengthen agriculture livelihoods and lessen, or even cancel the effects of a potential shock on them and enable them to bounce back better.<sup>52</sup>

National ownership and international commitment are needed to reduce fragility fragile states have untapped opportunities to pursue development. Capitalising on them will require national ownership, international commitment and innovation.<sup>53</sup>

Donor coordination remains necessary (ODI). A big part of the problem with donor coordination in fragile states contexts is that foreign, military, and political objectives coexist with developmental ones, which makes it much more difficult for donors to agree on a common platform or set of interventions. Despite the fact that, over time, there has been a considerable accumulation of lessons regarding state-building interventions, very often these lessons are simply not learned or shared across countries and among donors.



## ANNEX

### Glossary<sup>54</sup>

**Accountability.** The ability of institutions to be responsive to citizens, including abiding by their aggregated preferences, disclosing necessary information, permitting citizen participation in decision-making, and allowing for citizen sanction of public officials on the basis of publicly recognized norms and procedures.

**Anthropometry.** Use of human body measurements to obtain information about nutritional status.

**Body mass index (BMI).** The ratio of weight for height, measured as the weight in kilograms divided by the square of height in metres.

**Capacity.** The ability of institutions to carry out their core functions efficiently and effectively.

When states lack this capacity, they cannot mitigate stresses that might induce organized violence.

**Citizen security.** Both freedom from physical violence and freedom from fear of violence. Applied to the lives of all members of a society (whether nationals of the country or otherwise), it encompasses security at home, in the workplace, and in political, social, and economic interactions with the state and other members of society. Similar to human security, “citizen security” places people at the centre of efforts to prevent and recover from violence.

**Collaborative, inclusive-enough coalitions.** Unlike elite pacts, these coalitions involve broader segments of society—local governments, business, labour, civil society movements, in some cases opposition parties. Coalitions are

“inclusive enough” when they involve the parties necessary to restore confidence and transform institutions and help create continued momentum for positive change; and when there is local legitimacy for excluding some groups—for example because of electoral gains, or because groups or individuals have been involved in abuses.

**Commitment mechanisms.** Ways to persuade stakeholders that intentions to break with past policies will not be reversed, including creating independent functions for implementing or monitoring agreements.

**Confidence.** Trust between groups of citizens who have been divided by violence, between citizens and the state, and between the state and other stakeholders (neighbours, international partners, investors).

**Conflict.** Conflict as used in this report is defined as struggles between interdependent groups that have either actual or perceived incompatibilities with respect to needs, values, goals, resources or intentions. This definition includes (but is broader than) armed conflict – that is organized collective violent confrontations between at least two groups, either state or non-state actors

**Conflict sensitivity.** Conflict sensitivity means to study the profile, causes, actors and dynamics of conflict and the interaction between these and the proposed intervention. In the context of sustaining peace, this means maximizing positive impacts toward peace while minimizing negative impacts, including potentially creating so-called future hazards.

**Dietary energy intake.** The energy content of food consumed.

**Dietary energy supply (DES).** Food available for human consumption, expressed in kilocalories per person per day (kcal/person/day). At country level, it is calculated as the food remaining for human use after deduction of all non-food utilizations (i.e. food = production + imports + stock withdrawals - exports - industrial use - animal feed - seed - wastage - additions to stock). Wastage includes loss of usable products occurring along distribution chains from farm gate (or port of import) up to retail level.

**Expectations.** The way people make judgments about the future and how it will affect them, their families, and their communities. In situations where a track record of violence has created low trust, both excessively low and excessively high expectations can create problems for government policy.

**Elite pacts.** Formal or informal agreements by the holders of political, military, or economic power. These agreements, often enforced through coercion and patronage, are typically “personalized,” based on individual agreements. Throughout history the key motivating factor in forming an elite pact has been the wish to contain violence and to secure the property and economic interests and opportunities of pact members. The Report argues that elite pacts can provide short term security but that violence often recurs unless the pact broadens and is accompanied by institutional transformation.



## Agriculture as an engine of economic reconstruction and development in fragile countries

**Food insecurity.** A situation that exists when people lack secure access to sufficient amounts of safe and nutritious food for normal growth and development and an active and healthy life. It may be caused by unavailability of food, insufficient purchasing power, inappropriate distribution or inadequate use of food at the household level. Food insecurity, poor conditions of health and sanitation and inappropriate care and feeding practices are the major causes of poor nutritional status. Food insecurity may be chronic, seasonal or transitory.

**Food security.** A situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life. Based on this definition, four food security dimensions can be identified: food availability, economic and physical access to food, food utilization and stability over time.

**Fragility.** Fragility is defined as the combination of exposure to risk and insufficient coping capacities of the state, system and/or communities to manage absorb or mitigate those risks. The new OECD fragility framework is built on five dimensions of fragility – economic, environmental, political, societal, and security – and measures each through the accumulation and combination of risks and capacity. See OECD. 2016. States of Fragility 2016: Understanding Violence. Paris. Available at [www.oecd.org/dac/states-of-fragility-2016-9789264267213-en.htm](http://www.oecd.org/dac/states-of-fragility-2016-9789264267213-en.htm)

**Fragility and fragile situations.** Periods when states or institutions lack the capacity, accountability, or legitimacy to mediate relations between citizen groups and between citizens and the state, making them

vulnerable to violence. Research for the Report reinforces the close link between institutional fragility and the risk of conflict.

**Hunger.** In this report, the term hunger is synonymous with chronic undernourishment.

**Institutions.** The formal and informal “rules of the game.” They include formal rules, written laws, organizations, informal norms of behaviour and shared beliefs—and the organizational forms that exist to implement and enforce these norms (both state and non-state organizations). Institutions shape the interests, incentives, and behaviours that can facilitate violence. Unlike elite pacts, institutions are impersonal—they continue to function irrespective of the presence of particular leaders, and thus provide greater guarantees of sustained resilience to violence. Institutions operate at all levels of society—local, national, regional, and global.

**Kilocalorie (kcal).** A unit of measurement of energy. One kilocalorie equals 1 000 calories. In the International System of Units (SI), the universal unit of energy is the joule (J). One kilocalorie = 4.184 kilojoules (kJ).

**Legitimacy.** Normatively, this term denotes a broad-based belief that social, economic, or political arrangements and outcomes are proper and just. The concept is typically applied to institutions. Legitimacy is acquired by building trust and confidence among various parties. Forms of legitimacy include process legitimacy (which relates to the way in which decisions are made), performance legitimacy (which relates to action, including the delivery of public goods), and international legitimacy (which relates to the discharge of values and

responsibilities that international law view as the responsibility of states).

**Macronutrients.** Here refers to the proteins, carbohydrates and fats available to be used for energy; measured in grams.

**Malnutrition.** An abnormal physiological condition caused by inadequate, unbalanced or excessive consumption of macronutrients and/or micronutrients. Malnutrition includes undernutrition and over nutrition as well as micronutrient deficiencies.

**Micronutrients.** Vitamins, minerals and other substances that are required by the body in small amounts; measured in milligrams or micrograms.

**Nutrition security.** A situation that exists when secure access to an appropriately nutritious diet is coupled with a sanitary environment, adequate health services and care, in order to ensure a healthy and active life for all household members. Nutrition security differs from food security in that it also considers the aspects of adequate caring practices, health and hygiene in addition to dietary adequacy.

**Nutrition-sensitive intervention.** Interventions designed to address the underlying determinants of nutrition (which include household food security, care for mothers and children and primary healthcare services and sanitation) but not necessarily having nutrition as the predominant goal.

**Nutritional status.** The physiological state of an individual that results from the relationship between nutrient intake and requirements and from the body's ability to digest, absorb and use these nutrients.



## Agriculture as an engine of economic reconstruction and development in fragile countries

**Organized violence.** The use or threat of physical force by groups. Includes state actions against other states or against civilians, civil wars, electoral violence between opposing sides, communal conflicts based on regional, ethnic, religious or other group identities or competing economic interests, gang-based violence and organized crime and international non-state armed movements with ideological aims. While an important topic for development, we do not cover domestic or interpersonal violence. At times we refer to violence or conflict as a short-hand for organized violence, understood in these terms. Many countries address certain forms of violence, such as terrorist attacks by non-state armed movements, as matters that are subject to their criminal laws.

**Over nutrition.** A result of excessive food intake relative to dietary nutrient requirements.

**Overweight and obesity.** Body weight that is above normal for height as a result of an excessive accumulation of fat. It is usually a manifestation of expending fewer calories than are consumed. In adults, overweight is defined as a BMI of more than 25 but less than 30, and obesity as a BMI of 30 or more. In children under five years of age, overweight is defined weight-for-height greater than 2 standard deviations above the WHO Child Growth Standards median, and obesity as weight-for-height greater than 3 standard deviations above the WHO Child Growth Standards median.

**Pragmatic, best-fit approaches.** Programs, institutions and reforms that are not technically the lowest-cost option for achieving outcomes, but are adapted to local political, security, and institutional realities.

**Repeated cycles of violence.** Countries or subnational areas that have seen more than one episode of organized violence for 20–30 years.

**Sequencing and prioritizing reforms.** Deciding on the type and scope of changes societies will make first, those that will be addressed later, and the timeframes for achieving change.

**Stresses.** The political, social, security, or economic risks that correlate with organized violence. Violence is more likely when a combination of stresses operate in an environment characterized by weak institutions. Stresses can be internal—within the potential capacity of an individual state to control—or external, emanating from regional or global dynamics.

**Stunting.** Low height for age, reflecting a past episode or episodes of sustained undernutrition. In children under five years of age, stunting is defined height-for-age less than –2 standard deviations below the WHO Child Growth Standards median. Undernourishment. A state, lasting for at least one year, of inability to acquire enough food, defined as a level of food intake insufficient to meet dietary energy requirements. For the purposes of this report, hunger was defined as being synonymous with chronic undernourishment.

**Transforming institutions.** Developing over time “rules of the game” that increase resilience to risks of violence, including laws, organizations, norms of behaviour, and shared beliefs that ensure that the benefits from individuals choosing to act peacefully and lawfully exceed the costs.

**Transition moments.** Events that make new efforts to prevent or recover from violence possible. These can involve space for deep and wide-ranging change (for example, the end of a war, a deep national crisis, a change in government after one party has been in power many years) or more limited change (a new governmental reform plan or shift in key appointments, negotiations or coalition-building between different actors in society, events that spur reflection in society such as riots, military defeats, natural disasters, or key political anniversaries).

**Undernutrition.** The outcome of poor nutritional intake in terms of quantity and/or quality and/or poor absorption and/or poor biological use of nutrients consumed as a result of repeated disease. It includes being underweight for one’s age, too short for one’s age (stunted), dangerously thin for one’s height (wasted) and deficient in vitamins and minerals (micronutrient malnutrition).

**Underweight.** In adults, underweight is defined as a BMI of less than 18.5, reflecting a current condition resulting from inadequate food intake, past episodes of undernutrition or poor health conditions. In children under five years of age, underweight is defined as weight-for-age less than –2 standard deviations below the WHO Child Growth Standards median, and is thus a manifestation of low height for age and/or low weight for height.

**Wasting.** Low weight for height, generally the result of weight loss associated with a recent period of inadequate caloric intake and/or disease. In children under five years of age, wasting is defined as weight-for-height less than –2 standard deviations below the WHO Child Growth Standards median.



## Acronyms

<b>COST</b>	Cooperation in the field of scientific and technical research	<b>CEA</b>	Country Environmental Assessments
<b>ACLED</b>	Armed Conflict Location & Event Data	<b>CFT</b>	combating the financing of terrorism
<b>ACP</b>	African, Caribbean and Pacific group of states	<b>CILSS</b>	Comité permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel, Permanent Interstates Committee for Drought Control in the Sahel
<b>ADF</b>	African Development Fund	<b>CMAW</b>	Creating Markets Advisory Window
<b>ADF-13</b>	Thirteenth Replenishment of the African Development Fund	<b>CMU</b>	country management unit
<b>AF</b>	additional financing	<b>CODE</b>	Committee for Development Effectiveness
<b>AfDB</b>	African Development Bank	<b>CPF</b>	Country Partnership Framework
<b>AGIR</b>	Alliance Globale pour l'Initiative Résilience-Sahel; Global Alliance for the Sahel Resilience Initiative	<b>CPIA</b>	Country Policy and Institutional Assessment
<b>ALSF</b>	African Legal Support Facility	<b>CPP</b>	Country Programming Paper
<b>AML</b>	anti-money laundering	<b>CRFA</b>	Country Resilience Fragility Assessment
<b>ANRC</b>	African Natural Resources Center	<b>CRP</b>	Country Resilience Priorities
<b>ASA</b>	Advisory Services and Analytics	<b>CSO</b>	Civil Society Organization
<b>ASP</b>	Adaptive Social Protection	<b>CSP</b>	Country Strategy Paper
<b>AU</b>	African Union	<b>DCI</b>	Development Cooperation Instrument
<b>BS</b>	Budget Support	<b>DEC</b>	Development Economics Vice Presidency
<b>CAADP</b>	Comprehensive African Agriculture Development Programme	<b>DEVCO</b>	European Commission Directorate-General for International Cooperation and Development
<b>CAT</b>	Bond catastrophe bond	<b>DFi</b>	Development Finance (Vice Presidency)
<b>CAT DDO</b>	Catastrophe Deferred Draw-Down Option	<b>DfID</b>	Department for International Development in the UK
<b>CCSA</b>	Cross Cutting Solution Areas	<b>DG</b>	Directorate General
<b>CDC</b>	Community Development Council	<b>DIB</b>	development impact bond
<b>CDD</b>	Community driven development		



## Agriculture as an engine of economic reconstruction and development in fragile countries

<b>DNA</b>	Damage and Needs Assessment	<b>ESW</b>	Economic and Sector Work
<b>DNPGCCA</b>	Dispositif National de Prévention et de Gestion des Catastrophes et des Crises Alimentaires/ National Device for Prevention and Management of Disaster and Food Crises	<b>EU</b>	European Union
<b>DNSA</b>	Dispositif National de Sécurité Alimentaire/ National Food Security Management System	<b>EUD</b>	European Union Delegation
<b>DPF</b>	Development Policy Financing	<b>EUTF</b>	European Union Emergency Trust Fund for Africa
<b>DPG</b>	Development Policy Grant	<b>EWS</b>	Nutrition Early Warning System
<b>DPL</b>	Development Policy Loan	<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>DPO</b>	Development Policy Operation	<b>FCS</b>	fragile and conflict-affected situations
<b>DRM</b>	Disaster Risk Mitigation	<b>FCV</b>	fragility, conflict, and violence
<b>DRR</b>	Disaster Risk Reduction	<b>FF</b>	Food Facility
<b>EC</b>	European Commission	<b>FIL</b>	Financial Intermediary Loan
<b>ECD</b>	early childhood development	<b>FSF</b>	Fragile States Facility
<b>ECHO</b>	European Commission Humanitarian aid and Civil Protection department	<b>GBS</b>	General Budget Support
<b>ECOWAP</b>	ECOWAS Agricultural Policy	<b>GBV</b>	gender-based violence
<b>ECOWAS</b>	Economic Community of West African States	<b>GCFF</b>	Global Concessional Financing Facility
<b>EDE</b>	Ending Drought Emergencies	<b>GCMP</b>	Global Crisis Risk Management Platform
<b>EDF</b>	European Development Fund	<b>GDP</b>	Gross Domestic Product
<b>EEAS</b>	European External Action Service	<b>GEF</b>	Global Environment Facility
<b>EITI</b>	Extractive Industries Transparency Initiative	<b>GFDRR</b>	Global Facility for Disaster Reduction and Recovery
<b>EM</b>	emerging market	<b>GIF</b>	Global Infrastructure Facility
<b>EMDE</b>	Emerging Markets and Developing Economies	<b>GIS</b>	geographic information system
<b>EQ</b>	Evaluation Question	<b>GP</b>	Global Practice
<b>ERA</b>	education resilience approach	<b>GPSA</b>	Global Partnership for Social Accountability
		<b>HCI3N</b>	Haut Commissariat à l'Initiative 3N: les Nigériens Nourrissent les Nigériens / High Commission to the 3N Initiative : Nigerians Feed Nigerians



## Agriculture as an engine of economic reconstruction and development in fragile countries

<b>HDP</b>	Humanitarian-development-peace	<b>IPC</b>	Integrated Food Security Phase Classification
<b>HEA</b>	Household Economy Analysis	<b>IT</b>	Information Technology
<b>HH</b>	Household	<b>JC</b>	Judgement Criteria
<b>HIP</b>	Humanitarian Indicative Plan	<b>JHDF</b>	Joint Humanitarian Development Framework
<b>HLPFS</b>	High Level Panel on Fragile States	<b>LRRD</b>	Linking Relief, Rehabilitation and Development
<b>IBRD</b>	International Bank for Reconstruction and Development	<b>MDBs</b>	Multilateral Development Banks
<b>ICGLR</b>	International Conference on the Great Lakes Region	<b>MDGs</b>	Millennium Development Goals
<b>ICRC</b>	International Committee of the Red Cross	<b>MDRI</b>	Multilateral Debt Relief Initiative
<b>ICSP</b>	Interim Country Strategy Paper	<b>MDTF</b>	Multi-Donor Trust Fund
<b>IcSP</b>	Instrument contributing to Stability and Peace	<b>MS</b>	Member States
<b>ICT</b>	Information and communication technology	<b>NDMA</b>	National Drought Management Authority
<b>IDA</b>	International Development Association	<b>NGO</b>	Non-Governmental Organization
<b>IDA18</b>	[most recent 3-year IDA budget period, July 1, 2017 to June 30, 2020]	<b>NIP</b>	National Indicative Plan
<b>IDDRSI</b>	IGAD Drought Disaster Resilience Sustainability Initiative	<b>NTF</b>	Nigeria Trust Fund
<b>IDP</b>	internally displaced person	<b>ODA</b>	Official Development Assistance
<b>IDPS</b>	International Dialogue on Peace-building and State-Building	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>IDS</b>	In-depth studies	<b>P4P</b>	Purchase for Progress Programme (World Food Programme)
<b>IFC</b>	International Finance Corporation	<b>PBA</b>	Performance-Based Allocation
<b>IFIs</b>	International Financial Institutions	<b>PBO</b>	Program-Based Operations
<b>IGAD</b>	Intergovernmental Authority on Development	<b>PFM</b>	Public Financial Management
<b>IMF</b>	International Monetary Fund	<b>PRIME</b>	Pastoral Resilience Improvement and Marketing Programme
<b>INCAF</b>	International Network on Conflict and Fragility	<b>PRORESA</b>	Programme de renforcement de la sécurité alimentaire au Mali/ Programme for strengthening of food security in Mali



## Agriculture as an engine of economic reconstruction and development in fragile countries

<b>PRP</b>	Priorités Resilience Pays/ Country Resilience Priorities	<b>UA</b>	Unit of Account
<b>PSD</b>	Private Sector Development	<b>UK</b>	United Kingdom
<b>PSNP</b>	Productive Safety Net Programme in Ethiopia	<b>UN</b>	United Nations
<b>RAP</b>	Resilience Action Plan	<b>UNDP</b>	United Nations Development Programme
<b>RAU</b>	Resilience Analysis Unit	<b>UNECA</b>	United Nations Economic Commission for Africa
<b>REC</b>	Regional Economic Community	<b>UNICEF</b>	United Nations Children's Emergency Fund
<b>RESET</b>	Resilience building programme in Ethiopia	<b>US</b>	United States
<b>RIMA</b>	Resilience Index Measurement and Analysis Model	<b>USAID</b>	United States Agency for International Development
<b>RMC</b>	Regional Member Country	<b>WFP</b>	World Food Programme
<b>RPCA</b>	Réseau de prévention des crises alimentaires/ Food Crises Prevention Network		
<b>SBS</b>	Sector Budget Support		
<b>SDG</b>	Sustainable Development Goal		
<b>SEEFs 2008</b>	AfDB Strategy for Enhanced Engagement in Fragile States		
<b>SHARE</b>	Supporting the Horn of Africa's Resilience		
<b>SMEs</b>	Small and Medium Enterprises		
<b>SomRep</b>	Somalia Resilience Programme		
<b>SUN</b>	Scaling Up Nutrition		
<b>SWAC</b>	Sahel and West Africa Club		
<b>TANGO</b>	Technical Assistance to NGOs		
<b>TF</b>	Trust Fund		
<b>ToC</b>	Theory of Change		
<b>ToR</b>	Terms of Reference		
<b>TYS</b>	AfDB Ten Year Strategy 2013–2022		



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# **BRUSSELS RURAL DEVELOPMENT BRIEFINGS**

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