

A photograph of several children in a refugee camp. In the foreground, two young girls are looking at the camera. The girl on the left has dark hair and is wearing a pink shirt with a yellow collar. The girl on the right has light brown hair and is wearing a pink shirt. Behind them, other children and a yellow building are visible.

SAVING  
LIVES  
CHANGING  
LIVES



# WFP Regional Resilience Framework

*North Africa, Middle East, Central Asia and Eastern Europe Region*

December 2019



Vow A  
کس ستر  
قفقہ، پپہ  
کیلو بشورہ  
دلولین



# Introduction

The aim of the Regional Resilience Framework is to support WFP Country Offices in the RBC region when developing **resilience-building approaches and programmes**.

Its development is based on a set of discussions and consultations with technical stakeholders and Country Offices in the region in 2017 and 2018. Its basic tenets were validated in a regional workshop of WFP programme policy officers responsible for resilience programming in their respective countries, held in Cairo, Egypt in June 2018. It was further reviewed and refined with the support of select Country Offices in the region in 2019.

By capturing the state of resilience building in the RBC region, the framework provides an overview of the most pressing challenges and opportunities that staff face. It is considered to be a living document anchored at field level. It contains three elements: the present Framework Document, a Resilience Marker and a set of Activity Sheets (available separately).

The **Framework document** outlines strategic and policy related considerations in a Background section, followed by a Framework section that focuses on programme approach and design support drawing from regional experience and lessons learned. This section is of particular importance to field staff as it also includes reference to the two tools.

The first is the **Resilience Marker**, developed based on WFP's resilience principles and policy guidelines and adapted from good practice models employed by humanitarian and developmental stakeholders.

The second is the set of **Activity Sheets**, developed using region-specific examples to build a common narrative around and help illustrate potential contributions of WFP's work to building resilience of individuals, households, communities & systems across the 12 corporate activity areas.

These tools can be seen to summarize much of the current thinking in the RBC region and represent an immediate way in which Country Offices can design, validate and frame their resilience building efforts and initiatives.

# Part 1: Background

## A COMMON APPROACH AND NARRATIVE TO RESILIENCE

Resilience-building is a concept that extends across contexts and sectors to address increasingly complex risks and their impacts on vulnerable people. International organizations, including WFP, have embraced resilience as an overarching theme in an attempt to identify programmes and approaches that help mitigate the impact of shocks and stressors including climatic events, environmental degradation, water scarcity, price shocks, conflict and economic uncertainty before, during and after crises.

Operationalizing resilience is not straightforward, especially in more challenging contexts. This is particularly true for the RBC regions which are highly diverse and include volatile, unstable environments, and more predictable and stable settings.

Many countries across MENA and CIS are developed, urbanizing economies with a strong labour market orientation. WFP's conceptual models for resilience, as reflected in its corporate guidance, are in contrast heavily based on rural livelihoods and asset rehabilitation models. Those models present challenges for adequately capturing and explaining the diversity of approaches to resilience-building that are appropriate in the RBC regional setting.

This includes approaches to human capital development and financial inclusion; market and value chain development; capacity strengthening of local and national actors; and retail strategies linking local supply chains to e-voucher programmes. The challenge is further compounded in refugee-hosting countries by complex political and regulatory environments around refugees' right to work and social inclusion, and by varying donor understandings of resilience.

A resilience narrative for the region that acknowledges the specificities, diversity and opportunities of the regional context is important. Taking stock of and broadly aligning resilience-building approaches in the region, and working towards a common regional narrative for resilience, will enable WFP to communicate more effectively about the work it does in this critical area.

## WFP STRATEGIC PRIORITIES AND SCOPE

### WFP Strategic Plan

A risk-informed, resilience-building approach to programming features prominently throughout the WFP Strategic Plan (2017-2021). This is because WFP's mandate has allowed it to accumulate experience in both the humanitarian and development contexts, making it well placed to help strengthen the resilience of affected people in protracted crises and fragile settings by applying a development lens in its humanitarian response, and by aligning its recovery and development interventions accordingly. Through this experience, the organization has identified an opportunity to make a significant, sustainable contribution to Zero Hunger, with the Strategic Plan (2017-2021) articulating a framework for realizing this opportunity across its five Strategic Objectives (see Annex 1 for details).

### Regional Strategy

In 2017, RBC developed and validated a regional strategy (2017-2021) which aimed at taking stock of lessons learned and seize critical opportunities identified in the region. With the realization of the strategy, RBC has committed to leveraging the humanitarian development nexus to contribute to short time solutions as well as longer-term recovery and resilience of people and governments. In support of this approach, three interlinked and mutually reinforcing strategic priorities were identified to guide action in the region:

1. Using emergency preparedness and humanitarian response to save lives, protect livelihoods and support recovery;
2. Investing in social protection systems, safety nets and resilience building to address chronic food insecurity and malnutrition; and
3. Leveraging capacity building, technical support, tools and systems to create the needed enabling environment

Several operating principles for RBC related to resilience underlie these priorities, including designing humanitarian operations that contribute to mid-term development objectives; positioning WFP as an enabler and provide support to systems for strengthened national ownership; and focusing on the most vulnerable and food insecure. These principles align with and support the WFP Strategic Plan by highlighting areas of added value that the organisation brings to RBC operational settings.



## POLICY, DEFINITIONS AND CONCEPTS

### WFP Resilience Policy

WFP's 2015 Policy on Building Resilience for Food Security and Nutrition lays out the organisation's approach for resilience-building in line with the common approach adopted by the Rome-based agencies (RBAs). The policy outlines several programming principles and focuses on the "how" of resilience-building: layering, sequencing, partnering – more so than the "what" of specific intervention types or sectors, stressing that effective resilience-building programmes are most likely to be *multisectoral*.

*p. 11: The fundamental shift made by adopting a resilience approach is in how programming is designed, implemented and managed. The **multi-sector** approach to addressing risk and building resilience requires wide consultation and long-term collaboration. For each context, applying a **resilience lens** relates to all aspects of the programme cycle and will determine how actions can be best **layered, integrated, and sequenced** with national government strategies and partner-supported programmes.*

**The Policy** defines resilience as *the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences*.

This set of capacities required before, during and after the onset of shocks and stressors are commonly classified as absorptive, adaptive and transformative:

- **absorb:** resist a shock or the eroding effects of a stressor by reducing risk and buffering its impact, which leads to endurance and continuity of livelihoods and systems;
- **adapt:** respond to change by making proactive and informed choices, leading to incremental improvements in managing risks; and
- **transform:** change the set of available choices through empowerment, improved governance and an enabling environment, leading to positive changes in systems, structures and livelihoods

### RBA Conceptual Framework

This set of capacities is also reflected in how resilience is defined in the RBA 2015 Conceptual Framework for Collaboration and Partnership on strengthening resilience for food security and nutrition.

**The Framework** uses the widely accepted United Nations Office of Disaster Risk Reduction definition of resilience as a working definition: *the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions*.

### Six Resilience-building Principles

The Policy puts forward **six principles** as part of the common approach across FAO, IFAD and WFP for building resilience and achieving food and nutrition security. These principles reflect the joint understanding and approach of the three RBAs in partnership with and in support of other stakeholders, including people affected by shocks, stresses and crises, national and local authorities, and other international partners.

1. **Local and national ownership and leadership:** *People, communities and governments must lead resilience-building for improved food security and nutrition.* Government leadership is vital since it encourages inter-sectoral and intra-governmental harmonization of efforts and fosters a holistic approach to programming. To ensure relevance and sustain gains, it is vital to respect the priorities and strategies of national and local stakeholders.
2. **Multi-stakeholder approach:** *Assisting vulnerable people to build their resilience is beyond the capacity of any single institution.* Covering the various dimensions of resilience building and reaching scale in a cohesive manner requires integrated multi-sector and multi-stakeholder partnerships.
3. **Combining humanitarian relief and development:** *Planning frameworks should combine immediate relief requirements with long-term development objectives.* Humanitarian responses and development initiatives are often applied linearly – the former during a crisis or shock, and the latter once conditions have stabilized. Resilience-building, however, is a continuous and long-term effort that addresses the underlying causes of vulnerability while building the capacity of people and governments to better manage risks.
4. **Focus on the most vulnerable people:** *Ensuring protection of the most vulnerable people is crucial for sustaining development efforts.* The poorest, most vulnerable and food insecure people in the world typically have no access to social protection or safety nets. By providing a safeguard in the event of shocks, safety nets can be a vital tool to protect and build livelihoods, while assisting those most in need.
5. **Mainstreaming risk-sensitive approaches:** *Effective risk management requires an explicit focus in the decision making of national governments, as well as enhanced monitoring and analysis.* Countries require early warning

systems that automatically trigger response mechanisms when predetermined thresholds are exceeded. This requires enhanced coordination among institutions involved in food and nutrition security.

6. **Aiming for sustained impact:** *Interventions must be evidence based and focused on results.* Resilience-building programming needs to be evaluated for its medium- and long-term impacts on food and nutrition security in the face of recurrent shocks and chronic stressors. Investment is required in establishing or strengthening monitoring systems, including baselines, and evaluation to generate rigorous evidence of what works most effectively and provides best value for money.

### UNHCR and WFP Joint Strategy for Self-Reliance

UNHCR and WFP's **2016 Joint Strategy for Enhancing Self-Reliance in Food Security and Nutrition in Protracted Refugee Situations** is well aligned with the WFP 2015 Resilience Policy, focusing on the specific challenge of assisting refugees who face limited prospects for durable solutions.

The Strategy defines self-reliance in food security and nutrition as the ability of refugees to meet their food security and nutrition needs – in part or in whole – on their own in a sustainable manner and with dignity. It outlines **two complementary objectives**:

1. **Strengthen livelihoods** while ensuring basic food and nutrition needs are met;
2. **Encourage an enabling environment** for increased self-reliance.

The first objective highlights the protective role of continued provision of humanitarian food and nutrition assistance, while supporting processes that improve livelihoods and enhance autonomy.

The approach recognises the constraints and opportunities of different environments, wherein some countries, refugees are given the right to work; in others, they are denied the right to formally enter the labour market; and in still others, there is openness to refugees working but a need to build the local economic environment to absorb additional labour.

In situations with a strong enabling environment, the emphasis may be on financial and human capital, supporting income-generating activities, linkages to market and increasing market demand, offering mobile banking and microfinance, and helping refugees engage more actively in the labour market. In others, the approach might focus on development of physical capital such as roads linking refugees and host communities to markets. In highly constrained environments, approaches might work

towards longer-term self-reliance by supporting good nutrition and education.

The second objective emphasizes the importance of engaging with governments, host communities and partners to expand opportunities and reduce constraints for refugees. This includes through supportive legal and policy frameworks that allow employment, freedom of movement, access to resources, financial inclusion and integration into national safety nets; and through enhancement of social cohesion between host communities and refugees.

Finally, it includes wider partnerships for advocating for appropriate changes in legal and policy frameworks in countries of asylum, and for inclusion of refugees and hosting regions among the priorities of national development plans.

### The Resilience Agenda in the 3RP

The interagency and multisector Regional Refugee and Resilience Plan (3RP) was launched in 2015 in response to the Syria regional crisis. In the context of the 3RP, resilience refers 'to the ability of individuals, households, communities, and societies to withstand shocks and stresses, recover from such stresses, and work with national and local government institutions to achieve transformational change for sustainability of human development in the face of future shocks'. Resilience programming is expected to build and reinforce the referred capacities to generate sustainable solutions.

It has also defined a resilience-based development approach as "a set of principles and conceptual framework necessary to achieve resilience in sustainable human development". The framework comprises the ideas of **coping, recovering and sustaining**. The principles that should inform the design and implementation of assistance include: local and national ownership and leadership of intervention; context-specific design; the integration of longer-term and short-term perspectives; thinking in terms of the whole system; financial sustainability of responses; the embedding of human rights and gender equality; sensitivity to conflict and conflict risks; building strong and innovative partnerships among stakeholders; and the close monitoring of both interventions and trends.

The Dead Sea Resilience Agenda is the outcome of the Resilience Development Forum (RDF), organised in November 2015 in the Dead Sea, Jordan, by UNDP within the framework of the 3RP and the regional UNDG. Five core principles were elaborated as part of the Dead Sea Resilience Agenda. These are: increase synergies between humanitarian and development investments and approaches; prioritize the dignity and self-sufficiency of affected populations; reinforce, don't replace, local capacities; generate new and inclusive partnerships to build resilience, foster innovation and promote relevance,

effectiveness and efficiency, and finally; safeguard social cohesion to jointly foster resilience and peaceful cooperation.

These principles are further reinforced by 10 recommendations and a 'resilience lens' (see Annex 2) which are meant to support the operationalization of the principles. These recommendations, while ambitious and challenging to advance on, reflect many of WFP's own priorities and requirements for a resilience agenda that can be implemented at scale in the specific context of displaced Syrians and vulnerable host communities.

## COUNTRY STRATEGIC PLANS AND STATUS OF RESILIENCE IN THE REGION

### Resilience in the Country Strategic Plans

In Country Strategic Plan (CSP) corporate guidance, resilience is not presented as a programming area, but a crosscutting "Focus Area". Strategic Outcomes in the Country Strategic Plans are aligned with national SDG and humanitarian targets, WFP strategic results and tagged to one of three Focus Areas: Crisis Response, Resilience Building, or Root Causes.

**The Resilience Building Focus Area in the CSP refers to outcomes that seek to increase the risk thresholds of vulnerable individuals:**

- ◆ These outcomes strengthen the resilience of vulnerable populations to future shocks and support the mid-to-long term recovery of populations recently affected by shocks.
- ◆ WFP assistance typically focuses on enabling people, communities and institutions to prepare for, respond to and recover from shocks by strengthening their livelihoods, capacities and assets.
- ◆ Outcomes usually target food insecure areas, hazard-prone regions, and communities vulnerable to climate change.

(Access to Food) with a Resilience focus would aim to sustainably increase vulnerable populations' access to food; while interventions under SR5 (Capacity Strengthening) with a Resilience focus might aim to increase the capacity of national institutions to deliver assistance.

In practical terms, formulation of strategic outcomes and links to focus areas are most often informed by political context and donor funding priorities. It means that the use of the Resilience Building tag in the CSPs reflects the priorities of major donors and specific country context, rather than a common conceptual approach and definition of Resilience Building.

The Resilience Building tag can be useful as an internal and external marker of interventions that strengthen resilience of vulnerable populations. However, because its primary utility is in mobilizing resources and supporting funding decisions, it is not sufficient **on its own** to demarcate all WFP interventions that contribute to resilience building objectives.

For example, a nutrition activity that aims to reduce high levels of stunting through an SBCC approach will achieve developmental aims and might be tagged as Root Cause largely to avail of development funds; **while alternatively** it could be considered a resilient development outcome if the reduction in stunting levels is sustainable despite a shock or stress, and be tagged as Resilience Building to align with a different set of funding streams.

### Status of resilience programming in the region

A qualitative mapping of resilience approaches was undertaken with country offices in the region. This mapping exercise revealed diverse interpretations of the resilience concept, but also provided a growing consensus on resilience as a multi-sector, multi-actor and multi-level approach, which incorporates humanitarian interventions and life-saving assistance, and, when specific conditions were met, capacity strengthening and implementation through local and national systems.

预览已结束，完整报告链接和二维码如下：

[https://www.yunbaogao.cn/report/index/report?reportId=5\\_4043](https://www.yunbaogao.cn/report/index/report?reportId=5_4043)

