



Food and Agriculture Organization  
of the United Nations

# South Sudan Resilience Strategy

2016–2018



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# Acronyms and abbreviations

<b>AAP</b>	Accountability to affected populations
<b>APFS</b>	Agropastoral field school
<b>CBO</b>	Community-based organization
<b>ELRP</b>	Emergency Livelihood Response Programme
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FSL</b>	Food Security and Livelihoods (Cluster)
<b>IDP</b>	Internally displaced person
<b>IGAD</b>	Intergovernmental Authority on Development
<b>IPC</b>	Integrated Food Security Phase Classification
<b>M&amp;E</b>	Monitoring and evaluation
<b>NGO</b>	Non-governmental Organization
<b>PoC</b>	Protection of Civilians
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNICEF</b>	United Nations Children's Fund
<b>WFP</b>	World Food Programme

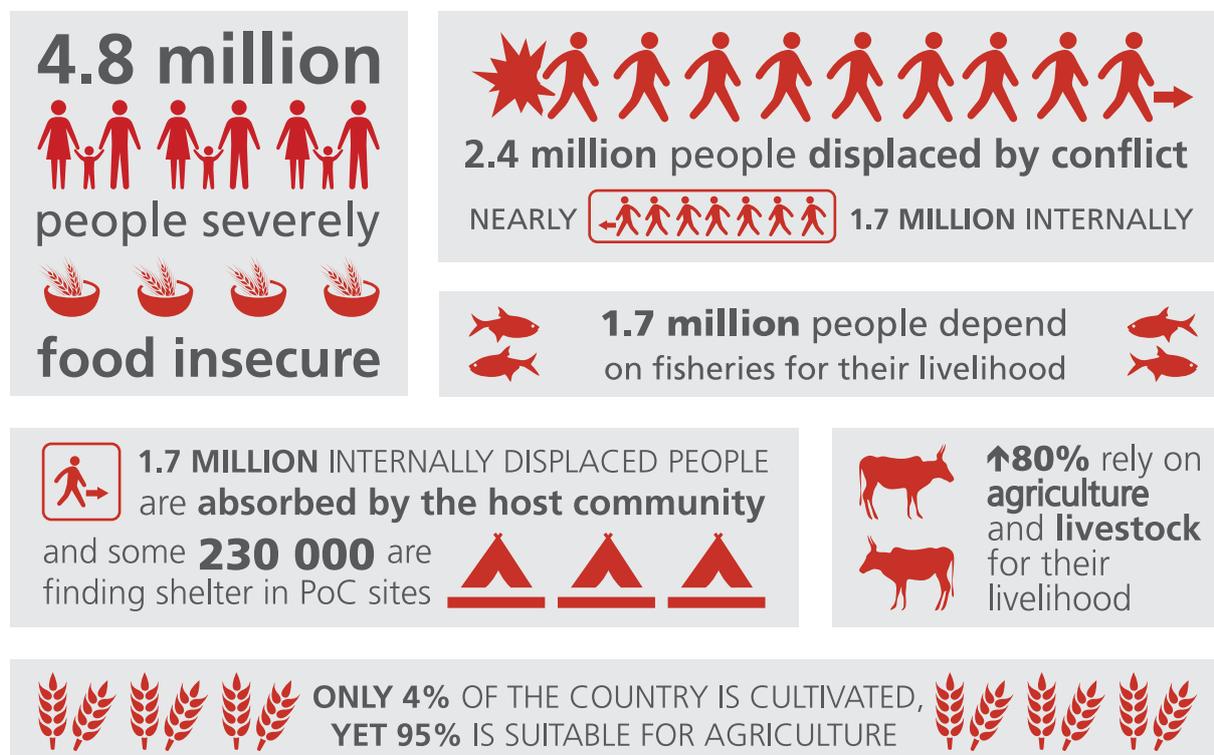


# 1. Background

## 1.1 Situation analysis

For the last four decades, the Republic of South Sudan has been experiencing perpetual and protracted crises that have manifested into widespread and persistent violence, population displacement and disruption of livelihoods. When the country celebrated its independence on 9 July 2011 – becoming the world’s newest nation – it was already grappling with a long legacy of civil war and increasing tribal tensions.

Over the last two years, the conflict which broke out in December 2013 has become more complex, displacing more than 2.4 million people, including around 720 000 who are taking shelter in neighbouring countries. Of the internally displaced persons (IDPs), some 228 000 individuals are finding shelter in Protection of Civilian (PoC) sites<sup>1</sup>, with the remaining 1.47 million being absorbed by the host community. Continued violence, a deteriorating economy and climatic shocks indicate the deepening impact of the crisis on South Sudanese livelihoods. As a result, around a third of the population are now food insecure according to the Integrated Food Security Phase Classification (IPC) analysis from April 2016 (Phase 3 and above). Disempowered institutions at central and local levels are unable to deliver public goods and services. The conflict has also drastically altered pastoralist dynamics, including market disruption, migration routes, youth militarization and general reduction in herd size.



*\*figures as of June 2016*

1 IOM South Sudan situation update #61, March 2016.

Aside from oil, South Sudan's abundant natural resources remain largely untapped. According to the World Bank, it is the most oil-dependent country in the world – accounting for 60 percent of its gross domestic product and almost its entire exports<sup>2</sup>. The combination of a dramatic lack of physical/economic infrastructure and dependence on oil has created a fragile economy and contributed to an economic crisis that has been unfolding since independence. Declines in oil revenue due to disruption of oil production and trade owing to a global downturn of oil prices (associated with increased defense spending), has subsequently put the country on course for an economic collapse.

Outside the oil sector, the country is characterized by a subsistence economy, with the majority of the population living in rural areas and dependent on farming, herding or fishing to meet their food and other basic needs. For most people affected by the recent conflict, livestock and crop cultivation are their only means of survival, however violence and insecurity have limited mobility and constrained core coping strategies. As a result, farmers have reduced cultivated areas, livestock mortality has increased, and access to markets and social facilities has been disrupted. The contribution and importance of small-scale fishing to household livelihoods increased from 6.8 percent to 10.2 percent, indicating greater reliance on this source of income in times of crisis, in part also because patterns of displacement have led to higher concentrations of highly vulnerable populations near water sources, such as rivers and swamps. A thriving agriculture sector is crucial to long-term peace, development and growth, but only 4.5 percent of the potential arable land is cultivated despite the fact that 95 percent of the territory is considered suitable for agriculture.

The implementation of the Peace Agreement signed in August 2015, is the major game changer to the current situation. However, even if the Peace Agreement manages to ease the tension between opposing factions, it will not settle ancestral inter-ethnic disputes over control of natural resources and livestock. Food security levels are not expected to rapidly improve in the coming years, as structural constraints will continue to severely impact trade and the mostly livestock- and farming-based livelihoods. The long-term effects of the conflict coupled with market failure and high food prices, depleted livelihood options and limited humanitarian access continues to put pressure on households' food security. This is not only affecting the Greater Upper Nile region, but also extending to traditionally more stable areas like Northern Bahr el-Ghazal, Lakes and Warrap States and the Greater Equatoria region.

In this context, there is a call to invest in building the foundations of a resilient and peace-conducive agriculture sector that will ensure food security for all and sustainable livelihoods for households relying on it, in particular the most vulnerable.

## 1.2 Food and nutrition security

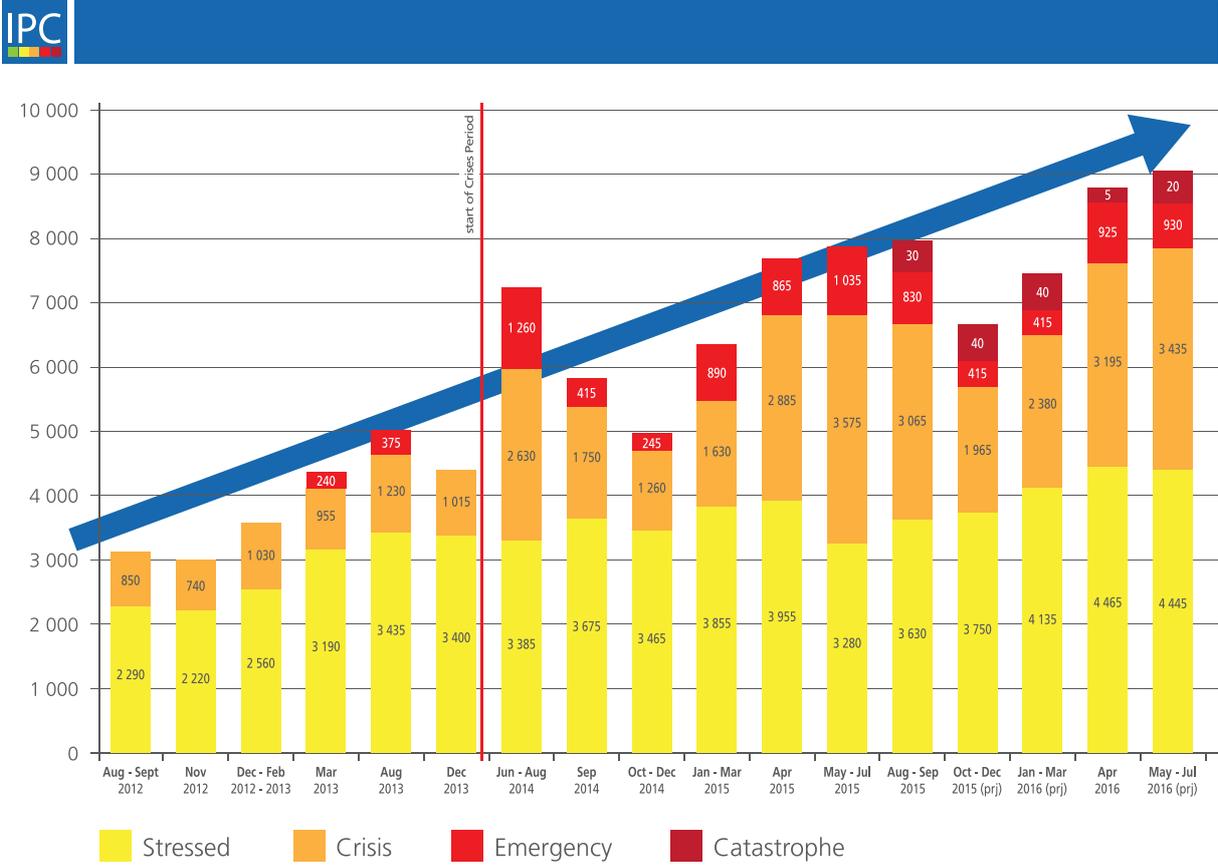
Decades of human-induced and natural disasters have impacted food security in South Sudan. IPC analyses show that populations in Phases 2 (Stressed), 3 (Crisis) and 4 (Emergency) have been increasing steadily over time (Figure 1). Moreover, the proportion of the population in IPC Phases 3 and 4 is significantly higher than in the pre-crisis era. This increase is particularly evident in the 'lean season', from April to September, depending on the agro-ecological areas, and could be attributed to the economic downturn and other compounding factors, such as the gradual

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<sup>2</sup> <http://www.worldbank.org/en/country/southsudan/overview>

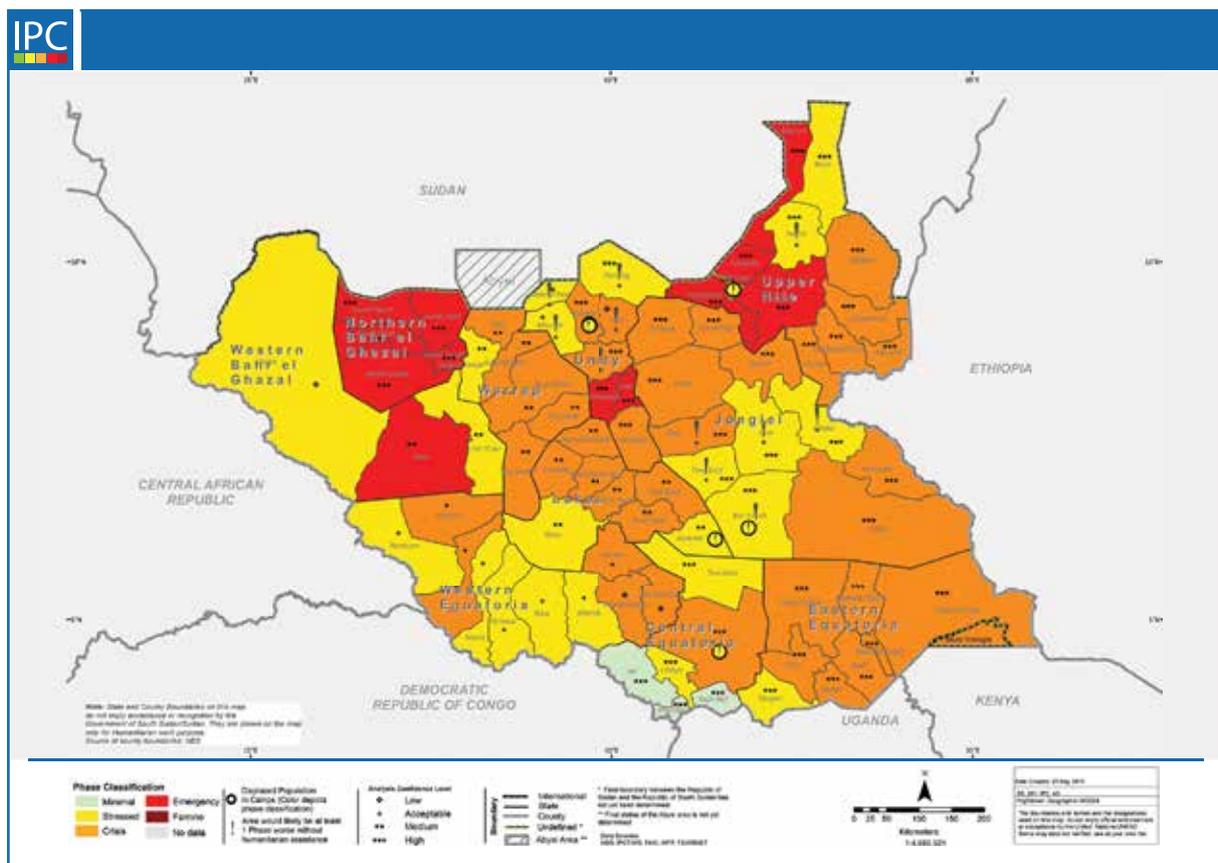
erosion of livelihood assets. This represents the 'core' food insecurity in the country, which can easily escalate to higher IPC Phases as has been noticed lately in the Greater Bahr el-Ghazal region.

**Figure 1: Population trends by IPC phase (2013–2016)**



As at April 2016, humanitarian needs in the country are still high. More than 1 million people are acutely malnourished; of this figure, nearly 686 300 are children under five and 312 200 are malnourished pregnant and lactating women. The conflict-affected region of Greater Upper Nile, and other states affected by chronic food insecurity and malnutrition (including Warrap and Northern Bahr el-Ghazal), have the highest malnutrition burden (Figure 2). Further to this, displaced households and people trapped in conflict areas remain worst affected and are facing alarming food consumption gaps. Large numbers of households are reducing food intake to as little as one meal per day, which for many IDPs is comprised of only fish and water lilies. Women and the elderly have been particularly affected, as meals are often given first to children. Women bear the burden of foraging for increasingly scarce wild foods in arduous terrain and dangerous conditions.

**Figure 2: IPC Food Insecurity Situation Overview of South Sudan, May–July 2016**



These structural levels of food insecurity reflect the country's lack of self-sufficiency in food production. Based on the five-year average, South Sudan produces about 900 000 tonnes of cereal annually – meeting just two-thirds of needs and leaving a consumption gap of 400 000 tonnes. To fill this gap, South Sudanese rely on a combination of humanitarian assistance and fragmented, inefficient markets, with foreign traders supporting the flow of goods between regions, as well as with neighbouring countries.

Even before the outbreak of conflict in 2013, market prices of staple food items were consistently higher than in other countries in the region. However, these differential prices have not triggered an increase in local production – largely owing to local insecurity and low levels of technology/productivity – or commanded greater trade volumes. This is mostly due to insecurity, the huge distance between markets, low consumer purchasing power and a very limited cash economy.

Relatively small quantities of cereals are consumed in South Sudan – an annual average of 110 kg/person/year compared with about 152 kg and 206 kg in the Sudan and Ethiopia, respectively. This reflects the contribution of livestock produce, cassava, groundnuts, fish and wild foods to the normal diet of mostly agropastoral populations.

Livestock are a critically important asset in South Sudan, the sale of which enables households to purchase cereals, pulses and other food products. The loss of livestock to violent conflict, raiding and displacement has thus further exacerbated households' vulnerability to food insecurity and malnutrition.

Access to and availability of food have become severely limited as the crisis has become increasingly protracted, with market infrastructure and assets destroyed in many areas. The recovery of markets and household incomes will therefore require sustained economic reform and stability over the coming years.

### 1.3 Policy frameworks

The Food and Agriculture Organization of the United Nations (FAO) Resilience Strategy for South Sudan presented in this document is aligned with, and contributes to, the implementation of the main policy frameworks relevant for resilience building in the agriculture sector at the national, regional and global levels. In particular, the strategy is underpinned by, and will support and contribute to, the following national and regional frameworks:

- Country Programming Framework for South Sudan (2016–2017);
- Interim Cooperation Framework of the United Nations Country Team (UNCT) in South Sudan (2016–2017);
- South Sudan Comprehensive Agriculture Master Plan 2015–2040;
- Draft Disaster Risk Management Policy of the Republic of South Sudan;
- National Gender Policy (2013);
- Comprehensive Africa Agriculture Development Programme;
- Renewed Partnership to End Hunger in Africa by 2025<sup>3</sup>;
- 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals;
- Sendai Framework for Disaster Risk Reduction (2015–2030);
- Paris Agreement 2015<sup>4</sup>;
- Intergovernmental Authority on Development (IGAD) Drought Disaster Resilience and Sustainability Initiative, specifically through the South Sudan Country Programming Paper;
- Committee on World Food Security Framework for Action for Food Security and Nutrition in Protracted Crises (CFS-FFA); and
- Main policy framework under FAO Strategic Priority 5 for protracted crises.

The humanitarian agenda and related strategic frameworks outlined in the 2016 South Sudan Humanitarian Needs Overview remain relevant to the foreseeable scenario. However, with the implementation of the Peace Agreement in 2015, the focus is expected to shift back to a resilience and sustainable development agenda. It is envisaged that there will be a new national development framework by 2018, which this strategy will contribute to given its embedded flexibility and scalability.

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3 An initiative involving the African Union Commission, its New Partnership for Africa's Development Planning and Coordination Agency, Instituto Lula and FAO, among other partners.

4 The United Nations Framework Convention on Climate Change 21st Conference of Parties Agreement adopted in December 2015 in Paris sets the stage for unprecedented international climate action. South Sudan Intended National Determined Contribution include both mitigation and adaptation measures giving to agriculture a central role.

## 1.4 FAO's work in South Sudan

For over 40 years, FAO has been working across both humanitarian and development spheres in the regions currently forming South Sudan in order to protect, save and restore livelihoods, reduce food insecurity and malnutrition, and improve the resilience of livelihoods and agricultural systems. Specifically, FAO has been supporting agricultural production for vulnerable households through technical support and coordination, promoting sustainable land management practices and improving production technologies and marketing opportunities. Notably, FAO played a key role in the eradication of rinderpest in South Sudan when it was the only remaining country with rinderpest in the world.

Following the Comprehensive Peace Agreement (2005) and independence (2011), FAO worked with the Government on capacity development for the transition period, along with providing humanitarian and resilience-building programmes to address food and nutrition insecurity among at-risk populations. FAO has been instrumental in supporting the Government to develop key policies and strategic frameworks for the agriculture and natural resource sectors, and facilitated the establishment of the Food Security Council – the country's highest decision-making body in food security, which is chaired by the President of South Sudan.

Since the current conflict erupted in December 2013, FAO has been responding to the different needs with a multi-track approach to resilience building (i.e. survival, emergency and development), depending on the populations' needs, vulnerability and access. FAO's Representation in South Sudan has a portfolio of up to USD 80 million annually, split between its Emergency Livelihood Response Programme (ELRP) (60 percent) and development/resilience programmes (40 percent). The bulk of resilience and development funding is currently concentrated in Greater Bahr el-Ghazal region as well as Eastern Equatoria State and most of the emergency funding is focused in the conflict-affected region of Greater Upper Nile.

In addition to leading and facilitating agriculture technical working groups at national and state levels, FAO in partnership with local actors provides the bulk of the food security and nutrition information that informs the emergency response, and guide both response interventions and country programming in its capacity as Co-Chair of the Food Security and Livelihoods (FSL) Cluster.



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## 2. Resilience in the context of South Sudan

### 2.1 FAO and resilience

Protecting and promoting resilient livelihoods is central to FAO's work around the world. Combining its strengths in humanitarian assistance and development actions, FAO assists countries to increase the resilience of households, communities and institutions to more effectively prevent and cope with threats and disasters that impact agriculture, food security and nutrition. FAO's resilience work is multi-sectoral, encompassing all aspects of agriculture: crops, livestock, fisheries, aquaculture, forestry, natural resource management and value chains.

*"Resilience is the ability to prevent disasters and crises as well as to anticipate, absorb, accommodate or recover from them in a timely, efficient and sustainable manner."*

The Organization's comparative advantage in resilience emanates from its corporate strategic framework which upholds resilience as one of its five strategic objectives. FAO's Resilience Strategy is based on four pillars:

1. Enable the environment - institutional strengthening and governance of risk and crisis in agricultural sectors.
2. Watch to safeguard - information and early warning systems on food and nutrition security and transboundary threats.
3. Apply risk and vulnerability reduction measures - protection, prevention, mitigation and building livelihoods with technologies, approaches and practices across all agricultural sectors.
4. Prepare and respond - preparedness for and response to crises in agriculture, livestock, fisheries and forestry.

FAO has a wide range of technical expertise and skills to help countries and communities to prevent and cope with different areas of risks and shocks through normative guidance, technical standards and implementation in the field. FAO's resilience work feeds into global processes such as the Sendai Framework for Disaster Risk Reduction 2015–2030, the One Health approach for food chain crises, the CFS-FFA, and the Second International Conference on Nutrition focusing on addressing the multiple challenges of malnutrition in all its forms.

In addition, FAO has substantial experience and capacities in resilience programming, including in complex and protracted situations and has built its expertise from the long-standing close collaboration with national and regional governments in designing resilience strategies and investments. Moreover, FAO is leading the technical development and methodological conceptualization of the IPC and resilience measurement models, several agricultural, food and nutrition security monitoring and early warning systems, and community-based, gender responsive holistic resilience approaches such as agropastoral field schools (APFS) and the *"caisses de resilience"*.

## 2.2 Rationale for FAO's South Sudan Resilience Strategy

To bridge humanitarian and development frameworks, this strategy will be implemented over an initial period of three years (2016–2018), with built-in mechanisms for review and adjustments. It employs a conflict-sensitive approach that allows programming flexibility and scalability during the transitional government period and outbreaks of tribal-based violence and insecurity. Moreover, the strategy will facilitate a smooth transition into the development phase when stability and peace is attained.

## 2.3 Main shocks and drivers of risk

South Sudan is highly prone to shocks, from economic downturns and conflict-driven crises, to natural hazards such as floods, drought and food chain crises owing to outbreaks of plant and animal pests and diseases. Structural stressors include weak institutions and local governance, very poor physical and economic infrastructure and fragmented markets. The cumulative effect of these shocks, coupled with structural risk factors, exacerbate prevailing food insecurity and undermine agriculture-based livelihoods. A Resilience Context Analysis was led by IGAD in 2015 with contributions from Government and United Nations (UN) organizations, and this strategy builds on its findings.

### **Insecurity and conflict**

In global rankings of conflict events, South Sudan is ranked sixth, making it one of the most violent countries in the world. Most of these conflicts are related to governance issues and control over livestock and natural resources. The lack of strong, effective institutions for the peaceful management of disputes or competing claims to local power has contributed to the political dispute that degenerated into a national crisis in December 2013. Other important drivers include proliferation of small arms, politicization of ethnicity, a legacy of weak property rights, lack of economic diversification and over-reliance on oil<sup>5</sup>. These political drivers of violent conflict have exacerbated existing tensions.

Livestock and cattle play a critical role in the dynamics of conflict, as they become the immediate targets, as well as valuable resources sustaining conflict. Since the conflict broke out between the Government and the Opposition, the dynamics of cattle raiding have changed both in scope and magnitude, involving losses of human life and the deliberate destruction of assets.

In the process, livestock resources, which should function as suppliers of household food, income and social security and forms the central part of how all sectors of society are organized, have become liabilities for which communities are attacked, maimed and robbed of their assets<sup>6</sup>.

The conflict has also been particularly brutal in terms of sexual- and gender-based violence. The impact of this violence is far-reaching, and also translates into significant negative impacts on the agriculture sector and food and nutrition security, reducing the productive capacities of survivors as a result of trauma, illness, stigma and discrimination. Moreover, the history of conflict and militarization has affected gender and generational roles and identities, resulting in the

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5 A comprehensive analysis of the current conflict looking at the structural causes, proximate causes and the core triggers of conflict at community, national, regional and international levels are described in Aklilu et al, *Impact of conflict on the Livestock Sector in South Sudan*, FAO 2016.

6 Aklilu et al 2016.

increased labour of women and decreased contribution by men in productive activities due to their engagement in the conflict, or loss of male-dominated assets and livelihoods such as cattle herding.

In Greater Upper Nile, the conflict has substantially increased the vulnerability of the population, resulting in the most severe and persistent levels of food and nutrition insecurity in the country. The cumulative effect of repeated shocks was such that the recent conflict has had disastrous effects on communities whose pre-crisis capacities were already too compromised to absorb additional shocks. Heightened tension and insecurity in parts of Greater Equatoria as a result of seasonal massive movement of livestock from other regions has sparked new inter-tribal conflict and disrupted markets. Increasingly, insecurity hotspots are emerging in areas previously considered as relatively stable.

Additional drivers of conflict vary across the country and include: lack of employment opportunities for youth, who comprise 70 percent of the population; low levels of literacy; and low levels of productivity and technology utilization. In addition, limited access to basic services, poor infrastructure and lack of access to financial services further undermine the capacity of communities to minimize risks.

The signing of the Peace Agreement and formation of the Government of National Unity can provide an enabling environment for IDPs and refugees to return to their villages and reconstruct their livelihoods. Given the fact that during the crisis, millions of households abandoned their land and other properties; their return might cause disputes and conflict over access to land and other natural resources. Therefore, a holistic approach incorporating the needs of returnees, together with support to host communities, will be critical to the implementation of the peace process.

### **Economic shocks**

With the crisis of December 2013, the disruption of productive capacities, employment opportunities, infrastructure and markets has resulted in a steady increase in commodity prices, with high food prices being the most common shock reported in community surveys. The recent conflict has affected not only local production, but reduced export and foreign investment, causing inflation. The devaluation of the South Sudanese pound, linked to the decline in oil prices, has resulted in a substantial decline in the purchasing power of urban poor and vulnerable populations dependent on markets, further deepening their food and nutrition insecurity. Urban vulnerability to food and nutrition insecurity has emerged as a serious concern in major towns in Greater Equatoria and Greater Bahr el-Ghazal, where the reliance on markets is high.

### **Climatic shocks**

Over 80 percent of South Sudan's rural population depend on the climate-sensitive agriculture and natural resource sectors, including wood resources. Almost all the areas that reached crisis and emergency levels of food insecurity in Greater Upper Nile, Greater Bahr el-Ghazal and parts of Greater Equatoria are in agro-ecological zones that are perennially affected by cycles of dry spells and prone to droughts and floods. Heavy seasonal rains regularly cause flooding in many parts of the country, especially low-lying areas and up to 90 percent of roads become impassable for four to six months in some states. Flooding hampers humanitarian access, mobility – including to and from markets – and basic services. This drastically worsens living conditions (especially in IDP settlements or PoCs) and prompts communicable and water-borne diseases, including cholera, diarrhoea and malaria. However, many of the river-flooded grasslands provide sites of migration

for several of the Sudd fish species in order to breed or feed and as such, some flooded areas could provide an opportunity to harvest more fish. During some years, the country also experiences seasonal dry spells that can lead to drought, with below-average and sporadic rainfall causing water shortages, poor harvests and livestock loss.

### **Plant and animal pests and diseases**

Plant and animal pests and diseases pose a great threat to food production and marketing due to lack of appropriate technology and capacity in both the private and public sectors. Crop diseases affect farms seasonally, while livestock diseases affect pastoralists throughout the year. Animal disease outbreaks are common and cause significant livestock mortality and reduced productivity. Millions of animals in South Sudan are at risk of transboundary diseases, which range from foot-and-mouth disease to rabies, and one in five cattle are believed to die of disease. Local and national capacity to prevent, monitor and control the outbreak of animal diseases is severely limited, further threatening the livelihoods of pastoral households and the health of livestock across the country. Post-harvest losses mainly of cereal harvests are significant, reducing availability of food especially during the lean season. Prevention and control of such threats require solid cross-border coordination with neighbouring countries.

## **2.4 Resilience capacities to support**

Resilience capacities incorporate a set of interconnected, mutually reinforcing capacities which exist at multiple levels (individual, household, community). These include:

- **Capacity to absorb shocks** – the ability to minimize exposure to shocks and stresses through preventative measures and appropriate coping strategies to avoid permanent, negative impacts;
- **Capacity to adapt to a changing environment** – making proactive and informed choices about alternative livelihood strategies based on an understanding of changing conditions; and
- **Transformative capacity of an enabling institutional environment** – the governance mechanisms, policies/regulations, infrastructure, community networks, and formal and informal social protection mechanisms that constitute the enabling environment for systemic change.

People in South Sudan already rely on a series of capacities that enable them to absorb shocks, adapt and transform to changing environments in order to maintain a certain level of resilience. Therefore, it is of fundamental importance for FAO to build on as well as to support and strengthen specific elements that contribute to those capacities. Some of these critical elements include:

- **Seasonal migration:** this is an important coping strategy in South Sudan in order to search for pasture, grazing land, water and other natural resources in times of distress (e.g. seasonal dry spells). Such coping mechanisms help households to mitigate the negative effects of shocks and stressors.
- **Key assets:** households rely heavily on key assets which provide a valuable means to withstand shocks and, if supported, ensures reliable sources of income that are important both in absorbing shocks and adapting to new circumstances.

- **Traditional conflict management systems:** these are critical to mitigate resource-based conflict while ensuring access to natural resources, migration routes and resolution of disputes over access and control of productive resources such as fertile and productive land.
- **Access to productive land:** sustainably managed access to land is important in determining resilience at household and community levels as it underpins peoples' ability to produce sufficient food, diversify production and overcome certain shocks and stressors.
- **Livelihood diversification:** households rely on limited livelihoods and have low levels of diversification of crops, fisheries and livestock production. Supporting alternative livelihoods and income-generating activities can enhance their ability to adapt to a changing environment, particularly if one of those activities is affected by a shock.
- **Poor knowledge and technical skills:** this can affect households' access to salaried and skilled labour that in turn determines access to important income sources unrelated to agriculture or pastoralism. These activities are less subject to climatic or natural hazards, therefore enhancing their adaptive capacity in times of shocks.
- **Access to formal credit and financial systems:** the overall lack of such systems dramatically constrains business and market opportunities, reducing employment opportunities for youth, women, returnees and IDPs who struggle to access the labour market and reliable income sources.
- **Grassroots informal social networks:** household reliance on borrowing and gift receiving from members of self-help groups, relatives, neighbours, families and communities is a highly relevant coping strategy in South Sudan and strongly determines the ability of households to better cope with shocks.

Emerging challenges associated with demography (youth) and the changing regional and global context will require new capacities and innovative mechanisms to face and manage risk.



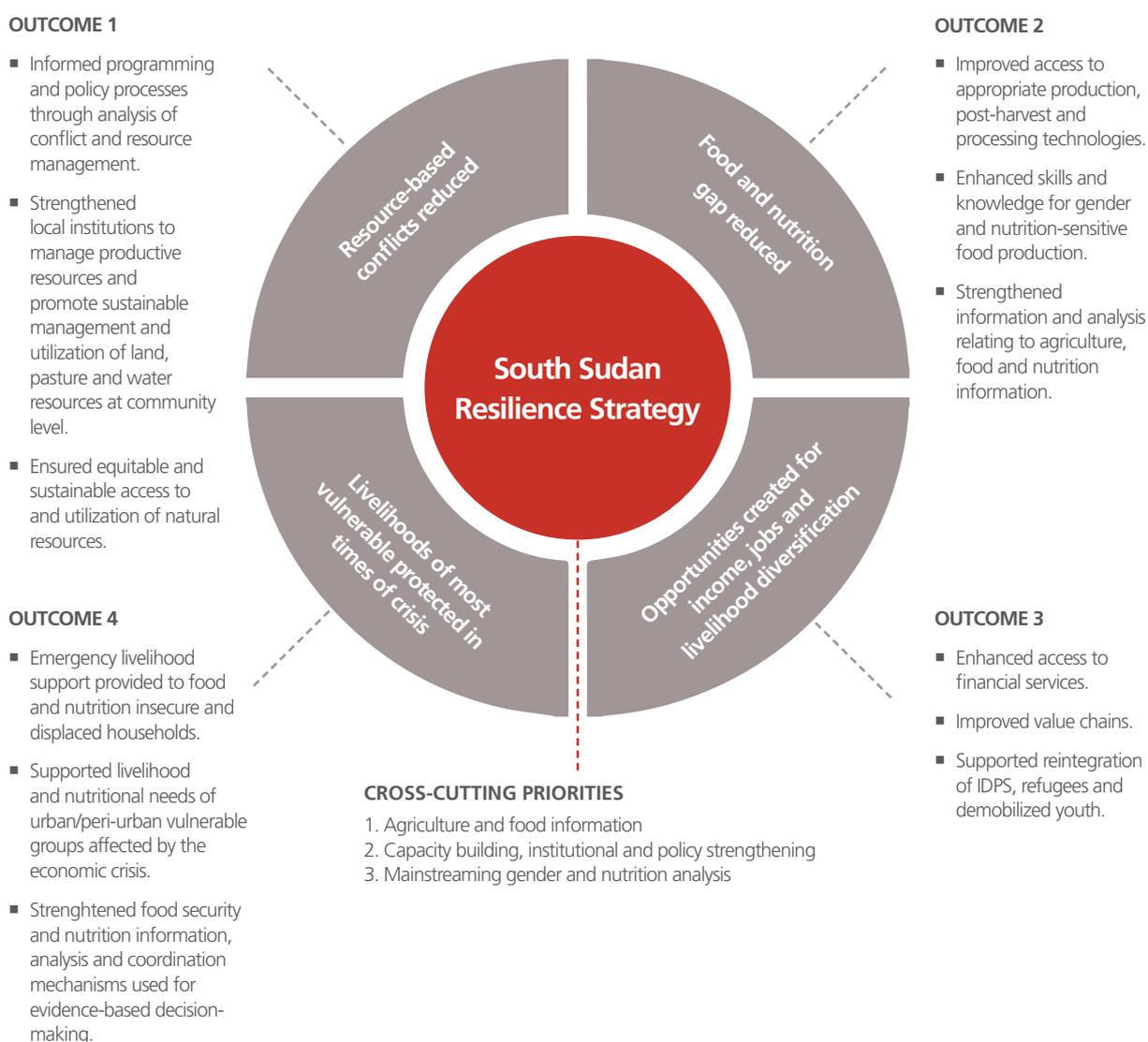
# 3. Resilience Strategy Framework

Building on FAO’s portfolio of interventions in South Sudan over the past three years, the vision and objective presented in this strategy are as follows:

<b>Vision</b>	to contribute to the transformation towards peace, stability, food and nutrition security for all.
<b>Objective</b>	to increase the resilience of livelihoods, including the protection of the most vulnerable population groups, and enhance livelihoods-based productive sectors, while also reducing vulnerability to shocks and stressors.

The vision and objective will be attained through the four main outcome areas as elaborated in Figure 3.

**Figure 3: Resilience Strategy Framework**



## 3.1 Outcomes

### Outcome 1: Resource-based conflicts reduced

#### Outcome overview



Target: 45 000 households  
(270 000 individuals)\*



Total funding appeal: USD 25 million

Access to and control over productive resources such as agricultural land, water, pasture, forests and livestock are the foundation of resilient livelihoods in South Sudan. Access to these resources by sections of the population, including returnees, varies considerably and is based on traditional gender roles. The livelihoods of women and youth in South Sudan are heavily dependent on natural resources, therefore unequal access to and control over these productive resources would limit the ability of women and youth to adapt to shocks and stressors.

The prolonged period of war and recurrent waves of violent conflicts have continued to erode and weaken traditional governance systems. This has resulted in the destruction or deterioration of the resource base and militarization of youth seeking access and control of these resources. In addition, the management of these resources has a tribal dimension, which often translates competition into ethnic conflicts. These ethnic conflicts feed into and are exacerbated by power struggles at the national level, and consequently undermine the resilience of livelihoods and the peace process in the country.

Moreover, massive population and livestock movement in South Sudan has generated more conflict over access to and control of natural resources. This situation could be exacerbated by the expected return of IDPs and refugees to their villages.

In addition to the social tensions driven by competition over access to resources, tensions are also caused by limited off-farm livelihood opportunities, particularly for youth. Cyclical fighting and displacement have drastically diminished household assets and local resources. The following key outputs are critical for peaceful, equitable and sustainable access to resources, thereby contributing to resilience building.

#### *Output 1.1: Informed programming and policy processes through analysis of conflict and resource management*

This analysis is critical to inform any conflict mitigation measures or interventions aimed at trust building and increasing community access to these resources.

#### **Activities:**

Assessments and analyses will be conducted and programming and policy-relevant deliberations held on the following areas:

- interaction between livestock production systems with water resources, including mapping of the current water resources and identifying areas of strategic water interventions;

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\* Starting with 10 000 households in the first year.

- impact of the conflict on access to and control of productive resources;
- impact of the current crisis on livestock production systems, including patterns of internal (seasonal) livestock migration within and beyond community boundaries;
- action-oriented land use and natural resource management planning, and territorial mappings of tenure and conflict;
- gender and generational analysis of land use and water utilization, ensuring equitable access to and control of productive resources;
- mapping of aquatic resources and stakeholders identification and analysis;
- capacity of community service delivery systems; and
- development of a Safe Access to Fuel and Energy strategy to support government agencies, civil society organizations and other partners on ways to increase advocacy on the multisectoral risks associated with fuelwood collection, production and use.

*Output 1.2: Strengthened local institutions to manage productive resources and promote sustainable management and utilization of land, pasture, and water resources at the community level*

Resources have been predominantly managed by various tribal communities through traditional governance systems, which have been weakened due to conflict and related dynamics. This output seeks to strengthen governance systems, especially at community level, by regulating access, utilization and conservation of land, water, fisheries, forests and livestock through a negotiated process with communities that will link to county and national level structures and processes.

**Activities:**

- facilitate the formation of natural resource management committees (with representation by both men and women) for management of natural resources, conflict mitigation and risk management at the community level, and to lead local planning processes;
- strengthen community awareness and enhance dispute resolution capacity;
- build the capacity of communities and their institutions, including women's groups, to identify risks and hazards as the basis for developing natural resource management plans at the community level;
- undertake gender-sensitive natural resource and user mapping at the community level, including characterization of natural resources and land use by different user groups;
- promote extensive grazing management and encourage rangeland regeneration; and
- promote approaches which address the multisectoral challenges associated with a lack of energy access, particularly intercommunal conflicts and forest degradation.

*Output 1.3: Ensured equitable and sustainable access to and utilization of natural resources*

Conflicts are not only limited to the availability of these resources (e.g. arable land, access to aquatic resources), but also related to power relations and concerns about the future alienation of these resources. Accordingly, the movement of livestock and people challenge the local system of authority, and might create a parallel system of administration. The competition over and access to productive resources in South Sudan has taken place in a rapidly changing context characterized by continuous population movements, violence and the weakening role of local leadership.

All these processes have had a potential impact on the rule of access to and governance of these resources. These activities will be undertaken in the context of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests<sup>7</sup> and the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication<sup>8</sup>.

### Activities:

- initiate and support inter-state dialogues and gender-sensitive participatory development of resource use action plans for equitable access to grazing land, water and aquatic resources, forests and forest products, and nomadic stock routes between pastoralist communities;
- mitigate land and natural resource conflicts through land use and natural resource management training and planning at the community level, facilitated in collaboration with the local authorities and other actors, such as protection-mandated organizations;
- construct and rehabilitate strategic water sources for livestock and human consumption;
- improve protection and sustainable utilization of wildlife and natural forests;
- promote the establishment of integrated food energy systems (e.g. agroforestry for food, fuel feed and income and/or small-scale systems) in key livestock production areas;
- enable and support the involvement of local communities in sustainable forest management to increase direct livelihood benefits for both men and women, such as support to farm-managed natural regeneration and agroforestry initiatives; and
- facilitate equitable access to resources.

### Outcome 2: Food and nutrition gap reduced

#### Outcome overview



Target: 90 000 households  
(540 000 individuals)\*



Total funding appeal: USD 30 million

There is great potential to produce enough nutritious and diverse food items locally in South Sudan if some of the production constraints are addressed. The country is endowed with vast rangelands, fertile soil and water bodies; supported by a rainy season that runs in most areas from May to October. Apart from some challenges around rainfall distribution and weather patterns that can cause prolonged dry spells and flooding, much of the constraints are linked to low capacities in knowledge and skills, lack of infrastructure, service delivery, technology, labour and early warning information. Therefore, there is a need to reinforce innovative measures which improve access of farming households to relevant agriculture and nutrition-related knowledge, appropriate quality inputs and equipment, improved post-harvest handling techniques and markets, as well as early warning information.

7 The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security promote secure tenure rights and equitable access to land, fisheries and forests as a means of eradicating hunger and poverty, supporting sustainable development and enhancing the environment. They were officially endorsed by the Committee on World Food Security on 11 May 2012.

8 <http://www.fao.org/fishery/ssf/guidelines/en>

\* Starting with 30 000 households in the first year.

### *Output 2.1: Improved access to appropriate production, post-harvest and processing technologies*

This output will ensure greater access to improved and diversified production inputs and technologies, which will increase production and productivity, optimize time for other household activities, especially for women, reduce post-harvest losses and improve food safety for the end consumers.

#### **Activities:**

- support local production and access of goods, including improved and diversified seeds, better breeds, tools and agro-input supplies;
- support value-chain actors and systems such as agro-dealers and veterinary pharmacies as well as strengthen service delivery facilities, including cold chain, seed testing laboratories, sanitary and phytosanitary extension services;
- promote access to appropriate and sustainable tillage equipment and practices;
- promote appropriate fishing equipment and practices;
- promote the use of fuel-efficient stoves and cooking practices, post-harvest fish, livestock and crop (including vegetables) and non-timber forestry products (honey, shea butter, arabic gum), handling, storage, conservation, processing and food preparation technologies;
- promote and expand land and water management practices and technologies, including conservation agriculture, composting, water harvesting and small-scale irrigation; and
- establish linkages with viable input and output markets as deemed appropriate under Output 3.

### *Output 2.2: Enhanced skills and knowledge for gender and nutrition-sensitive production*

Linked with activities under output 2.1, this output will address the need to develop knowledge and skills among rural agropastoralists and fisherfolks in areas that improve food production and diversity coupled with nutrition education, with a specific gender and protection focus and an empowerment approach. Attention to community-driven processes will be emphasized, considering the weak or often non-existing public extension system.

#### **Activities:**

- support needs-based training and extension for improved nutrition-sensitive food production, diversification and post-harvest management through a variety of extension approaches, including APFS, demonstrations and training events;
- engage and support civil, public and private sector partnerships in training and extension services, including strengthening of animal health services;
- expand and build capacity of community-based extension and animal health worker systems; and
- provide training to both men and women on nutrition education, practical food preparation, preservation and optimum utilization of food at the household level.

### *Output 2.3: Strengthened information and analysis relating to agriculture, food and nutrition*

This output will enhance the collection and analysis of information important for planning and decision-making from national Government to farm level, including market information, household food security surveys, livestock and crop disease surveillance, rainfall data, seed and crop assessments, food security and nutrition monitoring, and SMART nutrition surveys.

#### **Activities:**

- support nutrition analysis and integration with food security information;
- support livestock disease surveillance and monitoring;
- support crop pests and disease monitoring;
- collect and analyse rainfall data from ground stations and remote sensing, including through building the capacity of South Sudan Meteorological Service and other relevant stakeholders to monitor weather and climate parameters for use in agriculture and disaster risk reduction; and through support to improve the network of meteorological stations, and to develop new methods of supporting farmers and pastoralists to access locally relevant weather data and early warnings in a timely manner;
- support crop monitoring, market information, IPC analyses and the Crop and Food Security Assessment Missions;
- undertake assessments on seed security to inform emergency and development seed interventions;
- strengthen capacity of community-based organizations (CBOs), Non-governmental Organizations (NGOs) and government staff in data collection and analysis; and
- facilitate timely dissemination of information.

### **Outcome 3: Opportunities created for income, jobs and livelihood diversification**

#### **Outcome overview**



Target: **200 000 households**  
(1.2 million individuals)\*



Total funding appeal: **USD 80 million**

The youth of South Sudan forms the biggest population segment with the ability to contribute to nation building and development; however they lack training/education opportunities, marketable skills and experience, along with facing high competition from immigrant skilled labour. Persistent lack of livelihoods/income opportunities favours recruitment by armed militias, thus further exposing households to violence, displacement and lack of productive labour. There is currently an enormous underutilized potential of talent and skills to build community resilience.

Providing alternative livelihoods for women, displaced populations, IDPs, refugees and demobilized youth is paramount for stabilization of communities and peace building. Diverse and reliable income sources and livelihoods are crucial to enable households to diversify their asset base,

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\* Two-thirds returnee population, and one third host community. With sustainable peace, FAO plans to reach up to 100 000 households in the first year.

improve feeding patterns and spread risks. Therefore, FAO aims to increase access to productive resources, improve value chains, provide employment opportunities and diversify income sources to build household and community resilience.

### *Output 3.1: Enhanced access to financial services*

Through this output, FAO intends to enhance access to financial services by supporting rural finance initiatives that promote a saving culture and community-level banking. Access to microfinance will enable vulnerable households to engage in productive activities promoted under Outcome 2. By providing financial resources through grants, vouchers and innovative cash transfers, FAO aims to enable individuals or vulnerable households without resources to engage in alternative livelihoods and income-generating activities ensuring linkages with the relevant stakeholders, including the private sector.

#### **Activities:**

- support savings and loan schemes, such as village saving and loan associations;
- create small/matching grants that can be used to expand production, value-chain activities and advocate with financial institutions to scale up similar initiatives;
- provide collateral support to groups to enable them to access loans/credit;
- initiate and promote innovative cash transfers and voucher systems that target the most vulnerable households (including female-headed and those with persons with disabilities); and
- support policies on rural finance (e.g. mobile banking).

### *Output 3.2: Improved value chains*

Despite the challenging economic situation, there is great potential for households to engage in value-chain activities to provide enhanced and diversified income opportunities, and thus reduce their vulnerability to shocks and stressors, while simultaneously improving the quality and diversity of food intake and products available in local markets. Transformation from subsistence agriculture to farming as a profitable business requires improvements not only in areas of production and yield but also in inputs, storage, transport, processing, marketing, cooperation, finance, infrastructure and the proper legal framework.

This strategy focuses on the early steps in this process. Strengthening value chain linkages will be achieved by improving quality and access to market information for traders and producer organizations and providing men and women farmers with knowledge of options available to them for selling surplus. Private sector engagement will be supported in input supply, storage and value addition, such as agro-processing. To the extent possible under the prevailing situation, FAO will support a transformation from subsistence agriculture to farming as a profitable business which requires improvements in inputs, storage, transport, processing, marketing, cooperation, finance, infrastructure and the proper legal framework, as well as social and cultural ownership/acceptance. The approach also provides opportunities to foster leadership roles and capacities of women and youth in producer's organizations and cooperatives, and thus giving them voice and increasing their access to decision-making, while increasing opportunities for decent employment.

### **Activities:**

- support establishment of farmers', fisherfolk's and herders' associations, organizations or cooperatives based on existing and emerging models, and provide support to these organizations and institutions to improve their management and performance, and to evolve toward professional organizations, with particular attention to the engagement of women and youth;
- facilitate the marketing of agricultural produce through information sharing between various value-chain actors;
- support the establishment and institutionalization of livestock markets and holding grounds;
- support agro-processing and value addition of agricultural, livestock and fisheries products with an emphasis on low-technological solutions;
- support producers with skills and knowledge on agribusiness, food processing and preservation;
- support input supply systems (private sector);
- introduce bio-enterprises in urban areas, including provision of equipment, training and marketing;
- support policy frameworks on value chain development based on the identified needs; and
- promote endogenous knowledge systems and innovative activities.

### *Output 3.3: Supported re-integration of IDPs, refugees, and demobilized youth*

During the transition period, FAO expects that large-scale reintegration schemes will be activated through multi-agency planning and implementation platforms. Through this output, FAO intends to actively engage in the re-integration of returning IDPs, refugees and demobilized youth by increasing their access to productive resources. Through these activities, the organization will lead in the agricultural component of the reintegration process of armed youth to support and strengthen community stabilization and resilience. Where appropriate, target groups of this output will benefit from activities undertaken under Outcome 1 to reduce conflicts over control of resources.

### **Activities:**

- improve livelihood options through access to strategic agricultural inputs and income-generating activities;
- contribute to inter-agency assessments, including returnees' needs and aspirations;
- support demobilization, disarmament and reintegration processes managed through a joint platform (including livelihood, basic services and reconciliation approaches), with FAO taking the lead on assessing agricultural needs and provision of related skills;
- pilot and promote the junior farmer field and life school approach;
- facilitate access to productive inputs (diverse and nutritious seeds, tools and appropriate technologies that can increase and diversify production);
- support households with livestock re-stocking (with a focus on small ruminants);
- facilitate the participation of IDPs, refugees and demobilized youth in the process of developing fisheries management plans ;
- facilitate access to land and other natural resources for returnees through community-level consultation and negotiation;

- scale up farmer field and life schools to promote life-skills education, literacy, awareness on gender-based violence, reproductive health, nutritious practices, as well as vocational training and income generation;
- scale up local production of fuel-efficient stoves and alternative non-wood based, as well as sustainable wood-based fuels in order to provide livelihood opportunities, reduce gender-based violence associated with fuelwood collection and minimize forest degradation;
- support post-harvesting skills of returnees, demobilized youth and women; and
- support the peace process, regarding the agriculture (crop, livestock and fisheries) sector reforms and activities.

#### Outcome 4: Livelihoods of most vulnerable protected in time of crisis

##### Outcome overview



Target: 55 000 households  
(330 000 individuals)\*



Total funding appeal: USD 20 million  
(excluding emergency response)

Given the protracted and complex dimensions of the crisis, extreme loss of livelihood capacity, limited employment opportunities and widespread food and nutrition insecurity, it is expected that substantial investment of an emergency nature will still be required over the next three years in South Sudan. As such, a significant caseload for humanitarian/life-saving interventions is foreseen in this strategy with the assumption (considered a best case scenario) that this caseload will reduce by 50 percent over the three-year period. Outcome 4 primarily integrates the ELRP, which will remain the main instrument to deliver humanitarian and lifesaving activities while protecting livelihoods of the most vulnerable and affected population.

##### EMERGENCY LIVELIHOODS RESPONSE PLAN 2016

###### Key intervention areas

1. Emergency livelihood support provided to food-insecure and displaced households;
2. Increased production, availability and access to food in less-directly affected areas; and
3. Food security information, analysis and coordination mechanisms used for evidence-based decision-making.

In the context of South Sudan, emergency livelihood support activities represent the foundation and entry point for building resilience in the medium term, while responding to immediate humanitarian need. Synergies and complementarities between interventions of Outcome 4 and other outcomes will be maximized gradually moving from direct distribution to a more market-based approach with linkages to Outcomes 2 and 3. Beneficiaries of emergency assistance under the ELRP will, wherever possible, increasingly benefit from broader resilience activities supported by Outcomes 2 and 3. To allow for a dynamic and needs-based programming approach, the ELRP will be reviewed annually to capture changes in the humanitarian context of the country. This will ensure flexibility and timely and adequate response to emerging humanitarian needs.

\* Excluding ELRP beneficiaries, defined on an annual basis through the Humanitarian Response Plan. Information and analysis will also serve policy-makers within the wider humanitarian community.

*Output 4.1: Emergency livelihood support provided to food and nutrition insecure and displaced households (interventions programmed in ELRP)*

In areas highly affected by conflict, access to productive assets will remain a major constraint for affected communities. Therefore, emergency support through the distribution of life-saving and livelihood protection kits adapted to local livelihood profiles will still be required over the next three years; integrated as/where possible with scaling up of interventions described in Outcomes 1, 2 and 3.

**Activities: please refer to the ELRP strategy document<sup>9</sup>.**

*Output 4.2: Supported livelihood and nutritional needs of urban/peri-urban vulnerable groups affected by the economic crisis (complemented by the ELRP)*

This output will provide emergency livelihood support to especially vulnerable and economic crisis-affected groups in urban/peri-urban areas, with specific attention to the food consumption and income needs of women, children and youth.

**Activities:**

- support to households in peri-urban areas to increase and diversify vegetable production;
- expand small-scale dairy production among peri-urban women farmers, including support for equipment, training and start-up grants;
- establish school gardens to complement school feeding and nutrition programmes by the World Food Programme (WFP) and the United Nations Children’s Fund (UNICEF);
- support women to establish vegetable and fruit marketing micro-businesses;
- support women and youth to develop fishing businesses;
- support female-headed households with children under two years, in collaboration with UNICEF, on diversification of infant feeding based on locally available foods; and
- support nutrition education and utilization of vegetables, milk and milk products and fish and fish products for household consumption.

*Output 4.3: Strengthened food security and nutrition information, analysis and coordination mechanisms used for evidence-based decision-making*

Through this output, FAO will continue to provide the necessary information to partners through ad hoc projects and the cluster coordination platform.

**Activities:**

- collect and disseminate food security and nutrition information and analysis, disaggregated by sex and age, to enable evidence-based decision-making;
- conduct seed system security, crop and livestock assessments to inform emergency livelihood interventions of FAO and partners;
- coordinate the FSL Cluster (co-led with WFP) at the national and state levels;
- lead and facilitate agriculture technical working groups at the national and state levels; and
- conduct training on seed, livestock and fishery emergency operations for Cluster partners.

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<sup>9</sup> <http://www.fao.org/emergencies/resources/documents/resources-detail/en/c/359197/>

## 3.2 Programmatic focus areas

### 3.2.1 Agriculture and food information

FAO will work towards ensuring that food security information, analysis and coordination mechanisms are used for evidence-based decision-making – including advocacy for protection, accountability to affected populations (AAP) and strategies to address short- and medium-term needs. This work will inform decision-making across all resilience strategy outcomes.

Analysis of the impacts of crises is important for ensuring that humanitarian and development action is principled, targeted and effective, and that livelihood protection is afforded based on specific vulnerabilities. Documenting the impacts of conflict is also important for the recovery processes, including AAP, reconciliation and healing. Due to the combination of violent conflict and disruptions to humanitarian operations, there has been insufficient information about a range of shocks on households in some parts of South Sudan. FAO has initiated a series of studies to explore the impact of the current crisis on productive sectors, in particular the impact of conflict on the livestock sector, seed security assessments and the impact of conflict on gender and agriculture. Resilience building requires evidence-based joint programming and policy-making. FAO will continue to monitor the indicators underpinning IPC analyses and disseminate reports on a regular basis to inform the humanitarian policy and programme response. In the process, it will build the capacity of: (i) public institutions to lead the exercise; and (ii) national stakeholders in food security information analysis and management. FAO will pay particular attention to build capacities of beneficiary representatives to enable their full participation in the adaptation and use of information tools, and in the analysis and interpretation of information.

Food and nutrition early warning information systems play an important role in mitigating shocks and providing options for recovery. FAO will continue being an active partner of the national Early Warning Working Group, sharing all the available information and building technical consensus. Besides animal disease surveillance, FAO intends to monitor pastoralist livelihoods and strengthen natural hazards' monitoring – combining ground and satellite remote-sensing data and land/water information systems, linking with established regional-level initiatives and resources.

FAO will also continue supporting FSL Cluster coordination and enable partners to actively participate and benefit from Cluster support. At the national and state levels, the Cluster will continue to function with dedicated staff, regular meetings, response planning and monitoring system.

### 3.2.2 Capacity building, and institutional and policy strengthening

Capacity building, institutional and policy strengthening are required for resilience building and are critical areas of focus across all outcomes of the strategy. In South Sudan, capacity building and policy engagement opportunities are more pertinent considering losses due to the crisis and new opportunities in the implementation of the Peace Agreement.

Through participatory engagement processes, FAO will focus on the following:

- engage individuals, farmers, fisherfolks and pastoral groups, community institutions, partnering NGOs, Government at the local and national levels to provide support with technical knowledge, solutions and innovations;
- support Government policies that prioritize and value capacity building as an important first step and provision of policy support and guidance bringing the resilience perspective;

- facilitate communities and groups to take the lead in their aspiration, influencing attitude, behaviour, practices and knowledge. Groups and associations organized to come up with by-laws, management and accountability systems, support provided on business and financial, advocacy and negotiation skills for them to effectively provide services and engage in policy and investment processes; and
- support service providers (Government, NGOs and CBOs) to improve: (i) their capacity in information and analysis; and (ii) effective delivery approaches and processes.

### *3.2.3 Mainstreaming gender and nutrition analysis*

#### **Gender**

Community resilience, as well as hunger elimination, cannot be achieved without closing the gap between women and men in agriculture and food production, as well as ensuring the protection of vulnerable women.

Gender-based violence in South Sudan is widespread. Conflict, displacement, fragile governance systems and the deterioration of infrastructure and basic services has widened inequalities between men and women, resulting in increased labour of women and decreased or underutilization of men's contribution to labour. In the most conflict-affected areas, a rapid disruption of livelihoods with severe depletion and loss of productive assets and massive displacement have been seen, with an increased number of female-headed households, as well as loss of social safety nets. This also has an impact on child nutrition outcomes, as women may not have adequate time to feed and care for their children.

While South Sudan has a number of policies and protocols that support gender equality and participation, implementation of these at the national and local levels remains very weak. Access to technology is also limited, especially among women. Due to the lack of land tenure policies, access to the use and ownership of land often disadvantages women. Moreover, dowry payments are a threat to gender equality with varying impact and influence between communities.

At the field level, this strategy will support a number of actions aimed at specifically addressing gender inequalities. These include:

- supporting accelerated use of technologies among women as well as access to inputs;
- addressing the inter-related dynamics affecting men and women's burden by promoting complementary household (family) empowerment approaches to bridge the gender gap and support reduction of gender-based violence;
- promoting agriculture as a more attractive livelihood option for boys and men;
- promoting women's marketing and producer cooperatives; and
- accelerating literacy and numeracy by integrating into agricultural programming.

At the programmatic level, FAO has an important role to play in terms of:

- reasserting the importance of gender in livelihood programming, as well as leading efforts to coordinate and set standards and guidance among all agencies implementing appropriate gender-informed livelihood programmes at the country level;
- playing a lead role in the UNCT to contribute gender analysis to the representation and understanding of livelihood systems, thus strengthening UNCT emergency and contingency planning through gender analysis and scenario planning; and

- strengthening gender analysis and assessment methodology in food security reports and assessments of emergency programmes, as well as promoting and supporting ministries in establishing coordinated gender disaggregated databases and capacity for monitoring and reviewing indicators and processes.

At the policy level, FAO will support the recently released national gender action plan by establishing clearer, more robust inter-ministry and inter-departmental coordination and accountability systems for implementation of the action plan within Government structures and institutions.

## **Nutrition**

The economic and social costs of acute and chronic under nutrition are unacceptably high in South Sudan. Acute malnutrition mostly affects children under five and women, as well as other vulnerable groups. Children suffering from severe acute malnutrition are nine times more likely to die than their healthy peers.

The continued increase in malnutrition has been driven by rising food insecurity, spread of endemic diseases, limited access to safe water and sanitation, and declining availability of health and nutrition services, especially in states affected by conflict. Addressing malnutrition in this context requires complementary multisectoral strategies and approaches that respond both to long-term development challenges and to immediate needs, linked to the survival and well-being of families and communities.

Reducing malnutrition is crucial to strengthening resilience. When people are well-nourished, they are healthier, can work harder and have greater physical reserves. Moreover, households that are nutrition secure are better able to withstand, endure longer and recover more quickly from external shocks.

The traditional role of agriculture in producing food and generating income is fundamental, but agriculture and the entire food system – from inputs and production, through processing, storage, transport and retailing, to consumption – can contribute significantly to the eradication of malnutrition. Specifically, the food and agriculture sector can help strengthen resilience, while improving nutrition. Nutrition-sensitive interventions are embedded across many outputs. Examples of this include:

- aligning agricultural programmes and activities to address the specific types and causes of malnutrition in given contexts;
- integrating nutrition education and practical activities on household food utilization, while building on existing local knowledge and practices;
- ensuring agricultural diversification and increasing production of nutrient-dense crops and livestock;
- targeting the nutritionally vulnerable groups, while ensuring equitable access to resources, income opportunities and at the same time giving men and women enough time to feed and care for young children;
- enhancing processing, storage and preservation of foods in order to retain nutritional value, shelf-life and food safety; and
- increasing access to markets, especially for vulnerable groups.



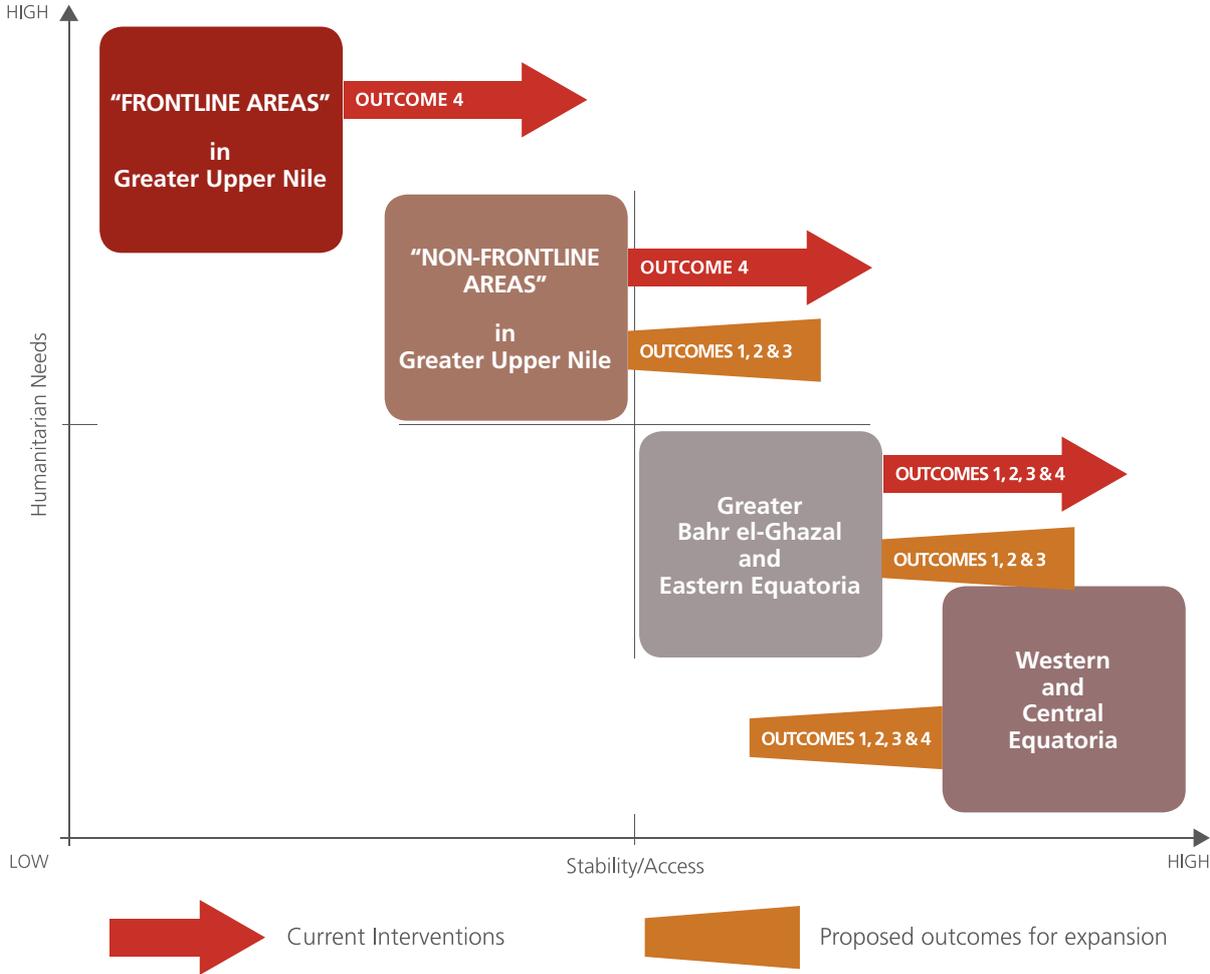
# 4. Operationalization of the Strategy

## 4.1 Target locations

In the context of South Sudan, it is highly unpredictable how the vulnerability drivers will evolve in the near future – e.g. interplay of national political conflict and traditional inter-communal conflict, economic crisis, and natural hazards. Although some areas appear to be less affected by the country-wide political conflict, abrupt violence continues erupting as a result of local dynamics. Therefore, this strategy has an inbuilt level of flexibility whereby it is able to respond to the different scenarios within the country.

Based on current interventions by FAO, as well as the need to complement activities proposed by the existing ELRP, four geographical target areas have been identified for a holistic resilience approach. In order to simplify the planning framework for this strategy, the geographical target areas are characterized by different gradients across a spectrum of two main critical factors: ‘structural’ humanitarian needs and the relative stability/security which influences access and operational environment in the four geographical target regions (Figure 4).

**Figure 4:** Geographic target areas ranked according to relative access and stability vis-à-vis humanitarian needs



In order to display the gradual approach and complementarities among the four Outcomes, the four geographical target areas are profiled as follows:

- **Target area 1:** Western and Central Equatoria – usually, access to the area is relatively stable and market potential higher, with humanitarian needs being fairly low. Currently, FAO interventions in Central Equatoria are addressing urban/peri-urban agriculture issues as a mechanism to cope with the impact of the economic crisis on urban poor, as well as in Western Equatoria, supporting farming households to resume their livelihoods affected by last year's insecurity. These interventions are expected to expand over the coming months/years, also taking into consideration the expected increase of returnees. In these areas, the focus of the resilience strategy is on achieving improved livelihoods through job creation, income generation and improved market access (Outcome 3), with a need to complement Outcomes 1 and 2.
- **Target area 2:** Greater Bahr el-Ghazal and Eastern Equatoria regions – except localized severe food insecurity caused by conflict or drought/floods, 'structural' humanitarian needs are fairly low and access is relatively easy. The primary focus will be on reducing the resource-based conflicts (Outcome 1), with the intention to expand activities to achieve Outcomes 2, 3 and step up interventions for Outcome 4 in case of emerging crises.
- **Target area 3:** Greater Upper Nile ('non-frontline' areas) – where the communities are fairly stable and access relatively possible, but humanitarian needs are high and the focus is currently on providing emergency support; it is therefore desirable to increase effort on attaining Outcomes 1, 2 and 3.
- **Target area 4:** Greater Upper Nile (conflict frontline areas) – the conflict or 'frontline' areas where humanitarian needs requirements are extremely high – e.g. risk of famine in central/southern Unity – and access is very difficult/unpredictable. The focus is currently on pure emergency relief (Outcome 4), and there is little scope to expand on Outcomes 1, 2 and 3.

Over the implementation period of the resilience strategy, several counties may shift across the target areas as defined above and the response will be adjusted accordingly.

## 4.2 Target beneficiaries

Vulnerability in South Sudan is underpinned by complex factors, thus creating various profiles of target groups who could benefit under this resilience strategy. These include:

- IDPs, returnees and host communities;
- vulnerable unemployed youth (with a specific focus on demobilized boys), displaced men and women; orphans and people with disabilities;
- urban and rural poor, including women-headed households; and
- rural communities particularly affected by conflict or other recent shocks.

The targeted beneficiaries under the four outcomes over the three-year period is approximately 390 000 households (2.34 million individuals). A breakdown of the total target beneficiaries per outcome is provided in Table 1. A wide range of national and local organizations and structures from the public, private sector, civil society will also benefit from the strategy.

**Table 1:** proposed number of households targeted over three years per outcome area

	Outcome 1	Outcome 2	Outcome 3	Outcome 4	TOTAL
<b>Subtotal</b>	45 000	90 000	200 000	55 000	<b>390 000</b>

**4.3 Partnerships and coordination**

FAO strongly believes that through coordinated and integrated complementary interventions, it is possible to enhance the resilience of households and communities, and is committed to expand joint programming initiatives with UN agencies and other international and national organizations. Engagement with local communities and institutions is essential for resilience building through institutional arrangements, information management, livelihood production and resource management practices. The identification of appropriate implementing partners will be essential to establish a relationship of trust with beneficiaries, in particular in locations where conflict has seriously compromised the social fabric and/or access remains a constraint.

FAO will also expand the spectrum of partners including: a) universities and research institutes for context analysis, policy formulation, and technology development and transfer; b) local and indigenous institutions and groups which can play a key role in reconciliation and mitigation of conflict; and c) private sector groups such as farmers’ organizations and seed producers which play a critical role in the transition towards market-based interventions.

Recognizing the many challenges faced in the current context, in particular by technical departments at the local level, the Government remains FAO’s primary partner for technical advisory services and support in policy development. In geographical areas where FAO operates multiple programmes, the Organization will enhance support to state-level counterparts in delivering public goods and services and in coordinating resilience interventions, including information sharing among the various responsible actors.

Finally, FAO will maintain its leadership role with WFP within the FSL Cluster. This covers a wide network of over 90 international and national NGOs, providing a good platform for dialogue, information sharing and training.

**4.4 Approaches to monitoring and evaluation, and resilience measurement**

Clear and defined monitoring and evaluation (M&E) and impact assessment frameworks of FAO interventions will ground interventions in a thorough understanding of resilience dynamics. This includes monitoring the progress of projects and programmes, evaluating their impact and informing the design of future interventions. The measurement and analysis of resilience should therefore aim to:

- build baselines, mid-term and final assessments to evaluate the impact of projects or programmes and review interventions by measuring their actual impact; and
- assess the resilience capacity of households and communities over the years, thus providing helpful guidance in planning future interventions.

These objectives will be achieved by putting in place mixed-method approaches for the measurement and analysis of resilience, combining qualitative and quantitative methods.

FAO's corporate tools, including the resilience index measurement and analysis, and the self-evaluation and holistic assessment of climate resilience of farmers and pastoralists, are currently being rolled out in South Sudan to analyze, set baselines and conduct mid-term and final impact assessments of specific projects to understand the contribution of interventions to resilience. Possible synergies and complementarities between the two tools will also be explored to move towards a comprehensive and unified M&E system.

Parallel to the process of mainstreaming resilience measurement and analysis tools into FAO projects, it is proposed that a number of indicators at the programme level be developed to monitor the progress of the interventions.

#### 4.5 Advocacy and communication

This strategy aims to strengthen and support efforts in advocacy, awareness-raising, knowledge management and communication, as well as other initiatives in favour of harnessing greater commitment to building more resilient livelihoods for food and nutrition security in South Sudan.

In particular, the strategy will focus on the following areas:

- increase awareness, knowledge, understanding and visibility of the importance of resilience in the fight against hunger;
- advocate for greater commitment and financial investment in resilience activities from both resource partners and the Government; and
- promote good practices that can be scaled up and institutionalized.

In order to maximize the reach, and ensure synergies across other agencies with a similar mandate and resilience framework, FAO will establish strategic partnerships with key partners such as the United Nations Office for Disaster Risk Reduction, World Bank, International Fund for Agricultural Development, United Nations Development Programme, UNICEF and WFP – to collaborate on joint communications strategies at the local, regional and national levels.



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## 5. Funding Requirements

The table below outlines the proposed costing of resilience interventions across the strategy outcomes over the three-year period of the strategy. FAO South Sudan will maintain approximately the same overall delivery level for the period of the strategy but will strive, to the extent possible under the prevailing situation, to shift towards a larger proportion of medium- to longer-term resilience-building interventions (Outcomes 1–3) and reduction in emergency livelihood support (Outcome 4). Considering the unstable and unpredictable situation, greater flexibility will be applied allowing for down- or up-scaling of outcome areas as per needs and access. For the time being, emergency response funding will remain as a separate appeal as it is defined on an annual basis, in line with the Humanitarian Response Plan.

**Table 2:** Budget estimates of the different interventions over three years in USD million

	Year 1	Year 2	Year 3	TOTAL
Outcome 1	5	10	10	25
Outcome 2	10	10	10	30
Outcome 3	40	25	15	80
Outcome 4 <sup>10</sup>	10	5	5	20
<b>TOTAL</b>	<b>65</b>	<b>50</b>	<b>40</b>	<b>155</b>

*The average annual budget: USD 51.6 million*

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<sup>10</sup> The estimated budget is inclusive of only Output 4.2 and Output 4.3 activities. For FAO South Sudan's emergency appeal, please see the latest ELRP strategy document.

