Southern Africa

Resilience Strategy

2018–2021

Increasing the resilience of agriculture-based livelihoods to enhance food security and nutrition
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# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foreword</td>
<td>v</td>
</tr>
<tr>
<td>Acronyms</td>
<td>vi</td>
</tr>
<tr>
<td><strong>Overview</strong></td>
<td>1</td>
</tr>
<tr>
<td><strong>Situation analysis</strong></td>
<td>3</td>
</tr>
<tr>
<td>Natural hazards and climate-related disasters</td>
<td>4</td>
</tr>
<tr>
<td>Food chain crises</td>
<td>6</td>
</tr>
<tr>
<td>Conflicts and protracted crises</td>
<td>8</td>
</tr>
<tr>
<td>Other factors aggravating vulnerabilities</td>
<td>8</td>
</tr>
<tr>
<td><strong>FAO’s strategic approach</strong></td>
<td>11</td>
</tr>
<tr>
<td>Objective</td>
<td>11</td>
</tr>
<tr>
<td>Rationale</td>
<td>11</td>
</tr>
<tr>
<td><strong>Outcomes</strong></td>
<td>13</td>
</tr>
<tr>
<td>Outcome 1. Risk-informed policy, regulatory, institutional and investment frameworks developed and supported</td>
<td>14</td>
</tr>
<tr>
<td>Outcome 2. Disaster risks monitored and early warning information provided for potential, known, and emerging threats</td>
<td>16</td>
</tr>
<tr>
<td>Outcome 3. Vulnerability to crises reduced and disasters prevented</td>
<td>17</td>
</tr>
<tr>
<td>Outcome 4. Preparedness for and response to crises and disasters improved through effective subregional coordination</td>
<td>18</td>
</tr>
<tr>
<td>Partnerships and coordination</td>
<td>19</td>
</tr>
<tr>
<td>Monitoring, evaluation and learning</td>
<td>20</td>
</tr>
<tr>
<td><strong>Logical framework</strong></td>
<td>23</td>
</tr>
</tbody>
</table>
Southern Africa is subject to multiple, frequent, and compounded shocks and stressors that prevent communities from fully recovering from crises, thereby deepening their vulnerability. This vulnerability was particularly exposed during the El Niño-induced drought in 2015–2016: the worst in the region for 35 years, it devastated local food systems and severely undermined the agriculture-based livelihoods of the region’s predominantly rural population. The drought caused widespread crop failures, livestock mortalities, related animal and human disease outbreaks and increased malnutrition, particularly among children, leaving over 40 million people requiring humanitarian assistance.

While a number of resilience-building activities are ongoing at the national level, the unique challenge posed by shocks such as the El Niño-induced drought brings to the fore the need to identify and undertake anticipatory and preventative actions that should complement and enhance ongoing efforts at the regional level.

Working with national governments and humanitarian and development partners provides an opportunity to collectively tackle challenges, address gaps and scale up resilience good practices across the region. This is essential to achieve a greater impact and coherence for the most vulnerable small-scale farmers, herders, fishers and forest-dependent communities. Such collaboration enables all partners to draw on experiences from different sectors at the regional, national and subnational levels.

Building on lessons learned and a broad range of experience and knowledge from different sectors, the Food and Agriculture Organization of the United Nations (FAO) Resilience Strategy for Southern Africa is aligned to global, continental and subregional resilience initiatives, as well as FAO’s Strategic Framework 2010–2019. The Strategy builds on and complements the resilience initiatives of the Southern African Development Community, the Regional Inter-Agency Standing Committee resilience framework and resilience mechanisms supported by development partners, major non-governmental organizations and FAO Country Programming Frameworks.

This Strategy aims to increase the resilience of agricultural livelihoods to contribute to enhanced food security and nutrition in Southern Africa through multisectoral, multi-hazard and multistakeholder consultations and joint interventions. An inclusive consultative process with vulnerable communities and key stakeholders on resilience policies and approaches will be the foundation of local ownership and will ensure the success of resilience interventions in the region.

The increased resilience of agriculture-based livelihoods is critical to achieve Zero Hunger and meet the goals of the 2030 Agenda for Sustainable Development in the Southern Africa region, ensuring that no one is left behind.

Patrick Momoh-Nuwah Kormawa
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<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPF</td>
<td>Country Programming Framework</td>
</tr>
<tr>
<td>FAO</td>
<td>Food and Agriculture Organization of the United Nations</td>
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<tr>
<td>NGO</td>
<td>Non-governmental organization</td>
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<td>NVAC</td>
<td>National Vulnerability Assessment Committees</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<tr>
<td>RBA</td>
<td>Rome-based Agencies</td>
</tr>
<tr>
<td>RIASCO</td>
<td>Regional Inter-Agency Standing Committee</td>
</tr>
<tr>
<td>RIMA</td>
<td>Resilience Index Measurement and Analysis</td>
</tr>
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<td>SADC</td>
<td>Southern African Development Community</td>
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<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>SHARP</td>
<td>Self-evaluation and holistic assessment of climate resilience of farmers and pastoralists</td>
</tr>
<tr>
<td>VAA</td>
<td>Vulnerability assessment and analysis</td>
</tr>
</tbody>
</table>
Southern Africa is vulnerable to a variety of natural and human-induced crises that are increasingly interconnected. For rural families who rely on agriculture and are particularly vulnerable, the increasing frequency and intensity of crises is further eroding their already low capacities to anticipate, cope with and recover from shocks.

Vulnerable farmers, herders, fishers and forest-dependent communities face three major types of crises:
- natural hazards and climate-related disasters
- food chain crises
- conflicts and protracted crises

In this context, the Food and Agriculture Organization of the United Nations (FAO) Resilience Strategy for Southern Africa seeks to increase the resilience of agriculture-based livelihoods to enhance food security and nutrition within the region. The four main outcomes of the Strategy are therefore:
- Outcome 1. Risk-informed policy, regulatory, institutional and investment frameworks developed and supported.
- Outcome 2. Disaster risks monitored and early warning information provided for potential, known, and emerging threats.
- Outcome 3. Vulnerability to crises reduced and disasters prevented.
- Outcome 4. Preparedness for and response to crises and disasters improved through effective subregional coordination.

According to the latest figures, 1 25.8 million people were food insecure in 2017/18. This is an improvement on the situation at the end of 2017, when despite improved food production during the 2016/17 season 2 an estimated 38.3 million people in 13 Southern African Development Community (SADC) countries required life- and livelihood-saving assistance. However, the figure remains high. There is a clear need for timely and coordinated support to assist vulnerable families in restoring agricultural production and enhancing the resilience of their livelihoods, so that they are better prepared for and able to respond to and recover from future shocks. While humanitarian interventions have been critical in saving lives and helping to restore livelihoods in times of crisis, they have not adequately addressed underlying vulnerabilities. It is therefore vital that we proactively invest in managing risks rather than just managing disasters. A strategic resilience-building approach to programming helps families and communities to anticipate, prevent, prepare for and mitigate the effects of shocks and stressors before, during and after crises, thereby minimizing human suffering and economic loss.

Building stronger, more resilient agriculture-based livelihoods is crucial if we are to achieve our collective commitments under the United Nations 2030 Agenda for Sustainable Development. FAO’s Resilience Strategy for Southern Africa therefore aims to support this through multisectoral, multi-hazard and multistakeholder engagement, in particular by strengthening collaboration among humanitarian, development and peace actors.

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1 2017/18 Outlook – Southern African Development Community Regional Vulnerability Assessment and Analysis Programme, February 2018.
2 Ibid.
Agriculture plays a critical role in the SADC regional economy, accounting for about 35 percent of GDP. Around 70 percent of the region’s population depend on agriculture and approximately two-thirds of all Southern Africans live in rural areas. Yet food security and nutrition remain the region’s greatest challenge to human welfare and economic growth. Since 2004, food insecurity in Southern Africa has affected an average of 15 million people each year.  

Southern Africa is vulnerable to a variety of natural and human-induced crises that are increasingly interconnected. Small-scale farmers, herders, fishers and forest-dependent communities whose livelihoods depend on access to and use of natural resources are particularly vulnerable to shocks and stressors, especially those related to a changing climate. The increasing frequency and intensity of crises is further eroding their already low capacities to anticipate, cope with and recover from shocks. Since 2000, droughts and floods have had the most impact in the region: 46 droughts have affected almost 74 million people and caused losses of USD 2.1 billion, while 198 floods have affected more than 16 million people, costing USD 2.4 billion in damages and loss.

Across the region, increasing vulnerability is the result of a range of interlinked factors including drought, changing rainfall patterns, conflict and instability, governance failures, extreme poverty, the impact of HIV/AIDS, and the continued erosion of livelihoods.

The main threats faced by vulnerable families can be broadly categorized into three groups:

- natural hazards and climate-related disasters, such as droughts, floods, cyclones, earthquakes and wild fires
- food chain crises, including transboundary crop and livestock pests and diseases, and food safety threats
- conflicts and protracted crises – which are often conflict-driven, complex and prolonged emergencies combining various other crises

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3 SADC Regional Indicative Strategic Development Plan.
5 International Organization for Migration. 2017. Spaces of vulnerability and areas prone to natural disaster and crisis in six SADC countries. Disaster risks and disaster risk management capacity in Botswana, Malawi, Mozambique, South Africa, Zambia and Zimbabwe.
Natural hazards and climate-related disasters

Natural hazards and climate-related disasters have been affecting the region with greater frequency and intensity, leading to increased incidences of drought, cyclones and floods. Climate models indicate a trend towards late-onset and high variability of rains as a persistent reality in Southern Africa, resulting in cyclical episodes of food insecurity. This is supported by observations over the past decade, with variability of precipitation reported throughout the subregion.6

Rural small-scale farmers and herders whose livelihoods depend on rainfed subsistence agriculture are exposed and remain vulnerable to even slight variations in the weather. They are therefore particularly sensitive to climate change and variability and are least able to buffer and absorb its impacts.

The El Niño phenomenon is the most dominant cause of deviating rainfall patterns and climate variability over Eastern and Southern Africa. Between 1986 and 2010, SADC countries were affected to various degrees by eight El Niño episodes. The impacts of El Niño have been felt across all sectors – food security, nutrition, agriculture, water and sanitation, energy, health and education, and manufacturing – causing vulnerable populations in particular to suffer and economies to contract.7

The 2015–16 El Niño-induced drought was the worst in 35 years and affected over 40 million people, with 26 million requiring immediate humanitarian assistance.8 The poor 2015/16 harvest, preceded by a similarly poor harvest in 2014/15, led to a regional shortfall of nearly 9.3 million tonnes of cereal production. Prices of staple foods rose, further constraining the already limited purchasing power of vulnerable families.

On 26 July 2016, SADC declared a regional emergency and launched a 13-country, USD 2.4 billion appeal to assist 40 million El Niño-affected Southern Africans. In support of the SADC appeal, the Regional Inter-Agency Standing Committee (RIASCO) launched an Action Plan on 27 July, which was revised in December 2016. The Action Plan prioritized seven countries: Angola, Eswatini, Lesotho, Madagascar, Malawi, Mozambique and Zimbabwe, and was based on three pillars: a humanitarian pillar, setting out immediate needs in the seven countries; a resilience pillar, undertaken in parallel with humanitarian efforts; and a macroeconomic pillar, setting out policy options for governments to address the long-term impacts. The Plan requested USD 1.3 billion to provide humanitarian assistance (Pillar 1) for 13.8 million people up to April 2017, of which USD 900 million was received (70 percent). Ultimately, these funding levels underscored the importance of multi-year planning, coupled with a proactive resource mobilization strategy.9

Funding from the international community and national governments saved lives, protected livelihoods and helped reduce human suffering in the aftermath of the El Niño-induced drought. However, it is increasingly clear that while humanitarian assistance is critical to meet immediate needs in times of crisis, it is not sufficient on its own to address rising levels of acute food insecurity. Simultaneously meeting immediate needs while addressing the root causes of hunger, malnutrition and food insecurity by investing in resilient agricultural livelihoods will have a lasting impact on vulnerable populations and ultimately bring millions of the world’s poorest and most vulnerable back from the brink of acute hunger. This makes it crucial to further step up joint efforts to address food crises along the humanitarian–development–peace nexus, in order to break repeated cycles of crisis and deepening vulnerability.

Simultaneously meeting immediate needs while addressing the root causes of hunger, malnutrition and food insecurity by investing in resilient agricultural livelihoods will have a lasting impact on vulnerable populations and ultimately bring millions of the world’s poorest and most vulnerable back from the brink of acute hunger.

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Food chain crises

The human food chain is under continued threat from an alarming increase in the number of outbreaks of transboundary animal and plant pests and diseases, as well as food safety and radiation events. These threats have had harmful effects on food security and nutrition, human health, livelihoods, national economies and global markets. Climate change is also contributing to the increase in food chain emergencies in Southern Africa. Outbreaks of transboundary animal diseases in previously disease-free areas of SADC countries have endangered the animal health status of the entire region and threatened the livelihoods of more than half the population.

Foot-and-mouth disease, anthrax, Newcastle disease, *peste des petits ruminants* and Rift Valley fever are just some of the animal diseases that have devastated the livestock sector in SADC in recent years, with adverse livelihood and economic implications at household and national levels.

In addition, prolonged drought periods have contributed to the further deterioration of livestock conditions due to poor grazing and water availability, increasing their susceptibility to diseases.
The 2015–2016 El Niño-induced drought resulted in more than 643,000 livestock deaths in Botswana, Lesotho, Malawi, Namibia and Zimbabwe alone, due to disease outbreaks and a lack of feed and water (FAO, 2016).10

Recently, fall armyworm (Spodoptera frugiperda) – a pest native to tropical and subtropical regions of the Americas – invaded the SADC region. In Brazil, where fall armyworm is endemic, the annual costs of its control have been estimated at USD 600 million.11 In Africa, fall armyworm was first detected in Central and Western Africa (Benin, Nigeria, Sao Tome and Principe and Togo) in early 2016. The SADC region experienced the fall armyworm outbreak in early 2017, with all the mainland SADC Member States affected except Lesotho. Fall armyworm continues to spread, although how it was introduced and its biological and ecological adaptation still need to be better understood and more research is required to ensure its effective management.

Outbreaks of other pests – including the African armyworm, tomato leafminer (Tuta absoluta), fruit flies and locusts – leave a trail of destruction, destroying crops and pastures with massive impacts on trade as well as the food security and nutrition of millions of family farmers in Southern Africa (FAO, 2014).12

Brown, red and African migratory locusts pose a threat to agriculture in Southern Africa. For example, Madagascar has faced the risk of a Malagasy migratory locust plague since April 2012, threatening the food security of 13 million people (60 percent of the population), 9 million of whom rely on agriculture for their livelihoods.13

Major crop diseases in the region include banana bunchy top virus, maize lethal necrosis disease and Panama disease tropical race 4 (TR4).

Post-harvest food losses continue to undermine regional food security. In Zimbabwe for example, 60 percent of rural households store crops in unimproved facilities, leading to high levels of post-harvest losses and food waste.14 Studies in sub-Saharan Africa have shown that the majority of the loss estimates for the period 1980–2012 (80.4 percent) were related to storage, with losses of between 27.3 and 55.9 percent for fish, tubers and roots, fruits and vegetables.15 The handling and preparation of food also pose threats to food safety, public health and nutrition, especially for children under five years old.

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11 FAO. 2017. Briefing Note on Fall Armyworm.
Conflicts and protracted crises

Conflict and protracted crisis situations are some of the most challenging contexts in which to fight hunger, malnutrition and poverty. Protracted crises are driven by a combination of both human-induced factors and natural hazards (often occurring simultaneously). These include conflicts that lead to population displacements, lengthy food crises, the breakdown of livelihoods and food systems, and insufficient governance or institutional capacity to deal with the resulting crisis.\(^\text{16}\)

Combined with other threats, legacies of conflicts and instability in some countries in the region have also entrenched high levels of vulnerability, especially among the urban and rural poor. Within the SADC region, Angola, the Comoros, the Democratic Republic of the Congo, Eswatini, Madagascar, Malawi, Mozambique, the United Republic of Tanzania, Zambia, and Zimbabwe are identified as fragile contexts.\(^\text{17}\) States that experience chronic fragility warrant particular attention given their compromised resilience to shocks, the potential for internal conflict and limited capacity to manage humanitarian emergencies, as well as their transition to development post-crisis.

Southern Africa experiences different types of migration movements, including mixed and irregular migration, labour migration, and displacement due to conflicts and natural disasters, even across national borders. South Africa alone hosts the second highest number of migrants in Africa and more than half are from other SADC countries. Seasonal and circular migration is a recognized, well-established livelihood strategy. The region is also experiencing a massive wave of rural to urban migration, and the majority of poor urban households in Southern Africa currently accommodate either migrants or a mix of migrants and non-migrants.\(^\text{18}\)

Other factors aggravating vulnerabilities

Southern Africa is experiencing human health threats from HIV and AIDS, cholera, malaria and the re-emergence of yellow fever. These have undermined communities’ ability to tackle poverty, sustain livelihoods, promote development and cope with disasters. The region continues to experience high rates of new HIV infections despite a substantial scale-up of treatment and prevention programmes. Nine countries – Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe – have adult HIV prevalence rates of over 10 percent. Botswana (22.2 percent), Eswatini (28.8 percent), Lesotho (22.7 percent),

\(^{16}\) FAO. 2016. Increasing the resilience of agricultural livelihoods.

\(^{17}\) The Organisation for Economic Co-operation and Development (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 is characterized as a mix of risk and capacities over five dimensions: economic, environmental, political, security, and societal.” OECD. 2016. States of Fragility 2016: Understanding Violence.

\(^{18}\) Crush, J. 2012. Linking migration, food security and development: Migration Policy Series, No. 60. Southern African Migration Project.
Economic growth varies across Southern Africa, reflecting factors such as differences in income levels, dependence on commodity exports, political and social stability, and macroeconomic and structural policies. Since 2015, Southern Africa has been experiencing a depressed economic outlook due to a fall in commodity prices and depreciating local currencies. In addition to increasing levels of unemployment, this impacts on governments’ abilities to respond to humanitarian needs and in particular impedes the expansion of social safety nets.

SADC Member States have succeeded in establishing disaster risk management legislation, policies, institutions, strategies and national plans. In practice however, few sectoral policies have integrated disaster risk reduction. There has also been limited progress in allocating resources to implement these strategies and plans or to reduce underlying risk drivers. Further, related capacities to respond to shocks remain generally weak in Southern Africa, hence the need at regional level to focus on interventions that add value to national initiatives such as safeguarding and strengthening the resilience of smallholder livelihoods.

Most countries in the subregion have created functional multistakeholder National Vulnerability Assessment Committee (NVAC) structures, under the SADC Regional Vulnerability Assessment and Analysis Programme. The NVACs monitor state, household and individual capacities to deal with external hazards such as droughts, economic crises, and climate change. The effectiveness of the NVACs varies between countries and is highly dependent on where they are housed and the related political and institutional frameworks. There are also difficulties in developing consensus on the methodologies used by a range of stakeholders, particularly in determining and identifying vulnerable groups, sectors and systems and in building national capacities to interpret and act on vulnerability assessments. Funding for national vulnerability assessment and analysis (VAA) work is limited in some countries, hampering the provision of timely vulnerability assessment information. National VAA work is still centralized in many countries, limiting the capacities of local structures to conduct context-specific VAA. In addition, VAA work has been limited to rural areas, excluding urban areas that are increasingly impacted by food insecurity and malnutrition. Finally, nutrition assessment has not been part of the VAA work, meaning key food and nutrition indicators are not monitored.
Objective

The objective of the FAO Resilience Strategy for Southern Africa is to increase the resilience of agriculture-based livelihoods and to enhance food security and nutrition within the region.

Rationale

Given the transboundary nature of the shocks frequently – and at times simultaneously – affecting Southern Africa, a regional approach is required to effectively tackle deepening vulnerability and to strengthen resilience.

The FAO Resilience Strategy for Southern Africa builds on the FAO corporate strategic objective to increase the resilience of agricultural livelihoods to threats and crises and is informed by the Rome-based Agencies (RBA) resilience partnership. Actions to be undertaken at regional and national level are derived by FAO and its Member Nations through the Africa Regional Conference19 and Country Programming Frameworks (CPFs) for each of the SADC countries (see Table 1).

The transboundary dimension of food insecurity and malnutrition requires collective action, increased commitment, stronger coordination and better governance. The FAO Resilience Strategy seeks to enhance this through engagement with SADC, its membership, and humanitarian and development partners. RIASCO has initiated the development of a regional resilience framework for Southern Africa in partnership with the SADC Secretariat, research institutes and academia. Under RIASCO, FAO and its partner UN agencies and non-governmental organizations (NGOs) support the three main pillars of the regional resilience framework:

- enhancing livelihoods and productivity to promote resilience
- strengthening access to social and basic services that are important for resilience
- promoting social protection for resilience building

The FAO Resilience Strategy for Southern Africa is aligned with national government priorities to achieve the UN Sustainable Development Goals (SDGs), as well as with existing global, regional and subregional frameworks to address food insecurity and malnutrition, including: the Sendai Framework for Disaster Risk Reduction 2015–2030; the Paris Agreement on climate change; the Grand Bargain and commitments made at the World Humanitarian Summit; the Comprehensive Africa Agriculture Development Programme (CAADP) Results Framework (2015–2025); the Malabo Declaration; FAO Africa regional priorities for achieving zero hunger; the SADC Regional Agricultural Policy (2013); the SADC Food and

19 The Africa Regional Conference brings together Ministries of Agriculture from African countries every two years to set priorities for FAO engagement, as well as to review previous commitments.

The Strategy has been developed at a time when the region faces declined production in 2018,\textsuperscript{20} with varying impacts at national level following limited recovery in the aftermath of the 2015–16 El Niño-induced drought. The Strategy therefore takes advantage of opportunities to anticipate and prevent adverse impacts for vulnerable people and their livelihoods, including through early action and timely response, while seeking to strengthen vulnerability reduction measures.

\textsuperscript{20} Global Information and Early Warning System on Food and Agriculture Special Report No. 343, February 2018.

### Table 1. Synthesis of common Country Programming Frameworks (CPF) priorities for SADC countries, 2013–2020

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<thead>
<tr>
<th></th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Enabling the policy, legal and institutional environment for food and nutrition security and agricultural development, with due consideration of risks.</td>
</tr>
<tr>
<td>2</td>
<td>Sustainable and risk-sensitive management of natural resources, a priority which recognizes land degradation and unsustainable utilization of natural resources as the leading sources of food insecurity and declining agricultural productivity.</td>
</tr>
<tr>
<td>3</td>
<td>Strengthen farmers’ and national authorities’ capacities to prepare for and respond to climate change, climatic shocks and transboundary pest threats.</td>
</tr>
<tr>
<td>4</td>
<td>Development of local markets and production-to-consumption value chains that support the entry of small-scale producers.</td>
</tr>
<tr>
<td>5</td>
<td>The introduction of agro-forestry to support improved productivity and enhanced food security.</td>
</tr>
<tr>
<td>6</td>
<td>Institutional capacity building and strengthening agriculture research and development.</td>
</tr>
<tr>
<td>7</td>
<td>Strengthen capacity for better agricultural service delivery, with a view to improving farming communities’ access to agricultural advisory services.</td>
</tr>
<tr>
<td>8</td>
<td>Strengthening resilience to natural and human-induced threats and crises.</td>
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</tbody>
</table>

### Outcomes

The Strategy aims to set out a path towards increasing the resilience of agriculture-based livelihoods to threats and crises, thereby enhancing food security and nutrition in the region. Four key outcomes were devised to measure progress on achieving this, each with specific outputs and a set of indicators to track results and identify gaps to be filled. The following is a breakdown of the individual outcomes to demonstrate how they frame the Strategy’s objective, as well as an overview of the funds required per year to reach them (see Table 2).

#### Table 2. Projected costs and outcomes of the FAO Resilience Strategy for Southern Africa 2018–2021

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Annual Cost (USD)</th>
<th>Total (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2018</td>
<td>2019</td>
</tr>
<tr>
<td><strong>Outcome 1. Risk-informed policy, institutional, regulatory and investment frameworks developed and supported.</strong></td>
<td>194 000</td>
<td>361 000</td>
</tr>
<tr>
<td><strong>Outcome 2. Disaster risks monitored and early warning information provided for potential, known, and emerging threats.</strong></td>
<td>865 000</td>
<td>1 445 000</td>
</tr>
<tr>
<td><strong>Outcome 3. Vulnerability to crises reduced and disasters prevented.</strong></td>
<td>385 000</td>
<td>605 000</td>
</tr>
<tr>
<td><strong>Outcome 4. Preparedness for and response to crises and disasters improved through effective subregional coordination.</strong></td>
<td>115 000</td>
<td>175 000</td>
</tr>
<tr>
<td><strong>Total (USD)</strong></td>
<td><strong>1 559 000</strong></td>
<td><strong>2 586 000</strong></td>
</tr>
</tbody>
</table>
Outcome 1.
Risk-informed policy, regulatory, institutional and investment frameworks developed and supported

The fight against hunger can only be won in partnership with governments and other non-state actors, including the private sector. FAO is actively pursuing such partnerships to meet the Zero Hunger Challenge together with other UN agencies. Collaboration between the public and private sectors is critical to transform agricultural production and meet future food and employment demands. Eradicating hunger requires joining forces to scale up successful programmes and linking actions for better results.

FAO is therefore seeking to increase national and subregional capacities for resilience by providing technical support to stakeholders, partners and country offices to: assist in the formulation of relevant policies, programmes and legal frameworks; mobilize human and financial resources; coordinate actors and engage in partnerships; and make decisions based on sound evidence for enhanced food security and nutrition in the region. As part of this, FAO will advocate for the inclusion of crucial subregional and national cross-cutting issues such as gender, HIV and AIDS, and climate change in measures to reduce vulnerability to threats and crises.

Reducing risk and increasing resilience to crises in the face of a changing climate requires access to knowledge, information and the active participation of vulnerable populations. Communication initiatives that target people at risk of natural hazards can help them better understand that risk and make informed decisions about how it can be managed. Media and communication play an important role in helping to save lives and promote action for resilience building. Innovative communication approaches include broadcast media, videos, games, music, mobile phones and other channels. There is a need to strengthen and support advocacy, awareness raising, knowledge management and communication, as well as other initiatives to harness a greater commitment to building more resilient livelihoods for enhanced food security and nutrition.

Outputs

- Policies, programmes and legal frameworks on agriculture, food security and nutrition at SADC and national levels reflect the multiple risks faced and are harmonized and implemented to simultaneously address the immediate and underlying causes of food insecurity and malnutrition in urban and rural areas.

\[21\] FAO. 2013. FAO Strategy for Partnerships with the Private Sector.
\[23\] Global Alliance for Disaster Risk Reduction in the Education Sector. 2015. Media and communication for resilience: Showcasing innovation.
• Policies, strategies, programmes and legislation translated into effective action through the allocation of financial and human resources and effective administration.
• Multistakeholder humanitarian and development coordination mechanisms and partnerships for resilience strengthened.
• Enhanced gender analysis and support in emergency, recovery and resilience building within FAO and partner programmes.
• Capacity developed for relevant institutions to manage risks and crises, and early warning, vulnerability reduction and preparedness measures undertaken as well as emergency response when shocks are unavoidable.
• Advocacy and knowledge management on resilience good practices scaled up to increase public–private investment in both urban and rural areas.
Outcome 2.
Disaster risks monitored and early warning information provided for potential, known, and emerging threats

Monitoring and predicting disaster risks, the likelihood of their occurrence, and their effects on agriculture and local food systems is crucial for resilience. Such risk monitoring must be coupled with timely alerts to trigger decision-making at the institutional and community levels. Monitoring disaster risks helps to prevent, prepare for and reduce the impact of such shocks and avoid a full-blown humanitarian crisis, along with the human suffering and costs associated with these.

With a view to this, FAO will provide technical support to countries, stakeholders and partners. In particular, the capacities of FAO country offices will be strengthened to provide regular and timely early warning information against potential, known, and emerging threats.

Outputs

- Shock-specific early warning information systems (including for natural hazards, climate-related disasters, food chain crises and conflicts) will be strengthened to better inform decision-making, particularly on early action, emergency preparedness and response.
- Improved food security, nutrition and vulnerability analysis to better inform policies and practices, including emergency response.
Outcome 3. 
Vulnerability to crises reduced and disasters prevented

Various threats and crises endanger the food security and nutrition of vulnerable populations across Southern Africa. The poorest are the most vulnerable as they often lack the means to anticipate, cope with and recover from external shocks. There is therefore a need to go beyond humanitarian response by protecting vulnerable crisis-hit populations from hunger, malnutrition and destitution by building their resilience to future crises and disaster risks.

Under this outcome, FAO will advocate for the protection of agricultural livelihoods and thus food security and nutrition in order to reduce the underlying drivers of the risks affecting farmers, pastoralists, fishers and foresters. FAO will also work with partners to provide assistance so that humanitarian action safeguards agricultural livelihoods and local food systems during emergencies.

It is fundamental to reduce the root causes of the vulnerabilities of individuals and communities whose livelihoods depend on crops, livestock, fish, trees and other renewable resources. 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 agricultural livelihoods, reduce the impact of shocks, and enable vulnerable people to bounce back better and faster.

Outputs

- Prevention and impact mitigation capacities of agricultural livelihoods strengthened through application of risk-sensitive technologies and good practices.
- Risk transfer and social protection schemes promoted to reduce the impacts of shocks and threats for the most vulnerable populations.
- Reduced root causes of vulnerabilities of individuals and communities through appropriate food security and nutrition, food safety and hygiene practices.
- Public–private partnership investments promoted in agricultural production to increase the livelihood options of vulnerable communities.
Outcome 4.
Preparedness for and response to crises and disasters improved through effective subregional coordination

Effective emergency preparedness and response depends on robust preparedness measures at different levels, from community to subnational, national, and regional. This allows for well-organized coordination mechanisms at and among the different levels.

FAO continues to support countries through different preparedness measures, including by assisting countries to develop contingency and response plans, as well as supporting preparedness planning and simulation exercises for emergencies. FAO also participates in several multipartner preparedness planning efforts at the national and regional levels.

By achieving this, FAO will help to ensure that disaster response plans are coordinated at all levels, documented, and that knowledge is shared about successful actions and global best practices. FAO will further improve countries’ capacities to prepare for, coordinate and manage effective responses to disasters and crises affecting the livelihoods, food security and nutrition of vulnerable communities.

Outputs

- Strengthened subregional and national preparedness planning for threats to agriculture and food security.
- Disaster preparedness and response strengthened through use of appropriate agricultural practices.
- Regional technical and operational surge capacities provided to countries ahead of and during crises and threats.
- Coordination and guidance provided to support national interventions to improve the management of transboundary threats, including pests and diseases.

Photo: Zimbabwe. Rehabilitated, solar-powered borehole providing safe drinking water for the community and their livestock.

FAO requires USD 0.64 million to achieve Outcome 4 period 2018–2021

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Partnerships and coordination

At the country level, Member Nations will chart and lead the agenda for resilience, strengthening the way they communicate within their systems and with their stakeholders and citizens. FAO Representations will coordinate the implementation of country-level resilience activities, in close collaboration with national governments and other key partners. As much as possible, collaboration with the RBAs will be pursued, building on the RBA framework and principles to ensure optimal actions in support of countries’ efforts and to meet the needs of vulnerable populations.

FAO will advocate for multiple partnerships and use a multisectoral approach while coordinating resilience activities in the region. Cross-sectoral collaboration is vital to build resilience and requires close linkages between social protection, food security, livelihoods, nutrition, health, water, sanitation and hygiene (WASH), education, social services, and planning and finance.

Partnerships will also be facilitated between key government ministries, development partners, civil society and the private sector, including migrant associations and diaspora groups, as well as producers’ and youth organizations in rural areas. FAO will promote local organizations who know best how to respond to the needs in their communities and contexts, ensuring they are treated as primary and equal partners within humanitarian systems.

FAO will encourage public–private partnership investments in agricultural production, scaling these up for targeting, marketing, extension services, research and innovation development, and agricultural mechanization.

FAO will support the creation of appropriate enabling environments to attract private sector investment that enhances food security, livelihoods, youth employment and overall economic growth. Work with the private sector will involve support through technology creation, adaptation and transfer, by investing in research and skills development to respond to the needs of farmers. Partnerships with mobile network providers will include establishing mobile phone early warning messages, farming tips, agricultural product market trends and related advisory information dissemination platforms for farmers.

FAO will collaborate in exploring the introduction of insurance and micro-finance as potential contributors to resilience financing mechanisms for smallholder farmers. FAO will facilitate government partnerships with financial and insurance companies and local NGOs, in order to design and implement micro-financing and index-insurance schemes for smallholder farmers as potential contributors to resilience financing mechanisms.

Hazards and threats are rarely (if ever) constrained by boundaries. Cross-border issues and dynamics require specific attention and
Hazards and threats are rarely constrained by boundaries. Cross-border issues and dynamics require specific attention and collaboration between countries. FAO will therefore collaborate and support governments to engage in regional initiatives and strengthen the capacities of regional bodies such as the SADC.

FAO will review and adjust national and regional coordination models to ensure that a broader range of actors is included in the design and implementation of resilience programmes. Specifically, where feasible FAO will explore ways to engage more with communities and the private sector. It is also important to emphasize equal representation and participation, including women and youth, in decision-making processes as well as in implementation of solutions.

FAO will support regional organizations to develop policies and coordination mechanisms for resilience. Understanding the importance of the regional dimension of many of the shocks and stresses to which the region is exposed, FAO will commit to continuing its engagement with regional partners.

As an active partner of various networks such as the Capacity for Disaster Reduction Initiative and RIASCO, FAO will engage with partners in implementing and coordinating resilience in the region. FAO was recently appointed to lead the RIASCO support for the development of a SADC Regional Resilience Strategy.

**Monitoring, evaluation and learning**

Performance monitoring of the Strategy will provide information on progress made and inform the management and adjustment of planned interventions, as well as allow practical experience on the use of resilience approaches at regional, national, subnational and community levels and in different livelihood settings. FAO will therefore undertake regular monitoring and evaluation of the Strategy and reporting of results. Based on the results, a multi-year work plan will be developed to ensure effective monitoring of the indicators.

Continued and coordinated monitoring and reporting is required to ensure progressive learning and draw lessons for improved resilience programming. Lessons learned will be shared across the region to facilitate the implementation of resilience initiatives. FAO will support the generation of evidence and learning around resilience, including gender-specific data. This will be done by:

- documenting case studies and good practices on resilience programming across the region, including cost-effectiveness and cost-efficiency analysis
- enhancing opportunities for learning, including by providing spaces for cross-fertilization and sharing of lessons learned
• mapping resilience investments overlaid with risk analysis to understand where priorities lie for adjustment of humanitarian and development frameworks for action

Measurement and analysis of resilience will be done using FAO’s corporate tools, including the Resilience Index Measurement and Analysis tool (RIMA), and the Self-evaluation and Holistic Assessment of Climate Resilience of Farmers and Pastoralists (SHARP). FAO will endeavour to enhance knowledge in measuring resilience in the region, including by engaging academic and research institutions, to ensure that programmes have risk- and resilience-informed monitoring systems.

FAO will also support SADC Member States to report on global, continental and regional resilience commitments and targets such as the SDGs, the Malabo Declaration, the Sendai Disaster Risk Reduction Framework, the Paris Agreement, the CAADP, the SADC Regional Indicative Strategic Development Plan, and the SADC Regional Agricultural Policy.
Logical framework

Strategic objective
Increase the resilience of agriculture-based livelihoods to enhance food security and nutrition within the region

Outcome 1
Risk-informed policy, institutional, regulatory and investment frameworks developed and supported.

- A conducive enabling environment that reflects commitment and capacities on policies, programmes and legal frameworks, mobilization of human and financial resources, coordination mechanisms and partnerships, and evidence-based decision-making for enhanced food security and nutrition outcomes.
- Gender, capacity development, knowledge management, communication and strategic partnerships integrated in building resilience for agriculture, food security and nutrition.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 1.1</strong>&lt;br&gt;Policies, programmes and legal frameworks on agriculture, food security and nutrition at SADC and national levels reflect the multiple risks faced, and are harmonized and implemented to simultaneously address the immediate and underlying causes of food insecurity and malnutrition in urban and rural areas.</td>
<td>- Existence of national policy or strategy for disaster risk reduction and/or management, with an explicit and comprehensive inclusion of agriculture, food, nutrition and/or related sectors.</td>
</tr>
<tr>
<td><strong>Output 1.2</strong>&lt;br&gt;Policies, strategies, programmes and legislation translated into effective action through the allocation of financial and human resources and effective administration.</td>
<td>- Policy coherence between migration and labour mobility, rural poverty reduction, and resilience policies and programmes related to agriculture, rural transformation, employment and social protection.</td>
</tr>
<tr>
<td><strong>Output 1.3</strong>&lt;br&gt;Multistakeholder humanitarian and development coordination mechanisms and partnerships for resilience strengthened.</td>
<td>- Existence of well-functioning disaster risk reduction/management structures within agriculture, food and nutrition, and related sectoral agencies.</td>
</tr>
<tr>
<td><strong>Output 1.4</strong>&lt;br&gt;Gender analysis and support in emergency, recovery and resilience building strengthened within FAO and partner programmes.</td>
<td>- Existence of national multisectoral and multistakeholder coordination mechanisms for disaster risk reduction/management.</td>
</tr>
<tr>
<td><strong>Output 1.5</strong>&lt;br&gt;Capacity developed for relevant institutions to manage risks and crises and undertake early warning, vulnerability reduction and preparedness measures, as well as emergency response when shocks are unavoidable.</td>
<td>- Adequate levels of human and financial resources allocated to risk reduction for agriculture, food and nutrition and towards the creation of new livelihood opportunities in agriculture and rural areas.</td>
</tr>
<tr>
<td><strong>Output 1.6</strong>&lt;br&gt;Advocacy and knowledge management around resilience good practices scaled up to increase public-private investment in resilience in both urban and rural areas.</td>
<td>- Evidence of gender-responsive financial inclusion of women and youth in agribusiness and resilience systems.</td>
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<tr>
<td></td>
<td>- Gender gaps in agriculture, rural development, food security and nutrition policies and programmes identified and documented.</td>
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<td></td>
<td>- Targeted households and communities have access to knowledge and support services for productive activities and consumption.</td>
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<td></td>
<td>- Evidence that capacities were developed for preparing, implementing, monitoring and evaluating evidence-based policies, investments and programmes on food security and nutrition.</td>
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<td></td>
<td>- Establish level of coordination/partnerships and of multisectoral governance and partnerships for food security and nutrition at SADC and country levels.</td>
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</table>
## Outcome 2

**Disaster risks monitored and early warning information provided for potential, known, and emerging threats.**

- Improved quality and harmonized information and analysis on resilience and on threats to agriculture, food and nutrition security to enable more timely and relevant decisions.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 2.1</strong></td>
<td>Percentage of countries with improved evidence and high quality analytical products generated through functional information systems in support of food security and nutrition policy and programming processes.</td>
</tr>
<tr>
<td>Shock-specific early warning information systems (including for natural hazards, climate-related disasters, food chain crises and conflicts) strengthened to better inform decision-making, particularly on early action, emergency preparedness and response.</td>
<td>Existence of a well-functioning and comprehensive national food security and nutrition information system.</td>
</tr>
<tr>
<td><strong>Output 2.2</strong></td>
<td>Existence of well-functioning mapping system of food security and nutrition action.</td>
</tr>
<tr>
<td>Improved food security, nutrition and vulnerability analysis to better inform policies and practices, including emergency response.</td>
<td>Existence of well-functioning government structure for regular monitoring and evaluating of food security and nutrition policies/strategies and national programmes.</td>
</tr>
<tr>
<td></td>
<td>Uptake of relevant information and analysis for decision-making in designing/updating policies and programmes for food security and nutrition.</td>
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<tr>
<td></td>
<td>Evidence of increased availability/use of information and data for decision-making.</td>
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<td></td>
<td>Pest and disease surveillance systems/networks established and functional at community level.</td>
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</tbody>
</table>
**Outcome 3**

Vulnerability to crises reduced and disasters prevented.

- Underlying risks to food security and nutrition reduced through the application of good practices, processes and technologies for prevention, mitigation and livelihood diversification.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Indicators</th>
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</thead>
</table>
| **Output 3.1**  
Prevention and impact mitigation capacities of agricultural livelihoods strengthened through application of risk-sensitive technologies and good practices. | - Percentage of countries that have improved their preparedness and response management capacities.  
- Targeted households and communities are able to restore/maintain their productive capacities when faced with chronic pressure or shocks.  
- Productive infrastructure (e.g. irrigation canals, water catchments, feeder roads) are expanded or rehabilitated.  
- Increased percentage of countries with improved social protection systems that link social protection with rural poverty reduction, food security and nutrition.  
- Market infrastructure and facilities (e.g. meat and livestock markets, slaughterhouses, feeder roads, produce stores) established or improved. |
| **Output 3.2**  
Risk transfer and social protection schemes promoted to reduce the impacts of shocks and threats for the most vulnerable populations. | |
| **Output 3.3**  
Reduced root causes of vulnerabilities of individuals and communities through appropriate food security and nutrition, food safety, and hygiene practices. | |
| **Output 3.4**  
Public–private partnership investments promoted in agricultural production to increase the livelihood options of vulnerable communities. | |
Outcome 4

Preparedness for and response to crises and disasters improved through effective subregional coordination.

- Strengthened capacities in preparedness, response and recovery from future threats to food and nutrition security.
- The potential negative impacts on livelihoods reduced at all levels.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Indicators</th>
</tr>
</thead>
</table>
| **Output 4.1**  
Strengthened subregional and national preparedness planning for threats to agriculture and food security. | • Multi-hazard disaster preparedness and/or contingency plans for agriculture, food, nutrition and/or related sectors in place and effective for disaster risk reduction at all administrative levels. |
| **Output 4.2**  
Disaster preparedness and response strengthened through use of appropriate agricultural practices. | • Existence of an effective and accountable technical and institutional coordination mechanism for disaster/crisis management for agriculture, food and nutrition. |
| **Output 4.3**  
Regional technical and operational surge capacities provided to countries ahead of and during crises and threats. | • Countries affected by disasters and crises that have an impact on agriculture, food, and nutrition have the capacity to manage effective responses. |
| **Output 4.4**  
Coordination and guidance provided to support national interventions to improve the management of transboundary threats, including pests and diseases. | }
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Saving livelihoods saves lives