

# FINAL DRAFT

## Guidance for Integrated Protection & Food Assistance Programming

---

### Why This Document?

In many contexts in which humanitarians work, insecurity, conflict and protection challenges are what prevent households from carrying out their livelihoods, accessing basic services and realising their basic rights. Likewise, existing or new complex social dynamics may result in different vulnerabilities to crises- whether natural or man-made- and necessitate different programme approaches for different groups, even under the same objective/ result, in order to counteract deeply ingrained mechanisms of social exclusion.<sup>1</sup> In South East Asia for example, Dalit communities are prevented from receiving emergency aid or accessing shelters or communal kitchens due to perceived 'untouchability' and internalised social norms or fears of violence<sup>2</sup>.

In these contexts to what extent do we, as humanitarians, understand the balancing act performed daily by households, such as choosing between "*I'm afraid but I'm hungry*"; the dilemma faced by individuals and families who must weigh the urgency of accessing their basic needs against the risk of violence and/or degradation faced in doing so? We know that in some insecure areas households decide to send women to cultivate because the risk of rape that they face is less consequential to household well-being than the risk of death faced by men, and we know that in many contexts refugees continue to exchange in transactional sex for access to education, freedom of movement and food.

But are we doing enough to understand and to programme to address this dilemma? Recent protection mainstreaming efforts have increased awareness about *do no harm* which aims to ensure that programmes do not make things worse. What this document aims to do is to take the next step, to use the tools at our disposal to *Make Things Better* through integrated programming<sup>3</sup>.

---

<sup>1</sup> Social exclusion is defined as a process and a state that prevents individuals or groups from full participation in social, economic and political life and from asserting their rights. It derives from exclusionary relationships based on power resulting from social identity (e.g. race, gender, ethnicity, caste/clan/tribe or religion) or social location (areas that are remote, stigmatized or suffering from war/conflict). Note that social exclusion is NOT the entry point for ECHO interventions, but it is a TRIGGER for analysis.

<sup>2</sup> Equality in Aid, International Dalit Solidarity Network. [http://idsn.org/wp-content/uploads/user\\_folder/pdf/New\\_files/Key\\_Issues/Disaster\\_response/EqualityInAid\\_web\\_version.pdf](http://idsn.org/wp-content/uploads/user_folder/pdf/New_files/Key_Issues/Disaster_response/EqualityInAid_web_version.pdf)

<sup>3</sup> For further information on the difference between mainstreaming and integrated programming, please refer to the Minimum Inter-Agency Standards for Protection Mainstreaming, World Vision, 2012, p. 148-151 on [http://www.globalprotectioncluster.org/assets/files/tools\\_and\\_guidance/WV\\_Interagency\\_Minimum\\_Standards\\_2012\\_EN.pdf](http://www.globalprotectioncluster.org/assets/files/tools_and_guidance/WV_Interagency_Minimum_Standards_2012_EN.pdf)

### **Mainstreaming and Integration of Protection – What is the difference?**

Protection mainstreaming is protection as a cross-cutting theme which implies incorporating protection principles and promoting safety in humanitarian, development and advocacy programmes.

Protection integration refers to sector work that aims to prevent and respond to violence or threat of violence; coercion and exploitation; deliberate deprivation, neglect or discrimination, and supporting people to enjoy their rights in safety and with dignity, through sector specific work.

An example of **protection mainstreaming** could be that safety is ensured on the road to and from and at food distribution sites. If this is not possible then **integrated programming** should be applied. This implies thinking how other measures from the combined toolbox of protection and food assistance could be put in place such as advocacy with relevant duty-bearers to enhance the safety in distributions while simultaneously ensure provision of food assistance in situ.

This document focuses specifically on the nexus between protection and food assistance. This is because there is increasing interest and acknowledgement amongst food security and protection actors that more work needs to be done in this area to develop and promote more appropriate responses. The tools and approaches are relevant for integrated programming with other sectors as well, (e.g. WASH, Health, Shelter), but there are currently less examples on which to develop specific approaches and tools.

In many humanitarian contexts an integrated approach to programming food assistance and protection is essential. Poorly conceived protection programmes can have a negative impact on food security, and poorly conceived food assistance can have a negative impact on protection outcomes, whereas well-conceived and implemented protection programming can have positive food assistance outcomes and *vice versa*. A simple example of this is protection advocacy to promote freedom of movement gives households secure access to markets to buy and sell goods and services.

## **Objectives and Principles**

This document has been prepared as a first step to stimulate relevant analysis and create space to innovate, collect, and document successful strategies and tools that bring these strongly linked sectors together. By encouraging integrated thinking and programming amongst DG ECHO staff and partners it is hoped that actual implementation on the ground will contribute to increased experience and collection of evidence-based case studies, which will lead to further refinement of this document and its development into funding guidelines.

Specifically, the document aims to maximize the relevance, effectiveness, efficiency, and impact of integrated food assistance and protection programming by:

1. Providing a framework for improved context analysis that considers threats as well as the needs, vulnerabilities and capacities of populations;
2. Offering guidance for programme design, indicator formulation, and monitoring for integrated food assistance and protection programming;
3. Demonstrating the importance of breaking down silos, in particular between food assistance and protection, so as to improve programme design and implementation.

4. Strengthening the synergies and complementarities between assistance and advocacy.

## Reference Documents and Existing Standards

The frameworks and principles within which DG ECHO operates, as well as the policies and guidelines that inform its programming, support integrated protection programming with food assistance and other sectors (for example WASH<sup>4</sup>). As a **needs-based donor**, ensuring sufficient access to food and livelihoods as well as protection from violence, coercion, deprivation, and discrimination are fundamental concepts in any response, and part of the **fundamental human rights**<sup>5</sup> of any individual or group.

Existing guidelines on food assistance and protection also highlight the importance of mainstreaming **as well as** integrated programming: The Sphere Project, Household Economy Analysis, ALNAP Protection Guidelines, WFP and UNHCR guidelines etc. (Annex 1). Nonetheless, there is relatively little work and guidance explicitly focused on integrated programming.

This document's conceptual model incorporates and builds on fundamental principles and approaches endorsed by DG ECHO including:

- To adhere to the basic principles of humanity, neutrality, impartiality and independence, by promoting a more comprehensive context analysis.
- Identification of different risks faced by different age and gender groups in order to ensure that the programming is adapted hereto as per DG ECHO's Gender Policy,<sup>6</sup>
- Building resilience to external food security and protection shocks by including conflict and protection deficiencies due to state fragility when working to reduce food insecurity linked to disaster risks, as per the **European Commission's Post 2015 Hyogo Framework for Action**<sup>7</sup>
- **Linking relief, rehabilitation, and development (LRRD)** by identifying specific opportunities to address the fundamental causes of vulnerability, such as land and property rights, which is critical to the development of **resilience** of vulnerable populations.

DG ECHO defines **food assistance** as: "Any intervention designed to tackle food insecurity, its immediate causes, and its various negative consequences. Food assistance may involve the direct provision of food, but may utilize a wider range of tools"<sup>8</sup>. Protection mainstreaming and integrated

---

<sup>4</sup> "In non-acute crisis, WASH interventions are mainly conceived in support of other sector interventions (such as health, nutrition, food assistance or protection) or as part of an integrated package of several sector interventions...(Commission Staff Working Document on Humanitarian WASH Policy, 18/9/2012)

<sup>5</sup> While ECHO prioritizes its interventions based on needs (ref. Humanitarian Consensus par. 8), the Humanitarian Consensus equally makes strong references to applicable international bodies of law, i.e. IHL, IHRL and Refugee Law (par. 16).

<sup>6</sup> DG ECHO Thematic Policy Document n° 6, Gender – Different Needs, Adapted Assistance, July 2013.

<sup>7</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - The post 2015 Hyogo Framework for Action: Managing risks to achieve resilience, April 2014.

<sup>8</sup> Communication from the Commission to the Council and the European Parliament and Staff Working Document, p. 37.

programming are critical elements to the policy: “support to responsive and remedial humanitarian protection actions, where protection concerns may trigger, or arise from, acute food insecurity.”<sup>9</sup>

DG ECHO defines **protection** activities as “non-structural activities aimed at reducing the risk for and mitigating the impact on individuals or groups of human generated violence, coercion, deprivation and abuse in the context of humanitarian crises, resulting from both man-made or natural disasters”.<sup>10</sup> Protection is a core objective of all humanitarian programming, and underscores the importance that all humanitarian aid programmes 'think protection' and focus on how a programme can reduce vulnerability to the various threats households face.<sup>11</sup>

Table 1 illustrates how the objectives and activities of one sector can have an impact on another sector. Explicitly designing integrated protection and food assistance actions can therefore maximise the positive outcomes on beneficiaries. Similarly it can minimise negative outcomes by ensuring that programmes do not inadvertently encourage affected populations to continue using dangerous coping mechanisms in order to put food on the table. This document aims to show how it is necessary to ensure that in conflicts and disaster situations with complex social dynamics the respective food assistance and protection objectives are aimed for in a complementary manner – even if not necessarily implemented by the same actor.

Table 1: The relationship between DG ECHO objectives and activities in integrated Protection and HFA programming

Protection Objectives <sup>12</sup>	Protection Activities	Humanitarian Food Assistance Outcomes
Changes in the behaviour of perpetrators, resulting in a reduction in the number of threats, casualties, sexual abuses, disappearances, and other measurable human rights abuses over time.	Advocacy with national army to remove illegal road blocks or stop extortion at road blocks.	Increased freedom of movement improves access to fields, livelihoods, and markets where goods and services can be bought and sold, thus minimising damage to food production and marketing systems.
Changes in the actions of responsible authorities, resulting in the development and practical implementation of policies, commitments and actions to reduce violence, displacement, deprivation, and to increase effective civilian protection.	Support to obtain lost ID cards – to increase safety in movement and reduce risk (for example arbitrary arrest and detention) as well as ensure access to humanitarian assistance.	Improved access to food through better access to government safety net/ humanitarian response programmes, financial institutions or mobile money transfer systems to receive cash grants and facilitated access to relief programmes.

<sup>9</sup> Communication from the Commission to the Council and the European Parliament and Staff Working Document, p. 25.

<sup>10</sup> DG ECHO Protection Funding Guidelines p. 3.

<sup>11</sup> While DG ECHO has Protection Funding Guidelines (to be revised in 2015) these do not specifically deal with the concept of integrated programming, a concept that has largely developed over the past couple of years.

<sup>12</sup> DG ECHO Protection Funding Guidelines p. 17.

Changes in the daily lives of the threatened/protected population, resulting in reduced vulnerability to threats (such as improved organization, mobilization, and political engagement that enables them to avoid, resist, or challenge the threats against them), and improved levels of health and nutrition, freedom of movement, as well as increased security feeling and increased participation in normal livelihood activities, social networks and political life.	Community-based protection committees that enable communities to better analyse, deconstruct, and manage the risks they face and thus contributes to reducing their fear.	Increased capacity to safely carry out livelihood activities such as travel to fields, transhumance, collection of cash crops, access to markets for daily labour or collective negotiation of prices for sale of goods, thus minimising damage to food production and marketing systems.
<b>Humanitarian Food Assistance Objectives</b>	<b>Humanitarian Food Assistance Activities</b>	<b>Protection Outcomes</b>
Safeguard the availability of, access to, and consumption of adequate, safe and nutritious food for populations affected by on-going, firmly forecasted, or recent humanitarian crises so as to avoid excessive mortality, acute malnutrition, or other life-threatening effects and consequences.	Food assistance (cash, voucher or in-kind) is provided to households who are experiencing significant gaps in their food needs due to lost livelihoods and/ or cannot meet household food needs without engaging in risky behaviours.	Vulnerable households and individuals within them needn't expose themselves to threats, abuses or carry out risky activities to access food.
Protect livelihoods threatened by recent, on-going, or imminent crises, minimise damage to food production and marketing systems, and establish conditions to promote the rehabilitation and restoration of self-reliance.	Training in intensive agricultural techniques to populations who have lost access to large areas of land due to insecurity.	Households and individuals can avoid threats and abuse when carrying out livelihood activities.
Strengthen the capacities of the international humanitarian aid system, to enhance efficiency and effectiveness in the delivery of food assistance.	Support to working groups to conduct analyses, develop tools, monitor and report on integrated programming.	Food assistance actors are better equipped for context analysis in general, and can contribute to attenuating protection challenges in areas where protection actors have no access.

# Analytical Framework and Programme Design

## Framework & tools for improved context analysis

### Risk equation for context analysis

Context analysis should systematically be conducted by organisations conducting assessments and evaluations in humanitarian contexts. The **risk equation tool outlined below should be triggered:**

- a. in all conflict situations;
- b. in disasters (natural or man-made) where there is evidence of systematic, deliberate and/or exacerbated social exclusion (which can prevent specific population groups from accessing livelihoods, services and humanitarian programmes; and
- c. in contexts where there are likely to be high risks of coercion, deprivation and abuse, for example in displacement situations.

Humanitarian actors in Mauritania were alarmed to learn that acute malnutrition rates in one of the Malian refugee camps were alarmingly high despite complete and regular food distributions. Further analysis showed that only the discriminated “slave” tribe was acutely malnourished as the more dominant tribes had taken control of the food distributions and were not delivering food to this population, whom they felt were ineligible based on pre-existing social exclusion dynamics. In this case a protection analysis would have highlighted the risk that systematic social exclusion posed, and systems could have been put in place to minimise it.

The analysis may conclude that there is no direct link between food security and protection, in which case “only” protection mainstreaming is necessary. It is important to remember that protection mainstreaming DOES NOT substitute for integrated programming where the latter is deemed necessary.

### Risk Equation Tool

Populations in humanitarian crises face risks, and as such context analyses should include a risk analysis, particularly in the situations mentioned above. The risk equation model presented below has the advantage that it includes identification of threats as well as vulnerabilities and capacities, and also illustrates the relationship between them. It thus draws out the external threats to the target population, their internal vulnerabilities, and their capacities to counteract and cope with the vulnerabilities and threats.

$$RISK = \frac{THREATS \quad \times \quad VULNERABILITIES}{CAPACITIES}$$

The model stipulates that *Risk consists of Threats multiplied by Vulnerabilities divided by Capacities*. The degree of risk depends on 1) the level and nature of the threat; 2) the vulnerabilities of affected persons; and 3) their capacities to cope with the threat. Risks are reduced by reducing threats and

vulnerabilities and increasing capacities, or a combination of these elements. Threats can be reduced by either achieving changes in the behaviour of the perpetrators or improving the compliance of duty-bearers, while vulnerabilities are reduced and capacities increased through direct changes in the lives of the primary stakeholders (beneficiaries). To analyse consider the elements outlined in the table below.

Table 2: Definition of the risk equation and necessary analytical competencies

	Definition	Questions and Issues to consider	Analytical Competencies
Risk	Humanitarian outcomes/ needs faced by households and communities due to crises or social exclusion. These consist of threats multiplied by vulnerabilities divided by capacities – for a specific population, in a given scenario at a given time.	<i>All of the below</i>	Strong protection and food assistance expertise
Threat	<b>External</b> – comes either from perpetrators or duty-bearers (sometimes one and same actor) in the form of violence, deprivation, neglect.	What is the violation or abuse? Who is causing the violation or abuse? What is driving the abuse (intention, attitudes, and circumstances)?	Strong protection expertise
Vulnerability	<b>Internal</b> – factors representing the inability of primary stakeholders (for ex households) to withstand adverse impact from external stressors to which they are exposed.	What are the individual characteristics making people vulnerable to the threat? Livelihood activities, age, gender, length of exposure, location, ethnicity, disability, family status, health, customs, local regulations etc.?	Strong protection and food assistance expertise
Capacities	<b>Internal</b> – experiences and knowledge of primary stakeholders (for ex households) that strengthen their ability to withstand adverse impact from external stressors to which they are exposed. This includes social networks to livelihood skills, and access to external duty-bearers/key stakeholders that can also assist in this.	Community Organization? Possibility to move? Preparation? Convincing those threatening them to change or others to protect them? Craftsmen? Livelihood skills such as animal husbandry or small business?	Strong protection and food assistance expertise

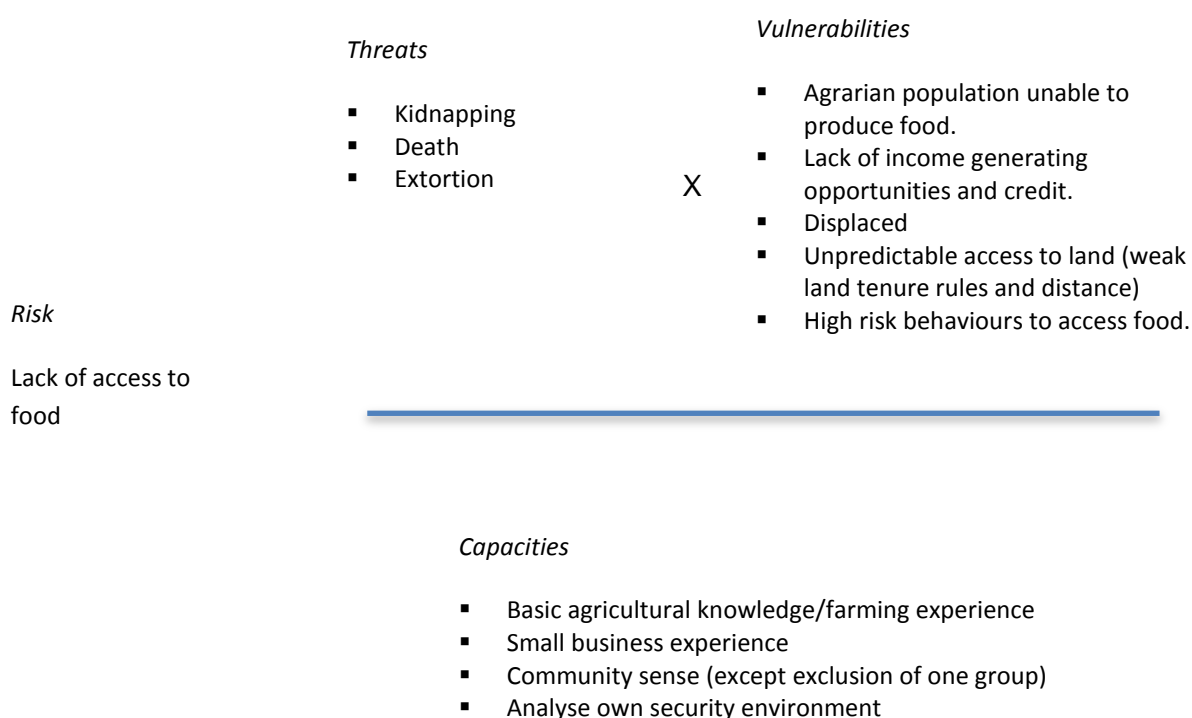
It should be noted that certain issues, for example displacement, could be considered a threat, vulnerability or a capacity depending on the scenario, the concerned population and the moment in time. While being displaced is most often considered a vulnerability, the ability to displace away from a threat could also be considered a capacity<sup>13</sup>, and likewise displacement can entail threats before it happens or during the actual displacement.

<sup>13</sup> The last couple of years actual displacement in Colombia has reduced, but the number of confined communities has increased – this is partly due to the fact that after 30 years of conflict the coping capacities and resources of communities to displace themselves have been eroded.

### *Example of using a Risk Equation from North Kivu, DRC*

Mostly agrarian Community Y was displaced five kilometres from their village of origin due to conflict, and settled along a major commercial route near a large city, which offered dynamic markets and services. The IDPs were hospitably received and given land on which to settle and farm. Within months, the new farmland became inaccessible due to insecurity linked to a rogue army general. IDPs were therefore forced to return to their former fields to cultivate. In doing so they had to cross check points and enter rebel-held territory. In a time period of 18 months 79 people were killed, kidnapped, or disappeared. Any harvest obtained was extorted by armed actors. Women confessed to prostituting themselves in order to get cash to buy food. Despite the risks and degradation faced, the community felt they had no choice but to farm their fields– they were hungry.

The **risk analysis equation for food insecurity** is below:



This example will be referred to throughout the document to provide an example of how the context analysis informs programming.

### **Additional Tools to Complement the Context Analysis:**

- a. Mapping the capacity and willingness of duty-bearer stakeholders. Possible and pertinent responses will vary considerably depending on whether local, national and international stakeholders are willing and/ or capable of ensuring, or advocating for, the protection of the population in question.
- b. Household Economy Analysis to better understand livelihoods: an analytical framework that seeks to describe how people obtain food and cash to cover their needs, HEA describes their



assets, opportunities, constraints and strategies in times of crises. The analysis is not only at the household level but also describes connections between groups and geographical areas, which allows one to understand how assets are distributed within a community, and who gets what from whom<sup>14</sup>.

- c. Coping Strategy Index to identify coping strategies and mechanisms including self-protection strategies used by communities, households and individuals to maintain their lives and livelihoods. The coping strategies to which a community has access will vary by location (even village to village) and even within a community (due to ethnicity, social status, livelihood group etc.). It is thus important to profile which options are available where, and to weigh them according to community perceptions of appropriateness and risk. Sale of a chicken for example, is less significant than the sale of a child.<sup>15</sup>
- d. Market mapping: Markets are vulnerable to protection threats including direct insecurity, social disruption and policy changes. They are a social construct within which goods and services are bought and sold and any disruption of a market can have a major impact on community and household food security. Protection threats can impact: access to markets; capacity to store goods (less availability in the markets will increase prices); transport of goods by increasing costs but also by blocking movement from zones of surplus to zones of deficiency. Changes in social dynamics can also destroy the market structure, such as in Central African Republic where Muslims, who were the majority of wholesalers, and large retailers, were displaced from Bangui and the west of the country.

### **Important Issues to Consider When doing the Context Analysis:**

- a. The analysis should be done at the community and household levels separately. Protection programmes tend to focus on community-level strategies that support individual households, whereas food assistance tends to target households. Some food security challenges are faced by a group as a whole however, such as negotiating access to land when communities are displaced, and some protection issues are faced by individual households, such as poor access to food driving a woman to prostitution.
- b. Examine community and household level challenges simultaneously but separately to facilitate the identification of better solutions and to ensure coherency and build synergies in a humanitarian response. Joint advocacy for access to safe land can have positive protection and food assistance outcomes for households receiving agricultural assistance for example.

---

<sup>14</sup> The Household Economy Approach A guide for programme planners and policy-makers, FEG Consulting and Save the Children, 2008.

<sup>15</sup> See e.g. table 13 p. 53 in the Comprehensive Food Security Monitoring Exercise – Syrian Refugees in Jordan for an interesting example of weighting different coping strategies. The report can be found on [http://reliefweb.int/sites/reliefweb.int/files/resources/WFPCFSMEJuly2014\\_0.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/WFPCFSMEJuly2014_0.pdf)

#### Land for Kitchen Gardening in Pakistan

PEFSA IV was targeting most vulnerable communities in district Umerkot, largely dependent on agriculture for their livelihoods and chronically poor. The families targeted for the food security package largely represent the groups that do not own land (and if any, that is highly insignificant). These landless households earn most of their income from non-agricultural sources. Hence, land availability for implementing kitchen gardening activities was a challenge. The challenge itself triggered beneficiaries to indirectly initiate the dialogue with respective landowners to acquire a piece of land for kitchen gardening. Following successful negotiation, beneficiaries were allotted a piece of land for kitchen gardening by landowners, and backyard kitchen gardening were carried out by beneficiaries.

- c. Ensuring that the context analysis also identifies capacities of the local communities. In particular, traditional and religious features that might be either opportunities or threats in the prevention/mitigation of protection related concerns should be identified, and lead to a careful analysis of the implication of the various protection avenues, the pros and cons of the various options vis-à-vis the traditional social fabrics and practices and the need for building consensus on protection in the community.

#### Good intentions but poor results

Traditional communities often operate under plural legal settings, which at times compete with each other and may at the end do more harm than good. There are examples in Ethiopia, where women under traditional rule do not inherit land from their deceased husbands, but fought through statutory means and managed to officially inherit land. Though they managed to get what they opted for through the pursuit of their constitutional right, they eventually had to abandon their land and villages and migrate to urban areas as their action was taken to be defamatory and disregard community values. They were excluded and stigmatized by men and women alike, and their exclusion was so severe as to compromise their social life and livelihoods, thus they had lost their capacity to survive. .

- d. All threats, vulnerabilities, and capacities should be analysed by relevant gender, age, and diversity (e.g. religion, ethnicity, displacement status, social status, family status, sexual observance etc.) and livelihood groups in specific geographical locations. Using 'standardized' vulnerability groups should be avoided as it amounts to an unsubstantiated and dogmatic pre-supposition of vulnerability. For example, in southern Madagascar women were targeted by NGOs for income generating projects despite increasingly problematic criminality by unemployed young men, who may have reduced their criminal activities, had they had access to alternative income sources.

## Tools and hints for programme design, indicator formulation and monitoring

Once the context and risk analysis are done the threats, vulnerabilities and capacities of populations are clearly articulated. Feasible objectives and results can be defined and proposed using response analysis tools from food security and protection, and integrated activities proposed where relevant. Their implementation and impact on household and community level food security and protection can be monitored using the framework of the risk analysis. This section aims to provide guidance on how to design an integrated programme.

## Core questions for programme design/ response framework

### Designing a Response

Response activities should be tailored based on the risk analysis of each location; gender, age, diversity, and livelihood group; and protection vulnerability. There is no single solution or response that suits everyone, everywhere. Even in the same geographical area different groups may require different responses because of different livelihoods and/ or different protection vulnerabilities. This Document is not designed to propose response options, but below are some considerations and opportunities presented through integrated programming.

The risk analysis can **identify whom not to target with a particular activity and propose alternatives**. Humanitarian responses design programmes to meet needs, but where meeting a need puts a household/ individual at risk (i.e. *do no harm*) alternatives should be found (i.e. *integrated programming*). Identified threats will vary from being possible/ straightforward to reduce, or impossible/ dangerous. In the latter case programme activities should aim to impact vulnerabilities and capacities.

In the North Kivu example, the partners' response was to form protection committees and distribute seeds and tools. The Protection Committees were largely used for project activities. Seeds & tools were distributed despite a known lack of safe access to land (based on the oft made assumption that "households will manage") - in fact the partner distributions encouraged households to expose themselves to known threats. A risk and response analysis could have identified whether protection interventions could have made access to land safer, or find food assistance activities informed by vulnerabilities and capacities. A more relevant response would therefore have been to:

- Ensure the protection committee advocated against extortion at government checkpoints and use of transactional sex through existing channels (protection cluster, ICRC); advocate with UN peacekeepers to work with populations accessing fields (as it was unlikely to change the behaviour of the perpetrators killing and kidnapping). By reducing these threats, communities would have safer access to fields and more products to consume or sell at the market.
- Households with safe access to land could have been provided with training on intensive agriculture (produce more on less area) as well as seeds and tools, and households without safe access to land could have benefited from food assistance (cash/ food) and income generating activities.

Integrated Protection and Food Assistance Programming can **support an analysis that focuses on creating win-win situations in contexts of inter-communal violence or tensions** where social and community cohesion should be prioritized. This occurs at two levels:

1. Where tensions and conflict arise due to issues of common interest (land, access to service, political power etc.) these issues should be identified and understood, including identifying entry points and people (change agents) to create dialogue and to strategically use programmes to mitigate risks.
2. Where humanitarian programming can trigger tensions it is not only important to prevent escalation of tensions/ conflict but to mitigate the triggers of conflict. For example, in contexts of displacement it is important to programme for the host community- whether through provision of services or including them in distribution programmes- as well as displaced populations. Furthermore, it is sometimes important to programme beyond a needs analysis to attain a protection objective. In Darfur for example, pastoralists were much less vulnerable than agrarian populations but many programmes targeted their needs so as to avoid exacerbating existing inter-communal tensions.

**The modality selection of a distribution programme can have an impact on protection issues.** Providing transfers through bank accounts or Microfinance Institutions may necessitate organisations to support beneficiaries to access identification- and all the protection and opportunities that this identification may offer (access to land, health, election cards etc.) and to which they otherwise would not have access. Mobile phone transfers are both an anonymous means to distribute cash/ assistance and also ensures that beneficiaries get, or will receive, a means of communication.

In the above example from North Kivu food insecurity arose because the displaced and asset poor households could not safely access their fields to produce food (they went anyway out of desperation), and/ or had to resort to risky behaviour to access cash. The household level targeting for assistance therefore should have been based on food security criteria (such as Food Consumption Score) *as well as* the protection threats that people expose themselves to carry out livelihoods and access food.

Community-based targeting methods should take into account protection risks: communities will intuitively define households whose members undertake risky and degrading behaviours as being vulnerable. There is an important exclusion risk in relying on this approach however, as households that are socially marginalised- whether due to discrimination, their behaviour or social status- risk being excluded.

### Coping Strategy Index (CSI) <sup>16</sup>

The CSI was developed as a proxy indicator for food security and is often used as it is simpler than more complicated food security measures. It is useful for integrated programmes as it measures behaviour and analyses the structure of coping strategies. It can be used to evaluate vulnerability, for targeting, as an early warning indicator and for monitoring the impact of actions.

The Index must be developed for each context to capture locally relevant strategies and to weigh them. For example, the collection of wild foods is unlikely to be relevant to urban communities, and in other communities the collection of wild foods may not be considered a sign of stress. Communities and individual households may use none, some, or all of the strategies available to them and thus the coping strategies adopted can be used as a proxy indicator for vulnerability. It is important to remember that it is not an absolute indicator; there are no thresholds within which a household can be considered more or less vulnerable- the tool only identifies differences within a group, and/ or for that group over time.

Box 3, copied from the WFP EFSA Handbook, version 2, describes the process for establishing the CSI. Further guidance is also provided in the manual on how to establish the coping strategy indicators.

#### Process for establishing the CSI<sup>17</sup>

- a) **The specific community's** usual food-based coping strategies are recorded from focus group and key informant interviews.
- b) Local key informants assign a **weight** to each coping strategy, based on the **severity** of the circumstances under which it is used. For example, a slight reduction in food consumption by adults might be a response to short-term food insecurity entailing no major problems in the long term. On the other hand, the selling of prime productive assets, such as livestock or machinery, might indicate an extreme level of food insecurity.
- c) During the field survey, the **current** food-based coping strategies that people use and the frequency with which they use each strategy are established.

<sup>16</sup> The Coping Strategies Index- Field Methods Manual, second edition, CARE, Feinstein International Center, Tango, USAID, WFP, January 2008

<sup>17</sup> Emergency Food Security Assessment Handbook. WFP. Second Edition. p76- 78

- d) For each household, a score is given to each coping strategy:  
Score= (frequency with which coping strategy is used) x (weight)
- e) The scores for each coping strategy are added together to give a composite score for each household.

Currently most agencies use the Reduced Coping Strategy Index, which only looks at a common set of coping strategies that are linked to food access or consumption. As these strategies are universally used this index is a quick, comparable short cut for food security measurement. For the purposes of integrated programming it is important to query non-food based coping strategies as well, and to use the complete tool, which allows for identification of coping strategies that are also of concern to protection actors: transactional sex, exposure to kidnapping, slavery, begging, forced marriages, removal from school, forced migration, etc. **It is an objective of this paper to encourage the use of the full CSI rather than the reduced which is incomplete in many contexts as it does not capture the variety of strategies undertaken to access food or cash.**

### Indicators and Impact Monitoring

In an integrated programme it is important to ensure that both protection and food assistance indicators are included at a minimum at the level of the specific objective, and where relevant at the level of results. A variety of documents describe sector specific indicators. Below are two indicators that capture the impact of an integrated programme.

#### Coping Strategy Index:

As mentioned above, the CSI can be used for monitoring and measuring impact. When the value of the household or community CSI decreases this indicates that households/ communities are adopting less, and/or less severe, coping strategies to cover their needs.

#### Qualitative Indicator of Perception of Safety: “Do you feel safer as a result of the project activities?”

Qualitative indicators complement quantitative indicators. They are powerful because they provide in a simple question and answer a summation of attitudes, feelings and perceptions. In protection programming particular skills are necessary to explore issues such as transactional sex, violence, sale of children etc., but if a household or individual reports that they feel safer as a result of an intervention- a question that does not require protection expertise to pose- then not only does that capture one of the paramount objectives in humanitarian programming, but inherent in the answer is that the protection threats to which they have been exposed have been attenuated. Similar questions can be posed on e.g. dignity, knowledge of rights, access to information of services.

### Human Resources

Integrated programming requires both food assistance and protection expertise in order ensure that tools, analysis and programme design relevantly take into account both sectors. As a donor DG ECHO is prepared to pay either for complementary staffing of qualified food assistance and protection officers/ consultant or to ensure that partners with specific expertise have the means to assist other actors. For example in Central African Republic DG ECHO supported a protection partner to provide protection technical support to food assistance partners.

## Breaking down silos

### Some Common Issues at the Nexus of Food Assistance and Protection

Freedom of movement. Freedom of movement is a key human right because it is essential to life and dignity: it ensures access to services, access to income, access to livelihoods, social and cultural interactions etc. In crises freedom of movement can be intentionally restricted as a deliberate strategy, used as an instrument, or can simply be a consequence of insecurity and violence. The threats can be real or perceived.<sup>18</sup>

Obvious barriers to freedom of movement include roadblocks and confinement, but they also include less obvious ones such as lack of identification documents and cultural or gender restrictions. The potential consequences to food security are obvious: complete loss of livelihoods, less time spent cultivating, less visits to markets to buy and sell services etc.

Table 4: Restrictions in Freedom of Movement Typology and Potential Responses

Restriction in Freedom of Movement	Potential Food Security Consequence	Response
<b>As a Strategy:</b> Externally and deliberately imposed movement restrictions, segregation and/or confinement with nefarious intent and no compensation.	Loss/ destruction of livelihoods through loss of physical or social access.  Dependence on external support to meet food needs.	Political action and advocacy against violation of International Humanitarian Law (IHL)/ International Human Rights Law (IHRL), for reprieve to access livelihood. Targets are political actors.  Food assistance should only be considered following a <i>do no harm</i> analysis, and focus on assistance that minimises exposure to risks. Where aid may be construed as indirectly supporting the strategy of the perpetrators (dilemma between humanitarian imperative and humanitarian principles), the risk equation should serve to identify the best response based on capacities.
<b>As an Instrument:</b> Externally imposed movement restrictions or segregation with “protection” intent. Sometimes compensation is provided.	Loss/ destruction of livelihoods through loss of physical or social access.  Dependence on external support to meet food needs.	Advocacy and dialogue against violation of IHL/IHRL, for reprieve to access livelihood.  Food assistance might be considered following a <i>do no harm</i> analysis, and only in combination with the above dialogue and advocacy.
<b>As a Consequence:</b> Generalised insecurity and violence causes individuations and communities to self-impose restrictions due to	Change in livelihoods including de-capitalisation, smaller land area cultivated, change in feeding practices, displacement due to exposure to threats.	Development of and support to community-based protection strategies such as advocacy against illegal roadblocks, and extortion, and increasing community capacity to better find out which risks can be

<sup>18</sup> There are circumstances where governments may legitimately restrict freedom of movement, e.g. during a legally declared state of emergency.

fear.		mitigated by themselves. Change in livelihood practices: collective cultivation etc.
-------	--	--

**La Guajira Department, Colombia:** Drought, high criminality, extreme poverty and the closure of the Colombian- Venezuelan border have contributed to a humanitarian crisis and an average of two children dying each day, principally of malnutrition and treatable diseases. Advocacy for opening the border to essential commodities could relieve problems linked to food availability (increased supply) and access (cheaper prices) and slow the negative spiral into crisis.

Control of natural resources: Conflict between groups over control of/ access to natural resources is often an underlying cause of man-made crises (exacerbated by climate change). The primacy of access to resources as a cause of conflict necessitates that solutions and/ or community dialogue be sought to mitigate the impact of conflicts at the local level. A classic example is pastoral/ agricultural conflict (Darfur, Central African Republic) where customary and national laws that regulate the movement of livestock- in particular in time and space through agricultural areas- break down. Regulation of pastoral movements are a structural issue but the interdependence and need for co-existence between the two groups necessitates that this issue be addressed to both affect protection issues (conflict mitigation) and livelihoods (access to land and markets).

**“The water is theirs, the grass is ours”**

In response to the 2011 drought in the Horn of Africa, VSF Germany implemented DG ECHO’s Drought Risk Reduction Action Plan decision whose objective was *“to enhance the capacities of selected cross border communities and stakeholders to effectively prepare for and respond to drought shocks”* targeting communities along the Kenya/Ethiopia border.

*VSF-G originally only targeted Dasanech and Hammer communities in Ethiopia and Kenya. But a conflict risk analysis led VSF-G to include all communities in the cross border grazing areas to build a more sustainable natural resource use environment for enhanced community resilience. Reciprocal grazing agreements were developed and signed by the cross border communities and cross border peace committees to monitor and implement the agreements established. This improved security of livestock and people, joint resource sharing and mutual access to pasture and water particularly during dry seasons.*

Land tenure: Land tenure issues are a major source of conflict, but also of food insecurity. Examples of conflict to control access to land and its resources abound, but often less examined is the contribution of unresolved issues linked to land tenure, or poorly managed land tenure regulations, to food insecurity. In Pakistan *2% of households control more than 45% of all land, severely constraining agricultural competitiveness and livelihood opportunities*<sup>19</sup>. In countries where women

<sup>19</sup> [http://usaidlandtenure.net/sites/default/files/USAID\\_Land\\_Tenure\\_Pakistan\\_Issue\\_Brief\\_1.pdf](http://usaidlandtenure.net/sites/default/files/USAID_Land_Tenure_Pakistan_Issue_Brief_1.pdf)



cannot inherit land, widows are highly vulnerable. Land tenure issues are clearly structural, complex and can only be resolved over the medium and long term; land tenure laws can have profound political, social and economic consequences and are thus difficult to adapt/develop and take years to implement. As with management of natural resources however, their primacy necessitates that they be at a minimum acknowledged in programming.

### *Coordination – Linkages between Clusters or Sector Coordination Mechanisms*

Food assistance actors tend to be better at identifying vulnerabilities, while protection actors tend to be better at identifying threats. Unfortunately collaboration across the two sectors still remains rare, and there is a tendency of silo'ing. Some concrete actions that could be taken to improve integrated programming include:

- Establishment of country/ regional Food Assistance and Protection Working Groups
- Development, whether within the remit of these groups or other groups, of harmonised tools that are relevant to particular regions or crises and that are based on a shared analysis.
- Joint evaluations by protection and food assistance actors to ensure a shared analysis of a particular crisis.
- Improved technical support “services” within the Cluster Coordination system: better coordination between clusters on shared analysis and response strategies.
- Stronger operationalization of the Centrality of Protection in Strategic Response Plans and similar plans.

### **Strengthening synergies and complementarities between assistance and advocacy**

Protection programmes benefit enormously from advocacy interventions designed to either stop violations by perpetrators and/or convince duty-bearers to fulfil their responsibilities. The extent to which acting on either of these is relevant and feasible, and at what level, varies. Nonetheless it is important to ensure that **“micro” level assistance responses be combined with “macro” level advocacy responses**. This needn't be done by a single actor and better integration of protection into food assistance programming not only shares the load (food assistance is more likely to happen at the micro level) but also provides an opportunity for the simple fact that food assistance actors often have better access to populations than protection actors. This does not mean that food assistance actors should do protection, but that food assistance could programme to support protection objectives.

### Advocacy Options

There are different modes of action to make the relevant actors aware of and fulfill their responsibilities: persuasion, mobilisation and denunciation. The selection of one or more technique depends on the attitude of the authorities, but also on the organisation's own strengths and weaknesses, as well as on the external opportunities and constraints, including threats. Food security issues and examples may be a less sensitive illustration of major protection violations.

- *Denunciation* activities imply public disclosure of international law violations and generally create an adversarial relationship. This may be detrimental to responding to people's protection and assistance needs. Such activities are thus unlikely to be funded by DG ECHO.
- *Persuasion* actions, by which one tries to convince the authorities to change their policies and practices of their own accord, will be efficient if the responsible authorities demonstrate political goodwill. For example, advocating that households have access to markets to sell their goods is a useful negotiation tactic to allow them to realize their right of freedom of movement.
- *Mobilisation* actions, through which information is shared in a discreet way with selected people, bodies or states that have the capacity to influence the authorities to satisfy their obligations and to protect individuals and groups exposed to violations, will be needed when authorities are more resistant. E.g. reducing tensions between agriculturalists and pastoralists requires resolution through key leaders in both communities.

## Next Steps

This document provides recommendations on how to realise integrated Protection and Food Assistance programming through providing a framework for analysis, tools for project design and monitoring, and strategies for the humanitarian community to work together better. The document focuses on Protection integrated with Food Assistance because it is in these sectors that the discussion is nascent.

A final objective of this document is to inspire **innovative approaches** where food insecurity and protection violations create a negative spiral for affected populations. This will require adapting or creating new ideas, products, services, processes and paradigms, which can only be achieved through collecting best practice.

### Innovation in the scope of humanitarian assistance

All approaches that are apt to trigger the identification of problems and foster problem-solving capacity leading to the development and implementing of new ideas for products and services, processes and paradigms which might have been effective in other sectors or areas or are specifically developed for the humanitarian aid context. (*World Humanitarian Summit. Initial Scoping Paper – WHS Theme 3:Transformation through Innovation*)

As such, DG ECHO is willing to support innovative approaches for integrated protection programming with the aim of building a body of best practice. Partners may propose an amount up to EUR 30,000 within an existing grant that aims to answer key outstanding questions and issues, including those listed below, and meet the basic criteria outlined in Annex 2.

- Which indicators are best used to measure impact of integrated programming with other sectors? The indicators can be sector specific or multi-sector.
- What are the best approaches for monitoring and evaluating integrated protection programmes?
- What are the training and human resources needs for an organisation interested in integrated programming?

Can/ how can integrated programming be implemented in areas of difficult access or remote programming? Internal to ECHO it is proposed that for dissemination the following steps are made:

- Training model for inclusion in HFA and protection trainings
- Sessions at regional seminars/ All ECHO day
- Training module in inductions
- On-the-job trainings with regular and scheduled roll-out visits in targeted countries