



**FAO's Sub-regional  
Emergency and  
Rehabilitation  
Office -  
West Africa/Sahel**

**2010-2013  
Strategy**

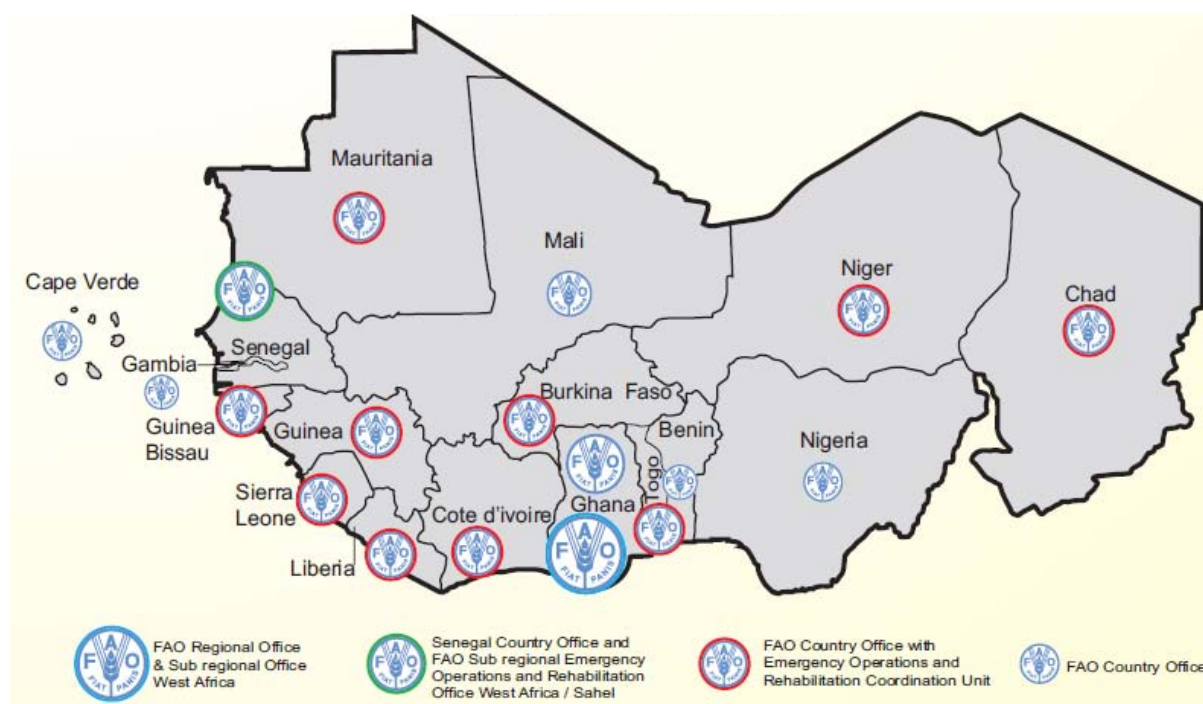
*From prevention  
to building back better*





## 1. The West Africa/Sahel Context

Eleven<sup>1</sup> of the world's 20 least developed countries<sup>2</sup> are found in West Africa with 60% of West Africans – some 175 million people – living on less than one dollar a day. Literacy rates are catastrophically low with more than 65 million illiterate adults, 60% of them are women<sup>3</sup>. Poverty, low levels of education and poor access to health services exacerbate childhood undernutrition in a region where 28% of children less than five years old are underweight and 38% are stunted<sup>4</sup>. The population in West Africa is growing rapidly; it has increased threefold to 300 million between 1960 and 2006 and is expected to reach 430 million by 2020<sup>5</sup>. Extreme levels of poverty means that households are highly vulnerable to a wide range of risks that deprive them of the resources and opportunities needed to cope with shocks such as the recent high staple food and agricultural inputs' prices, floods and irregular rains. Recurrent shocks have increased in frequency worsening the short term situation by forcing the adoption of coping strategies that undermine the long term situation and create deeper levels of vulnerability to the next shock.



*FAO's Emergency and Rehabilitation Teams in West Africa/Sahel*

### 1.1 Drivers of vulnerability to food insecurity

Each year the population of West Africa faces crises that may vary in nature or intensity or affect different livelihood zones, but as these shocks are reoccurring in closer succession, more people are trapped in a downward cycle of vulnerability. Food security and nutrition indicators in the West Africa region illustrate that large portions of the population do not have satisfactory alimentary diversity, sufficient purchasing power to cover their foods needs, and restricted livelihood options to overcome these challenges. Global and acute malnutrition rates have maintained serious and critical threshold levels in the majority of West Africa's countries for the last several

<sup>1</sup> Niger, Sierra Leone, Mali, Burkina Faso, Chad, Guinea Bissau, Guinea, Gambia, Senegal, Cote d'Ivoire

<sup>2</sup> According to the United Nations 2009 Human Development Index and other measurements

<sup>3</sup> From closed books to open doors- West Africa's literacy challenge –Campaign for Education- April 2009

<sup>4</sup> Regional Summaries UNICEF.org

<sup>5</sup> <http://www.atlas-ouestafrique.org/spip.php?rubrique36>

years. These rates coupled with other food security indicators are symptomatic of a fundamental vulnerability that is exacerbated by successive shocks without the time to recover.

Deterioration of households' living conditions and weakening of their livelihoods undermines their ability to adapt to or cope with shocks resulting in acute seasonal peaks of food insecurity or successive shocks that lead to depleted livelihood assets and ultimately chronic food insecurity.

High food price trends have deteriorated the purchasing power of market dependent households, thus enlarging the attention to not only rural households but also to the urban poor. Several exacerbating factors have increased the numbers of those at risk throughout the region: (i) uneven distribution of rainfall (late, irregular or deficit in some areas, too heavy in others) (ii) consequences of global crisis (fall in demand and price of cash crops and livestock, reduced levels of remittances, erratic exchange rates) (iii) continuation of above average cereal prices as well as essential household goods and (iv) adverse terms of trade.

A large portion of subsistence farmers rely on the market for basic food provision for many months of the year since harvests are often insufficient. Food is often bought on credit thus incurring debts throughout the year. In order to pay off these debts many households have no choice but to sell crops right after the harvest when prices are at annual lows. These factors create a downward spiral of cash poverty, heavier debts, lack of productive investments and ultimately chronic poor harvests.

In the ECOWAP<sup>6</sup> area, 48% of imported goods are also commodities in which the region is competitive: cereals, dairy products and meat. The cost of these imported goods has doubled between 1994 and 2004. Import dependence is particularly striking in Mauritania where 75-80% of cereal needs comes from food aid or imports and Senegal is one of the largest importers of rice in the world. This heavy national dependence on food imports and household reliance on the market for basic food provisions means increased vulnerability to such market shocks.

## 1.2 Impacts of climate change

There is general agreement that climate change has resulted in marked reductions in the crop potential over the last few decades. This has happened *inter alia* through reduced and more erratic rainfall leading to shorter cropping seasons and a striking movement of the isohyets toward the south – a pattern that is expected to continue over the coming decades.

Livelihoods in the region mainly depend on natural resources and more than three quarters of the labour force is occupied by agricultural and livestock activities leading to high sensitivity to environmental factors. This is reinforced by the fact that more than 80%<sup>7</sup> of the agricultural production is for subsistence, almost exclusively based on rain fed agriculture and extensive livestock production systems.

Climate change is expected to affect the global hydrological cycle resulting in the intensification of extreme weather events in the Sahel such as floods and droughts, but they will often be localized. The impacts are further exacerbated by the increasing population pressure in the region leading to inappropriate cultivation patterns and an increased number of land use conflicts. Because of the high reliance on rain fed agriculture and traditional extensive livestock production systems in the region, drought is a significant stressor to the majority of the livelihoods.

<sup>6</sup> Economic Community of West Africa Agriculture Policy

<sup>7</sup> Source: FAO (2006) "FAOSTAT – Online Statistical Service" [www.fao.org/faostat](http://www.fao.org/faostat)

## 2. FAO's Sub-regional Emergency and Rehabilitation Office – West Africa/Sahel (REOWA)

FAO's Sub-Regional Emergency and Rehabilitation Office - West Africa/Sahel was created in August 2006 for liaison, information exchange and coordination of FAO emergency activities with humanitarian partners established in Dakar: Regional Offices of UN Agencies (WFP, UNICEF, OCHA, UNHCR, etc.), donors (OFDA, European Union, Sweden, Spain, Italy, etc..) and international NGOs (OXFAM, ACF, SCF, etc..). The scope of activities has since grown in response to pressing regional needs, through incorporating technical support to early warning systems, food security analysis, regional involvement in global initiatives (REACH) and assisting national level emergency response in Senegal.

### 2.1.1 Strategic Framework

The Sub-Regional Emergency and Rehabilitation Strategy for West Africa and Sahel maintains synergies and coherence with FAO's Medium Term Plan 2010-2013, the TCE Operation Strategy 2010-2013 and the Strategy of the Sub-Regional Office in Accra.

#### **FAO's Vision**

*A world free of hunger and malnutrition where food and agriculture contribute to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner.*

#### **TCE's Mission**

*We support countries and partners to prepare for and respond to food and agricultural threats and emergencies.*

#### **Overall Objective and Vision for the Sub-Regional Office for West Africa (SFW-Accra)**

*By 2015, poverty is clearly and constantly declining, the number of undernourished is halved and the marginalization trend of West Africa within international economy and exchanges is reversed in a sustainable manner<sup>8</sup>.*

#### **Overall Objective of the FAO's Sub-Regional Emergency and Rehabilitation Office - West Africa/Sahel (REOWA)**

The emergency and rehabilitation activities in West Africa/Sahel will aim to protect, reinforce and rebuild the livelihoods and food security of the most vulnerable people affected by slow and/or sudden onset crises through collaboration with national and regional partners.

<sup>8</sup> FAO's Strategic Framework of Intervention for West Africa 2008-2015, Sub-Regional Office for West Africa

## 2.1.2 General Objective

The emergency and rehabilitation activities in West Africa/Sahel will aim to protect, reinforce and rebuild the livelihoods and food security of the most vulnerable people affected by slow and/or sudden onset crises through collaboration with national and regional partners.

## 2.1.3 Strategic Objectives (SO) and Organisational Results (OR)

Strategic Objective I, *Improved preparedness for, and effective response to, food and agricultural threats and emergencies*, is the basis for FAO's emergency and rehabilitation work in West Africa/Sahel. The foundation of SO I are the three pillars of Disaster Risk Management: prevention and early warning, response, and transition to development. These three phases of DRM link FAO's emergency and rehabilitation activities to the overall technical areas of expertise of the Organization and thus to the following Strategic Objectives and Organisational Results:

- **SOI- Improved preparedness for, and effective response to, food and agricultural threats and emergencies**
  - OR I1 Countries vulnerability to crisis, threats and emergencies is reduced through better preparedness and integration of risk prevention and mitigation into policies, programmes and interventions (UR I01G102)
  - OR I2 Countries and partners respond more effectively to crises and emergencies with food and agriculture related interventions (UR I02G102 and UR I02G104)
  - OR I3 Countries and partners have improved transition and linkages between emergency, rehabilitation and development (UR I03G102)
- **SOA- Sustainable intensification of crop production**
  - OR A1 Policies and strategies on sustainable crop production and diversification at national and regional levels
- **SOB- Increased sustainable livestock production**
  - OR B1 The livestock sector effectively and efficiently contributes to food security, poverty alleviation and economic development
- **SOH- Improved food security and better nutrition**
  - OR H1 Countries and other stakeholders have strengthened capacity to formulate, implement and monitor coherent policies, strategies and programmes that address the root causes of hunger, food security and malnutrition
  - OR H3 Strengthened capacity of member countries and other stakeholders to address specific nutrition concerns in food and agriculture
  - OR H4 Strengthened capacity of member countries and other stakeholders to generate, manage, analyse and access data and statistics for improved food security and better nutrition
  - OR H5 Member countries and other stakeholders have better access to FAO analysis and information products and services on food security, agriculture, and nutrition, and strengthened own capacity to exchange knowledge.

Besides directly contributing to the achievement of the above strategic objectives and organizational results, the emergencies and rehabilitation activities of the FAO's Sub-Regional Emergency and Rehabilitation Office - West Africa/Sahel will also indirectly contribute to the achievement of other strategic objectives of the organisation and namely:

SO C: Sustainable management and use of fisheries and aquaculture resources;

SO E: Sustainable management of forests and trees;

SO F : Sustainable management of land, water and genetic resources and improved responses to global environmental challenges affecting food and agriculture;

SO K: Gender equity in access to resources, goods, services and decision-making in the rural areas.

### ***SOI- Improved preparedness for, and effective response to, food and agricultural threats and emergencies***

**OR 1: Countries vulnerability to crisis, threats and emergencies is reduced through better preparedness and integration of risk prevention and mitigation into policies, programmes and interventions (UR I01G102).**

#### **Sub-Regional Emergency Office Results related to OR1**

- i. Regular high quality analysis of external trends with respect to West Africa and Sahel food security and climate change in combination with other sectors (Health, Nutrition, WASH, and Social Protection).
- ii. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions.
- iii. The food security and agriculture sector is effectively considered and taken into account in the elaboration of disaster response frameworks while assimilating the effects of, and adaptation to climate change.

#### **Sub-Regional Emergency Office Activities (OR 1)**

- a. To reinforce regional and national early warning systems through technical support and development while linking with coordination mechanisms.
  - Working with CILSS and National Early Warning Systems to improve existing methods and continue streamlining Cadre Harmonisé Bonifié and Food Security Integrated Phase Classification (IPC). Also contributing to SO H, OR 1.
- b. Monitor, analyze and report on food security trends and indicators in the sub region.
  - Coordinate FAO's participation in sub-regional joint assessments (markets, crop and food, food security post disaster with MOA. FEWS NET. CILSS, UN system) Also contributing to SO H, OR 4 and 5.
  - Produce regular Regional analytical notes (i.e. joint FAO/WFP) and where possible enhance analytical capacity in country offices. Also contributing to SO H, OR 5.
- c. Participation in Interagency and multi-stakeholder regional and global partnerships and initiatives (REACH, IYCN) that further cross sectoral approaches and holistic programming to achieve wider coverage and deeper impact
  - Promote the mainstreaming of nutrition security components into FAO project plans: i.e. vulgarisation of highly nutritious, underutilised crops (fonio), increase access to highly nutritious

crop seeds to households with malnourished children (vegetables and local spinach). Also contributing to OS H, OR 1.

- Encourage and support correlation of data from livelihood profiles and nutritional assessment. Also contributing to SO H, OR 4.
- d. Ensure the food security and agriculture sector is adequately considered in the intersectoral clusters or other coordination mechanisms aiming to strengthen preparedness and integration of disaster risk management into interventions.
- Chair or actively participate in regional or national level preparedness working groups and coordination meetings such as the West Africa Regional Emergency Preparedness Working Group, IASC, and other ad hoc working groups such as Guinea +6 and Pandemic (H1N1) 2009.
- e. Support sectoral and cross sectoral development of disaster response frameworks.
- Contribute to the formulation of 'Plans of Actions to improve preparedness for, and effective response to, food and agriculture threats and emergencies'.
  - Engage in technical consultations regarding the impacts of climate change affecting the food security and livelihoods and promote the integration of climate change adaptation and the livelihood approach into FAO interventions in West Africa.

## **OR 2: Countries and partners respond more effectively to crises and emergencies with food and agriculture related interventions (UR I02G102 and UR I02G104).**

### **Sub-Regional Emergency Office Results related to OR2**

- i. Enhanced sectoral leadership and coordinated responses through partnership, inter-agency dialogues and development of common humanitarian strategies
- ii. Effective emergency responses by providing operational and technical support to FAO Representations and Emergency and Rehabilitation Coordination Units (ERCU) in the planning, mobilisation of resources, and implementation where appropriate.
- iii. FAO Emergency and Rehabilitation Coordination Units are aware of best practices and linked into a network of other emergency practitioners.
- iv. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions.

### **Sub-Regional Emergency Office Activities (OR 2)**

- a. Support a coordinated and coherent sectoral response through the common humanitarian action plans, appeals, and contribution to the Regional Food Security and Nutrition sector strategy
  - Actively participate in the development of the context analysis used to design the sectoral strategy (i.e. CAP)
  - Advocate for common assessments and joint projects with other UN and international actors. Also contributes to SO H, OR 3.
- b. Compile, document and disseminate best practices, bringing together demonstrated technical concepts (climate change, conservation, nutrition, etc) and program quality components (gender, targeting, transparency, project cycle management, etc). Also contributes to SO A, OR1 and SO H, OR 1.

- c. Assure FAO's response in the region is coherent and aligned with the comprehensive UN response strategy.
- d. Provide operational and technical support, as well as the coordination, planning, and resource mobilization of FAO's emergency and rehabilitation responses.
  - Crucial information is shared with countries and headquarters regarding UN, donor and regional partner strategies as well as information stemming from relevant meetings.
  - Assist FAO Representations and ERCUs in the development and design of programs and projects and ensuring consistency with funding opportunities and liaising with donors when necessary.

### **OR 3: Countries and partners have improved transition and linkages between emergency, rehabilitation and development (UR I03G102).**

#### **Sub-Regional Emergency Office Results (OR 3)**

- i. A greater number of development, response, and transition programs consistently incorporate agriculture based adaptation strategies and DRM components so that livelihoods are more resilient, withstanding the impact of shocks and facilitating recovery.
- ii. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions.

#### **Sub-Regional Emergency Office Activities (OR 3)**

- a. Advance understanding of technical approaches used in West Africa and the Sahel that have successfully bridged emergency, rehabilitation and development operations.
  - Collect and disseminate best practices with demonstrated success in West Africa and Sahel: rock lines, wind break species, live fencing, nutrition and livestock interventions, etc. Also contributes to SO B, OR1.
  - Mainstream basic nutrition components into conventional agriculture policies as well as activities in order to address persistently high rates of global malnutrition (i.e. complimentary nutrition education with gardens as in Cote d'Ivoire or small food fortification processing units in Sierra Leone). Also contributes to SO H, OR1 and OR 3.
- b. Foster emergency and rehabilitation projects linkages with country NMTPF through shared disaster risk management frameworks and joint planning.

## **3. Alliances and Partnerships**

In order to achieve the overarching goal, the FAO's country and Sub-regional Emergency and Rehabilitation Offices in West Africa/Sahel will maintain and enhance its partnerships with external partners, including national and local governments, local communities, national and international NGOs, UN agencies, intergovernmental organizations, donors, the private sector, cluster partners and academic institutions.

Operations will be designed and carried out in collaboration with relevant FAO technical divisions, FAO representations, SFW, RAF and will take into account existing global, regional, national initiatives and donor strategies.



**ANNEX - SO I- Improved preparedness for, and effective response to, food and agricultural threats and emergencies**

Organisational Results	Sub-regional Results	Sub-regional Activities
<p><b>OR 1: Countries vulnerability to crisis, threats and emergencies is reduced through better preparedness and integration of risk prevention and mitigation into policies, programmes and interventions (UR I01G102)</b></p>	<p>i. Regular high quality analysis of external trends with respect to West Africa and Sahel food security and climate change in combination with other sectors (Health, Nutrition, WASH, and Social Protection)</p> <p>ii. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions.</p> <p>iii. The food security and agriculture sector is effectively considered and taken into account in the elaboration of disaster response frameworks while assimilating the effects of, and adaptation to climate change.</p>	<p>a. To reinforce regional and national early warning systems through technical support and development while linking with coordination mechanisms.</p> <ul style="list-style-type: none"> <li>• Working with CILSS and National Early Working Systems to improve existing methods and continue streamlining Cadre Harmonisé and Food Security Integrated Phase Classification (IPC). <b>Also contributing to SO H, OR 1</b></li> </ul> <p>b. Monitor, analyze and report on food security trends and indicators in the sub region.</p> <ul style="list-style-type: none"> <li>• Coordinate FAO's participation in sub-regional joint assessments (markets, crop and food, food security post disaster with MOA, FEWS NET, CILSS, UN system) <b>Also contributing to SO H, OR 4 and 5.</b></li> <li>• Produce regular Regional analytical notes (i.e. joint FAO/WFP) and where possible enhance analytical capacity in country offices. <b>Also contributing to SO H, OR 5.</b></li> </ul> <p>c. Participation in Interagency and multi-stakeholder regional and global partnerships and initiatives (REACH, IYCN) that further cross sectoral approaches and holistic programming to achieve wider coverage and deeper impact</p> <ul style="list-style-type: none"> <li>• Promote the mainstreaming of nutrition security components into FAO project plans: i.e. vulgarisation of highly nutritious, underutilised crops (fonio), increase access to highly nutritious crop seeds to households with malnourished children (vegetables and local spinach). Also contributing to OS H, OR 1.</li> <li>• Encourage and support correlation of data from livelihood profiles and nutritional assessment. <b>Also contributing to SO H, OR 4.</b></li> </ul> <p>d. Ensure the food security and agriculture sector is adequately considered in the intersectoral clusters or other coordination mechanisms aiming to strengthen preparedness and integration of disaster risk management into interventions.</p>

		<ul style="list-style-type: none"> <li>• Chair or actively participate in regional or national level preparedness working groups and coordination meetings such as the West Africa Regional Emergency Preparedness Working Group, IASC, and other ad hoc working groups such as Guinea +6 and Pandemic (H1N1) 2009.</li> </ul> <p>e. Support sectoral and cross sectoral development of disaster response frameworks.</p> <ul style="list-style-type: none"> <li>• Contribute to the formulation of 'Plans of Actions to improve preparedness for, and effective response to, food and agriculture threats and emergencies'.</li> <li>• Engage in technical consultations regarding the impacts of climate change affecting the food security and livelihoods and promote the integration of climate change adaptation and the livelihood approach into FAO interventions in West Africa.</li> </ul>
<p><b>OR 2: Countries and partners respond more effectively to crises and emergencies with food and agriculture related interventions (UR I02G102 and UR I02G104)</b></p>	<p>i. Enhanced sectoral leadership and coordinated responses through partnership, inter-agency dialogues and development of common humanitarian strategies</p> <p>ii. Effective emergency response by providing operational and technical support to FAO Representations and Emergency and Rehabilitation Coordination Units (ERCU) in the planning, mobilisation of resources, and implementation where appropriate.</p> <p>iii. FAO Emergency and Rehabilitation Coordination Units are aware of best practices and linked into a network of other emergency practitioners.</p> <p>iv. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions.</p>	<p>a. Support a coordinated and coherent sectoral response through the common humanitarian action plans, appeals, and contribution to the Regional Food Security and Nutrition sector strategy</p> <ul style="list-style-type: none"> <li>• Actively participate in the development of the context analysis used to design the sectoral strategy (i.e. CAP)</li> <li>• Advocate for common assessments and joint projects with other UN and international actors. Also contributes to <b>SO H, OR 3</b>.</li> </ul> <p>b. Compile, document and disseminate best practices, bringing together demonstrated technical concepts (climate change, conservation, nutrition, etc) and program quality components (gender, targeting, transparency, project cycle management, etc). Also contributes to <b>SO A, OR1 and SO H, OR 1</b>.</p> <p>c. Assure FAO's response in the region is coherent and aligned with the comprehensive UN response strategy.</p> <p>d. Provide operational and technical support, as well as the coordination, planning, and resource mobilization of FAO's emergency and rehabilitation responses.</p> <ul style="list-style-type: none"> <li>• Crucial information is shared with countries and headquarters regarding UN, donor and regional partner strategies as well as information stemming from relevant meetings. .</li> <li>• Assist FAO Representations and ERCUs in the development and design of programs and projects and ensuring consistency with funding opportunities and liaising with donors when necessary.</li> </ul>

<p><b>OR 3: Countries and partners have improved transition and linkages between emergency, rehabilitation and development (UR I03G102)</b></p>	<p>i. A greater number of development, response, and transition programs consistently incorporate agriculture based adaptation strategies and DRM components so that livelihoods are more resilient, withstanding the impact of shocks and facilitating recovery.</p> <p>ii. Enhanced coordination and collaboration with partners and FAO's decentralised offices and technical divisions</p>	<p>a. Advance understanding of technical approaches used in West Africa and the Sahel that have successfully bridged emergency, rehabilitation and development operations.</p> <ul style="list-style-type: none"> <li>• Collect and disseminate best practices with demonstrated success in West Africa and Sahel: rock lines, wind break species, live fencing, nutrition and livestock interventions, etc. Also contributes to SO B, OR1.</li> <li>• Mainstream basic nutrition components into conventional agriculture policies as well as activities in order to address persistently high rates of global malnutrition (i.e. complimentary nutrition education with gardens as in Cote d'Ivoire or small food fortification processing units in Sierra Leone). <b>Also contributes to SO H, OR1 and OR 3.</b></li> </ul> <p>b. Foster emergency and rehabilitation projects linkages with country NMTPF through shared disaster risk management frameworks and joint planning</p>
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