

Thematic Evaluation Series
[01/2024](#)

Evaluation of FAOs cash and voucher assistance

Annex 4. Background to country case studies

1. The country case studies provide a 'deep dive' into specific, carefully selected FAO country cash and voucher assistance (CVA) operations to provide in depth understanding responses to the main evaluation questions. The evaluation purposively sampled case study countries, with the aim of achieving diversity and coverage across key characteristics of CVA programmes and operational contexts. A total of five country case studies (Afghanistan, Lebanon, Madagascar, Mozambique and the Philippines) were conducted.
2. The case studies:
 - i. Provide detailed evidence and a granular understanding of FAO's approaches and results in the use of CVA, situating these within the wider country response and policies; FAO country programmes and institutions; FAO Country Office objectives and implementation progress and challenges; the context of specific issues of interest to the global evaluation. These complement and enhance interpretation of data collected during the global evaluation desk phase.
 - ii. Assist identification of common (internal and external) factors influencing, or inhibiting success in the use of CVAs, which can be considered systemic issues across contexts, while building understanding of how contextual factors shape experiences.
3. Each country case study was carried out by a two-person team, a member of the core Evaluation Team and a National Consultant. The case lead and national consultant undertook an initial review of country-relevant programme and contextual documents to understand the operating environment, details of FAO's CVA (and broader) country programme. This focused on recent projects (2018–2022) including the use of cash and vouchers with a range of developmental and emergency objectives, including increasing agricultural production, supporting productive social safety nets, reducing resilience and risk and emergency response.
4. Key informant interviews (KIIs) were organized with a range stakeholders based on a standardized interview checklist. Stakeholder groups included FAO personnel, government ministries, UN and international organisations, non-governmental organizations (NGOs) and civil society and private sector representatives.
5. Field missions were conducted to selected areas. Interviews at sub-national level were held with FAO personnel, government officers other implementing partners. Focus group discussions (FGDs) were organized with beneficiaries; these gave specific attention to the inclusion of women and other marginalised groups.
6. Country case study findings were validated through a debriefing meeting organized with the FAO Country Office. This debrief served to both validate (correct and confirm) the case study findings and provided feedback from the consultants intended to be of use to the Country Office.
7. Full, internal, country case study reports were produced for each of these countries and used to inform the narrative of the main evaluation report. The background for each country case study follows.

Table 1. Comparative table on CVA use in country case studies (N=5)

	Afghanistan	Lebanon	Madagascar	Mozambique	The Philippines
Types of CVAs used	UCT, MPC, in-kind, UCT + in-kind (Cash+), CFW	Vouchers, CFW	UCT + in-kind (Cash+)	Vouchers (paper and e-vouchers)	UCT and CFL (Cash for Livelihood)
Objectives of CVAs	Predominantly humanitarian in focus and short term	The CO's main experiences with CVA have been emergency focused . FAO's two main CVA objectives are: i. Support to Farmers Affected by the COVID-19 and Financial and Economic Crises (input vouchers) and ii. Enhancing the resilience of vulnerable communities through CFW. One project with dual emergency and resilience objective	Emergency context strictly; one project both emergency and resilience. Food insecurity and natural disaster (drought) events. Typhoons, prevalent in other parts than the South of the island have not benefited from CVA from FAO	Development and emergency needs	Food security, natural disasters (cyclone, drought, flood, earthquakes, tsunamis and landslides), and inter-clan conflicts and insurgencies
Nb. of projects in country case studies	4	6	7	6	5
What are CVAs seeking to address	Growing humanitarian needs FAO's portfolio began to have more of a humanitarian focus; since 2021 (political crisis) have scaled up significantly, driven by i) the increasing donor support for CVA; ii) FAO demonstrating a comparative advantage and competencies delivering CVA in remote rural areas; and iii) management buy in within the CO to invest in the capacities needed to deliver on this comparative advantage.	Even before 2019, Lebanon was already facing a protracted humanitarian crisis with large refugee numbers; then in 2019-2020 is faced: an unprecedented economic and financial crisis , the COVID 19 pandemic and the Beirut port explosion which only exacerbated the first two.	Emergency support to support livelihoods of vulnerable populations	Subsidy towards input costs with a co-payment contribution by farmers as well as support following repeated natural disasters and complex emergencies (cyclones, droughts and floods).	Simulations seeking to link CVA to policy work, anticipatory action, and social protection
Selection in country case studies	Contested governance	Host and refugees. Strengthening farmer registries	Lessons on UN coordination	Experience with IDEA	Part of regional anticipatory action project

Afghanistan, background and context

8. FAO in Afghanistan: Afghanistan achieved important development gains between 2001 and 2021, driven by the reestablishment of a basic functioning state and a huge influx of international grant support. The economy expanded rapidly, driving a 75 percent increase in average real per capita incomes. Afghanistan experienced rapid improvements in literacy, life expectancy, infant mortality, and access to basic infrastructure and services. These gains were achieved with the support of the international community, with grants equal to around 45 percent of gross domestic product (GDP) financing around half of the government budget and 75 percent of total public expenditure.
9. Agriculture has traditionally dominated Afghanistan's economy, contributing significantly to its growth. Before the current political crisis, the sector (not including agriculture processing) accounted for about a quarter of Afghanistan's GDP and employed more than 40 percent of the population. It also provided most of the jobs in manufacturing. Agriculture products constituted about 48 percent of export earnings. More than 70 percent of the population live in rural areas and 80 percent of livelihoods depend directly or indirectly on agriculture. Wheat accounts for 80 percent of total cereal production (using three-quarters of the irrigated land), making it the most important crop for food security of the country. It is the major staple crop for over 70 percent of the population and accounts for 60 percent of the national caloric intake. Before the political crisis, production inefficiencies, low yields, and recurrent drought cycles meant there were already deficits in production (five-year average annual production of 4.5 million Metric Tons, leaving a deficit of about 2.0 million MT). It is filled by importing wheat and wheat flour from neighbouring countries, including Kazakhstan, Uzbekistan, and Pakistan. Access to water through rehabilitation and improvement of irrigation schemes and watershed areas is critical for agriculture production. Only 12 percent of the land in Afghanistan is arable, and the climate is arid. Irrigation is therefore essential for reliable agricultural production in most parts of the country.
10. Prior to 2021, the FAO had engaged in Afghanistan for almost 60 years, working in partnership with the Ministry of Agriculture, Irrigation and Livestock, as well as with the Ministry of Rural Rehabilitation and Development, the Ministry of Energy and Water and other relevant ministries. The FAO Afghanistan country programme was one of the largest in the region. The Country Office implemented a range of development-oriented projects and programmes promoting sustainable agricultural and rural development, resilience and sustainable natural resource management (NRM). They also engaged in some humanitarian support for disasters affecting food security under its Country Programming Framework (CPF) 2017–2021. This centred on four priority areas: i) better governance through improved capacity for policy planning, land reform, decentralization, and management of common natural resources; ii) fostering expansion of irrigation and field water management; iii) intensive agriculture for surplus commercialization, value chain development, and job creation; and iv) supporting vulnerable farmers for improved food and nutrition security, resilience, and emergency response to natural and human-caused disasters as well as climate change. The CPF reflected priorities in key national development policies and strategies including the Ministry of Agriculture, Irrigation and Livestock's National Comprehensive Agriculture Development Priority Programme 2016–2020, the Afghanistan Drought Management Strategy 2019–2030 and the Afghanistan Food Security and Nutrition Agenda. Ongoing projects cover household food and livelihood security; seed production and certification; animal health and transboundary diseases; small-scale integrated dairy schemes; irrigation rehabilitation and water management; value chain development; soil mapping and national agriculture ecological zoning; and development of research policy and strategy.

11. Shocks and crises in Afghanistan: Prior to 2021, Afghanistan already faced complex and overlapping crises contributing to increasing poverty and humanitarian needs. Ongoing protracted and intensifying conflict contributed to widespread displacement, food insecurity, loss of livelihoods and protection needs. Insecurity also led to damage and disrepair of traditional irrigation schemes. Meanwhile Afghanistan is one of the most vulnerable countries to the impacts of climate change. Afghanistan has an INFORM Risk Index of 8.1, the fourth highest risk country out of 190 profiled while the Notre Dame Global Adaptation Index ranks it as the least prepared country against climatic shocks and the eighth most vulnerable country in the world to climate change. Natural disasters and environmental risks are increasingly becoming a driver of need. Besides the traditional winter season, where rural households struggle to meet food and basic needs, the country has faced consecutive and severe droughts in 2018–2019, 2020–2021 and 2022. These overlapping shocks and stresses particularly affected farming and livestock rearing households, contributing further to food and nutrition insecurity, as well as loss of livelihood assets, while putting additional pressure on water resources in an already water-scarce country.
12. In 2021 the withdrawal of international forces and takeover of the country by the de facto authorities created a severe political, social and economic crisis. It resulted in an abrupt cessation of most international development aid, and all international security assistance, major disruptions to core government services and a massive contraction in the economy. Reductions in ODA left Afghanistan without a source of hard currency to finance critical imports including electricity, food, fuel, and medical supplies. The exchange rate depreciated significantly against the US dollar leading to inflation of food and agricultural inputs. International sanctions meant Afghanistan lost access to international reserves and links with the international financial system were disrupted, driving the financial sector into crisis. More than half of employees lost their jobs and one in four businesses closed operations. Inflation in prices for basic household goods reaching around 40 percent in 2021 and was further compounded in 2022 with the impacts of the war in Ukraine.
13. Since 2021 there has been a severe deterioration of the humanitarian and protection situation with an unprecedented humanitarian crisis. Nearly four times the number of people is in need of humanitarian assistance compared to just three years earlier. In 2021, 55 percent of the population (22.8 million people) were classified as Integrated Food Security Phase Classification (IPC) Phase 3 (IPC3) or higher with some 8.7 million facing a food emergency (IPC4 conditions). More than two-thirds of households were unable to cover basic food and non-food needs, with around one-third of households unable to cover even food needs. Extreme poverty has led to the widespread adoption of harmful coping mechanisms - such as borrowing at high interest rates, consumption, or sale of assets, and reducing investment in human capital. In 2022 the situation further deteriorated. Some 60 percent of people (24.4 million) were in humanitarian need, and almost 23 million people were facing acute food insecurity. Poverty is affecting 95-97 percent of the population.
14. In this context the agriculture sector is essential to the humanitarian-development nexus in Afghanistan, as the key livelihood source and driver of food security and nutrition for rural communities. At the same time the overlapping crises risk destroying the livelihoods of agricultural and livestock-raising households. This will further worsen humanitarian caseloads, reduce national food production, undermine economic recovery and threaten systemic livelihood collapse in rural areas.
15. While almost all development assistance has paused, humanitarian action through the international community has continued and scaled up. UN agencies including FAO (and some INGOs) have pivoted their efforts to address immediate humanitarian needs – particularly food security - and support the continued provision of vital services, guided by The Transitional

Engagement Framework (TEF).¹ Food security and agriculture partners have prioritized immediate food assistance to the most vulnerable, including people in areas affected by drought. Since late 2021, FAO adapted its country approach in Afghanistan, increasing provision of humanitarian assistance, disengaging with government and transitioning to direct provision of activities through implementing partners (IPs), while retaining a focus on resilience to the extent possible so as not to undermine future development. For example, FAO has continued to support the national seed system, procuring a large quantity of certified seed of improved wheat varieties in 2021, 2022 and 2023.

16. CVA in Afghanistan and in FAO: Since it was introduced in 2009, CVA in Afghanistan has grown rapidly and become one of the preferred response modalities among humanitarian and development actors. Data from the Afghanistan Cash and Voucher Working Group (CVWG) indicated that in 2020, over USD 56 million of humanitarian assistance was delivered through CVA, reaching 2.6 million people. The takeover by the de facto authorities in mid-August 2021 led to some initial difficulties with continuity of CVA due to the political and financial difficulties in the country, however the main cash actors successfully adapted operations to the context and the Humanitarian Response Plans (HRPs) in 2022² and 2023 have seen significant increases in CVA programming, primarily under Strategic Objective 1 (timely, multi-sectoral, life-saving, equitable and safe assistance provided to crisis-affected people of all genders and diversities to reduce mortality and morbidity). In 2022 some 35 organisations were involved in CVA. The principal Cluster using CVA as a modality is the Food Security and Agriculture Cluster (FSAC) and the Emergency Shelter and Non-Food-Items (ES-NFI), as well as the Water Sanitation and Hygiene (WASH) and Protection Clusters. Multi-Purpose Cash (MPC) is coordinated under the CVWG.
17. FAO's country portfolio was primarily development-oriented before 2019 (around technical support rather than direct implementation). However, with the escalation of various and overlapping shocks contributing to growing humanitarian needs FAO's portfolio began to have more of a humanitarian focus. Its first experience with CVA was as part of a small-scale humanitarian response to drought in 2019, which included a cash portfolio of USD 35m providing CFW for rehabilitation of irrigation infrastructure. Since early 2021, FAO's CVA operations in Afghanistan have scaled up significantly, driven by i) the increasing donor support for CVA; ii) FAO demonstrating a comparative advantage and competencies delivering CVA in remote rural areas; and iii) management buy in within the Country Office to invest in the capacities needed to deliver on this comparative advantage. FAO has received funding from a range of donors including the Afghanistan Humanitarian Fund (AHF), Central Emergency Response Fund (CERF), Sweden, New Zealand, USAID, Europe and most recently the World Bank, for cash responses to support rural livelihoods and safeguard food security in the face of the multiple shocks. FAO's total country programme has scaled up to USD 300 million, from just USD 80 million in 2021, with a large part of this being CVA (from USD 45 million in 2021 to USD 250 million in 2022). FAO Afghanistan now has one of the largest CVA portfolios of any Country Office. CVA programmes (including all those that are the focus of this case study) have predominantly been humanitarian in focus and short term; the World Bank funded programme beginning in 2022 was the first to provide multi-year funding and with objectives oriented towards the humanitarian-development nexus. Details of the Country Office's CVA portfolio can be found below.

¹ The TEF comprises three strategic priorities that will guide the UN's engagement in Afghanistan until conditions are conducive for a multi-year development cooperation framework: i) provide life-saving assistance; ii) sustain essential services; and iii) preserve social investments and community-level systems essential to meeting basic human needs.

² In 2022 at least USD 900 million of the USD 4.44 billion requested in the HRP was planned to be delivered as cash. The HRP for 2023 estimates that at least USD 972 million of the USD 4.63 billion requested will be delivered as cash.

Table 2. Afghanistan CVA projects (2018–2022)

Programme	Project code	Date started	Date ended	Modality	CVA combined with other support ('cash plus?')	Beneficiaries	Number of beneficiaries
Emergency livelihood assistance to safeguard food and nutrition security, local food production and income of most vulnerable rural families affected by multiple shocks in Afghanistan	OSRO/AFG/215/USA	Jun-22	Jul-23	UCT	animal feed; fodder seed; training; deworming	Poor and vulnerable herders	65 000
				MPC	no	Poor and vulnerable households without livelihoods (land/livestock)	35 000
				No CVA	wheat seed	Vulnerable agricultural farmers	65 000
Emergency assistance for protecting agriculture-livelihoods and rebuilding coping capacities of vulnerable and food insecure farming households to shocks including COVID-19	OSRO/AFG/107/SWE	Jan-21	Mar-22	C4W	no	Poor and vulnerable households	7 200
				UCT	no	Poor and vulnerable households without labour capacity	800
Emergency assistance for protecting agriculture-livelihoods and rebuilding coping capacities of vulnerable and food insecure farming households to shocks including COVID-19	OSRO/AFG/205/SWE	Jan-22	Mar-23	C4W	no	Poor and vulnerable households	6 000
				UCT	no	Poor and vulnerable households without labour capacity	600
Emergency Food Security Project	OSRO/AFG/213/WBK	Jun-22	Jun-24	C4W	no	Poor and vulnerable households	275 000

Source: Evaluation Team with inputs from the Country Office.

Lebanon, background and context

18. **FAO in Lebanon:** In 2018, the agriculture sector represented 3.2 percent of the national GDP. However, it is estimated that about 17 percent of the employed population are working in the agriculture sector, and that between 20 and 25 percent of Lebanon's active population derive part of their livelihoods from agriculture. Among major economic sectors, agriculture has the highest rate of poverty (40 percent) and concentrates the highest rate of informal employment (85 percent), most of the workers being women. Lebanon is considered a net food importer, with local production satisfying only 20 percent of its domestic consumption (Ministry of Agriculture Strategy, 2015–2019), which makes the country vulnerable to food and agricultural products price volatility. Nevertheless, the agricultural sector plays an important role in securing self-sufficiency in a number of food commodities and is a cornerstone in the rural economy, representing a primary source of income and employment in rural areas. Therefore, it plays a key role in alleviating poverty in rural areas and in contributing to their social stability. A total of 170 000 farmers or landholders work in the agricultural sector of which half depend solely on farming for their livelihoods. Almost 68 percent of them have an average landholding size of less than one hectare.
19. Prior to 2019, the FAO had engaged in development programming in Lebanon for almost 40 years, working in partnership with the Ministry of Agriculture and other relevant ministries. The CO implemented a range of projects and programmes promoting sustainable agricultural and rural development, resilience and sustainable natural resource management under its Lebanon Country Programming Framework (CPF) 2016–2019 (since extended to 2021). The CPF was aligned with and sought to contribute to two major Government Priority Areas under the Strategy for the Ministry of Agriculture (2015–2020), i) to expand economic and livelihood opportunities benefiting local economies and the most vulnerable communities; and ii) to improve the performance of the agricultural sector contributing to the economic, social, environmental and sustainable rural development. The CPF also reflected priorities of relevant national development strategies and plans, including the Lebanon National Forestry Programme (2015–2025) and the Strategic Roadmap in Support of Fisheries and Aquaculture in Lebanon (2014–2019).
20. Activities included support to agricultural production systems to overcome production and marketing constraints; boosting investment in agriculture; assisting small-scale family farmers in their efforts to reduce production costs, increase quality, overcome post-harvest barriers, and improve food safety; strengthening the capacities of the agricultural cooperatives, in particular women cooperatives, and producers' associations; application of climate-smart agricultural technologies and practices; enhancing the capacity of regional water establishments to better plan and manage water resources for irrigation; and supporting sustainable forest management and long-term reforestation efforts, particularly the Government's "40 Million Trees Program" (CPF 2016–2019).
21. **Shocks and Crisis in Lebanon:** Even before 2019, Lebanon was already facing a protracted humanitarian crisis. Since 2011, the impact of the war in Syria has led Lebanon to host the largest refugee per capita population in the world (one Syrian to every four Lebanese). While there continues to be a large international humanitarian presence in Lebanon to support this crisis, including internationally funded, large scale CVA for refugees to meet their basic needs, the crisis has placed a huge burden on host communities, the economy and basic services, while the scale of needs outstrips the assistance provided. GDP decreased to an average of 0.8 percent between 2015 and 2018, much of which was contributed to by the refugees.

22. Between late 2019 and mid-2020, Lebanon experienced a triple crisis. Starting in October 2019, Lebanon faced an unprecedented economic and financial crisis. This led to systemic macro-financial failures, including impairment of the banking sector and loss of deposits; an exchange rate collapse; a default on sovereign debt; triple digit inflation rates; and a severe economic contraction. The country experienced a ten percent contraction of GDP in the last quarter of 2019 and 14 percent negative growth was expected in 2020. Then in 2020 the impact of the COVID-19 pandemic, followed by the Beirut port explosion in August, further exacerbated these economic and financial stresses.
23. These overlapping and reinforcing crises have increased vulnerabilities of Lebanese and refugee populations. Poverty and unemployment sharply increased because of significant economic slowdown and depreciation of the Lebanese pound by 83 percent. The currency depreciation sharply inflated food prices and considerably eroded the purchasing capacity of the population. By May 2020, the headcount poverty rate of the Lebanese population jumped from 28 percent in 2019 to 55 percent, with over 50 percent of the population at risk to access basic food needs according to United Nations Economic and Social Commission for West Asia. Household food expenditure share reached over 85 percent for the most vulnerable. The refugee population - already among the poorest and most socioeconomically vulnerable in the country, saw further deterioration of their situation. Whereas 55 percent of refugees were living in extreme poverty in 2019, this rose to 88.8 percent (1.3 million people) by 2020 (UNHCR-UNICEF-WFP, 2021).
24. The crises amplified existing problems in Lebanon's agricultural sector. An FAO assessment concluded that Lebanon's agriculture sector had moved to a "low input" farming system. Most agricultural inputs are imported. The increasing input costs resulting from the rapid devaluation of the Lebanese Pound led many farmers to plant reduced areas (estimated to be a reduction of 30 percent nationwide) and rear fewer animals as well as substantially reducing the use of much-needed inputs that are required to maintain production. Smallholder farmers, especially those in remote rural communities who rely on agriculture as their main source of livelihood, were most vulnerable as they have extremely limited access to liquidity to allow them to sustain their productive capacity.
25. FAO's CVA portfolio in Lebanon: Faced with these crises, FAO's CPF pivoted to support provision of humanitarian and stabilisation assistance, while retaining its overall focus on agricultural production and resource management. The Country Office's main experiences with CVA have been emergency focused.
 - i. Support to farmers affected by the COVID-19 and financial and economic crises: the most extensive use of CVA to date has been the use of input vouchers. The objective of the voucher programme has been to ensure access to inputs for small scale farmers impacted by the crisis, to restore agricultural production and thus food security. An initial pilot phase started in May 2020 funded through FAO special emergency funds and reached 1 000 small scale farmers (OSRO/LEB/001/BEL). Thereafter a nationwide programme was scaled up with support from the World Bank. This was funded through the repurposed of a World Bank loan (USD 200 million) towards support to economic recovery. Under Law Number 186, the amendments to the Loan Agreement saw USD 10 million allocated to support small-scale farmers. Between May 2021 and December 2022 this programme reached some 26 700 farmers (UTF/LEB/037/LEB). FAO secured additional bilateral donor funds to expand coverage (OSRO/LEB/102/ILO and OSRO/LEB/100/JPN).
 - ii. Enhancing the resilience of vulnerable communities through CFW: in late 2019, the Government of the Republic of Korea approached FAO with proposed funding for a small

pilot reforestation project focusing on communities in the Syrian border area that are hosting a high number of refugees. This CFW programme had a dual emergency and resilience objective, aiming to contribute to environmental restoration through hillside reforestation, greenbelt, and fire management while also responding to urgent economic needs of unemployed refugee and Lebanese households affected by the economic crisis and in need of work to alleviate poverty. This was implemented between 2020–2021 and reached some 318 beneficiaries (OSRO/LEB/901/ROK). A phase two is being planned in 2023.

26. The Country Office has subsequently continued to explore the use of CVA on a joint programme with the World Food Programme (WFP) (UNJP/RNE/011/EC). This programme has a recovery and development orientation under which input vouchers are used as part of a medium-term package of support to enhance smallholder production. This includes training for farmers through farm business schools, linked with input vouchers for tools and equipment, and conditional cash transfers ('cash for training'); training in digital solutions for agricultural extension; and the design and roll out of a new national Farmers' Registry with the Ministry of Agriculture. Details of the Country Office's CVA portfolio can be found in Annex 2.
27. It is worth noting that the effects of the financial crisis in Lebanon, still persist some 3.5 years later, being the worst economic crisis that the country has ever experienced, with continued inflation of the Lebanese currency against the USD in 2023. Below, the details of projects included in this country case study.

Table 3. FAO Lebanon CVA projects (2018–2022)

Programme	Project code	Date started	Date ended	Modality	CVA combined with other support ('cash plus?')	Beneficiaries	Number of beneficiaries
Voucher Pilot	OSRO/LEB/001/BEL - SFERA	May-20	Apr-21	Voucher	no	Vulnerable smallholders	1 000
Voucher upscaled scheme	UTF/LEB/037/LEB	May-21	Dec-22	Voucher	no	Vulnerable smallholders	26 700
	OSRO/LEB/102/ILO	Jul-21	Jul-22	Voucher	no	Vulnerable smallholders (plant farmers only)	900
	OSRO/LEB/100/JPN	Mar-21	Aug-22	Voucher	no	Vulnerable smallholders	1 145
Enhancing the resilience of vulnerable communities through C4W	OSRO/LEB/901/ROK	18-Nov-19	31-Jul-21	C4W	no	Vulnerable refugees and Lebanese	318
Joint WFP-FAO programme	UNJP/RNE/011/EC	Oct-19	Mar-24	Voucher	includes development of Farmer Registry	Vulnerable smallholders	5 000
		Jul-22	Mar-24	Voucher and CCT (cash for training)	yes (farm business school; digital solutions)	Commercial dairy small holders	2 000

Source: Evaluation Team with inputs from the Country Office.

Madagascar, background and context

28. Madagascar is considered one of the world's biodiversity hotspots,³ home to many endemic species of plants and animals. However, deforestation, habitat fragmentation and human activities⁴ have resulted in significant loss of biodiversity in recent decades.⁵ Agriculture, which is the backbone of the Malagasy economy, employs about 75 percent of the workforce.⁶
29. Cash working group: Over the past seven years, more than ten government partners have supported and implemented 13 different types of transfer programs⁷. This multi-stakeholder approach has created challenges for technical and institutional coordination, and so, to improve these, a cash working group was formed in 2016 under the aegis of the Thematic Group on Social Protection. This group has made it possible to: strengthen coordination between partners; improve program harmonization; and create synergies with resilience programs and development-oriented cash transfer interventions. The principles of emergency cash modalities have been developed for emergency preparedness and response and contribute to the development of a shock-responsive social protection system to support the optimal recovery of affected families and populations⁸.
30. National policy: The Agriculture Policy Letter (2015–2025) is a multi-sectoral document of national scope with the overall objective of improving food security and nutrition, living conditions and incomes of producers while ensuring the growth of the rural economy and taking into account the preservation of the country's natural heritage. Linked to this global objective, five specific objectives are identified.⁹ The policy aims to contribute to food security and nutrition and reduce

³ UNEP et Ministère de l'environnement et du développement durable. 2014. *Cinquième rapport national de la Convention sur la Diversité biologique Madagascar*. Antananarivo. <https://www.cbd.int/doc/world/mg/mg-nr-05-fr.pdf>

⁴ Madagascar, the fourth largest island in the world, is located between the Indian Ocean and the Mozambique Canal, off the east coast of Africa. The Malagasy population is estimated at about 28 000 000 inhabitants in 2020, of which 50.7 percent are women and 49.3 percent are men. The Malagasy population is very young, about two-thirds of the population is under 25 (64 percent) and almost half is under 15 (47 percent).

⁵ Ranaivosoa-Toandro, S.M. *et al.* 2022. Chapitre 40. Contribution à la restauration écologique du site minier de Mandena Fort Dauphin, Madagascar. En Profizi, J.P. *et al.*, *Biodiversité des écosystèmes intertropicaux*. IRD Editions. <https://books.openedition.org/irdeditions/41992?lang=fr>

⁶ As the world's largest exporter of vanilla, agriculture, including fisheries and forestry accounts for 25 percent of GDP. According to World Bank data, it employs 64 percent of the population (although most Malagasy people are subsistence farmers)

⁷ Types of transfer programs include Unconditional and conditional cash transfers, in-kind distributions of both food and non-food items; free and conditional distributions of other inputs, capacity building and combinations of these.

⁸ Ministère de la population, de la protection sociale et de la promotion des femmes. 2017. *Les principes sur les modalités des transferts monétaires en Urgence à Madagascar*. https://www.calpnetwork.org/wp-content/uploads/2020/03/1519804821.Madagascar_11-Principles-Emergency-Cash_FR.pdf

⁹ i) expand and sustain the spaces and areas of production and exploitation of resources; ii) sustainably improve productivity and promote competitive production systems; iii) contribute to food security and nutrition and reduce risks for the vulnerable; iv) develop access to national markets and promote the repositioning of Malagasy export; and v) improve institutional governance and strengthen stakeholder capacity.

risks for the vulnerable by 2025¹⁰ and works towards inclusive and effective agricultural and food systems.¹¹

31. The Agriculture, Fisheries and Livestock Intersectoral Policy Letter poses sector-specific problems. On the one hand: i) At the level of agriculture, there is the predominance of traditional, small-scale, low-intensity farming, low efficiency and self-consumption. The same is true of the problems of land fragmentation, the low availability of inputs, exports whose products have remained the same for 60 years, the aging of agricultural infrastructures linked to the management and control of water, etc.; ii) In livestock farming, the main constraints are related to the predominance of traditional livestock farming, the weakness of health coverage and veterinary public health, unstandardized veterinary services, the degradation of pastoral resources, problems of access to water, traceability and compliance with export standards. These constraints lead to low levels of animal production and productivity, affecting the level of animal protein consumption and export. On the other hand, at the level of actors in the development of agriculture, livestock farming and fisheries: i) For the private sector, it is a question of: insufficient resources, the gloomy business climate, the deficit of public-private dialogue accompanied by a certain distrust, uncertainties about the management and orientation of the sectors, the atomization of production which reduces its competitiveness, the limit of the internal market, increasing corruption, difficulties of professionalization because of opportunists, low involvement in sector governance and insecurity in rural areas; ii) For family farmers, herders and fishermen, the problems lie in the weakness of the means of production, the predominance of traditional techniques, the inaccessibility of markets and financing for capitalization, poor adherence to standards and qualities, inaccessibility to services, poor organization and structuring, and poor participation in policy dialogues; iii) For the 300 000 rural youth who enter the labour market annually, they have limited access to capitalization factors and face a training gap.¹²
32. The plan for the emergence of Madagascar (PEM),¹³ presented on 28 October 2022 by H.E. Andry Rajoelina (President of the Republic), aims to boost the country's economic growth through increased public and private investment, strengthened human capital and improved governance. Priority is given to road infrastructure, housing, electricity, water and safety. The PEM will improve the accountability of the administration, modernize Madagascar through new technologies,

¹⁰ Ministère de l'agriculture. 2015. *Lettre de politique de l'Agriculture à Madagascar*. Antananarivo.

<https://faolex.fao.org/docs/pdf/mad163939.pdf>

¹¹ It recommends measures for the continuous increase of productivity and the promotion of competitive production systems. The aim is to increase the resources available to farms, particularly genetic resources, agricultural inputs such as seed, fertilizers, plant protection products and agricultural materials and equipment through distribution of input kits in the short term and through the private sector in the medium and long term. The policy also recommends the development of support and advisory services, the setting up of a local agricultural service (cultivation techniques and farm management), the strengthening of relay organizations and agricultural technical support, extension and development of social protection for producers - Ministère de l'agriculture. 2015. *Lettre de politique de l'Agriculture à Madagascar*. Antananarivo. <https://leap.unep.org/countries/mg/national-legislation/lettre-de-politique-de-lagriculture#:~:text=La%20Lettre%20de%20Politique%20de,tenant%20compte%20de%20la%20pr%C3%A9servation>

¹² Ministère de l'agriculture, Ministère des ressources halieutiques et pêche et ministère de l'élevage. 2015. *Lettre de Politique intersectorielle agriculture, pêche et élevage*. Antananarivo. <https://faolex.fao.org/docs/pdf/mad163961.pdf>

¹³ Constraints as stipulated in the Southern PEM include drought prevents agricultural development, the main activity for most of the population; the access to water problem, lack of infrastructure and health personnel exacerbate hygiene, health and waste management issues; road infrastructure gaps lead to isolation of many communes, particularly those without access to national routes; absence of electricity access prevents establishing large production and transformation units; environmental threats include sans storms, dune encroachment, bush fires, environmental degradation; insecurity targeting both goods and people leads to disengagement of breeders and producers and promotes rural exodus - Source: Rapport PEM Sud. 2021; translated roughly.

ensure the coverage of energy throughout the country, improve the living conditions of the population and ensure the protection of the environment.¹⁴

33. FAO Policy: The Country Programme Evaluation (2022)¹⁵ highlights some challenges in the implementation of FAO's main programmes and strategic priorities in Madagascar: i) the lack of capacity to mobilize state owned resources sometimes constitutes a major obstacle to the implementation of strategies; ii) the weak ownership by the national counterpart of the Country Programming Framework (2018–2021)¹⁶ as a management tool shared with FAO; iii) the lack of long-term partnership frameworks with civil society organizations, which does not allow FAO to take full advantage of the wealth and diversity of its partners; iv) The timidity of conducting joint actions with other UN agencies around complementary themes or "One UN" or "Delivery as one"; v) The lack of inclusion and effective integration of the private sector. However, all stakeholders agreed to express the quality and relevance of the technical tools and approaches proposed by FAO as well as the level of technical expertise it offers in supporting the government's policy and sectoral strategies.
34. FAO use of CVAs in Madagascar: In Madagascar, the cash element is distributed through envelopes as mobile options in the isolated regions where these projects are implemented are unavailable. There is not sufficient cellular or banking coverage to attempt remote or dematerialized distributions. With the exception of UTF/MAG/102/MAG (two planned distributions), these projects all present a one-off cash distribution. The plus in the Cash+ modality consists of input distribution (both seed and to a lesser extent small livestock and husbandry inputs) as well as capacity building trainings with particular emphasis on climate smart agriculture. Currently, FAO Madagascar has established a partnership with one financial service provider, Orange, responsible for all cash distributions while implementing partners distribute other inputs and provide the training packages.
35. Below, the projects including CVA activities (Cash+ and CfW) over time and included in this study. With the exception of UTF/MAG/102/MAG none exceeds a two year implementation period, in line with the emergency contexts to which they respond. It also shows that FAO's CVA portfolio expanded in response to the 2021 crisis.

¹⁴ The challenges identified include: dependence on humanitarian aid; the need to adapt agricultural practices and opt for climate-friendly seeds; improving the involvement of women and young people and the integration of the disabled in the development process; the creation of infrastructure for the processing of agricultural products (and for product conservation, particularly during the lean season); multiuse water supply; the government's strong commitments to eradicate insecurity and the "Kere" (which means "lack of food", is recurrent in southern Madagascar due to chronic drought. Between 1896 and 2021, it was particularly marked 16 times); the development of the fisheries improvement plan and the rehabilitation of road infrastructure. According to "The plan for the emergence of the South", developed in 2021, the extent of vulnerabilities in the South requires special attention and specific management for these major challenges to be met given the complexity and depth of the socio-economic problems of this part of the Great Island -- Source: Booklet PEM Sud. 2021

¹⁵ <https://www.fao.org/documents/card/fr/c/cc5228fr>

¹⁶ The 2019–2021 CPF is organized around 3 main pillars; CVAs are not mentioned as such but all projects reviewed fall under pillar II. The pillars are I: Promotion of inclusive and more efficient agricultural and food systems for agricultural and agri-food development taking into account healthy diets, nutrition and the gender dimension; II: Strengthening the livelihood's resilience of vulnerable communities and households in the face of hazards and climate change; and III: Rational and sustainable management of natural resources.

Table 4. FAO Madagascar CVA projects (2018–2022)

Symbol	Title	CVA Modality used	Value of CVA transfers, actual as of 23/02/2023 (if available, when) and total expected	Beneficiaries
UTF /MAG/102/MAG	Réponse d'urgence face à la crise d'insécurité alimentaire et sécheresse dans le Sud de Madagascar	Cash+, CfW	8 720 000 000 Ariary distributed. (January-February 2022 & late July/early September 2022) Expected total distribution: 8 763 700 000 Ariary	50 000 households benefiting from the project and all benefiting from CVA (Cash+ and CfW). Of which 20 000 households are targeted for the transition toward resilience, also including CVA (Cash+). (December 2022- June 2023)
OSRO/MAG/205/USA	Emergency support to rehabilitate the livelihoods of vulnerable households affected by the severe drought and the impact of COVID-19 in Ampanihy and Betioky Atsimo districts in Madagascar's Grand Sud	Cash+	966 100 000 Ariary distributed. (12-19 December 2023) Expected total distribution: 1 000 000 000 Ariary	A total of 16 000 households beneficiaries, of which 10 000 benefit from CVA (Cash+)
OSRO/MAG/100/BEL	Assistance Agricole d'urgence des ménages en difficulté alimentaire sévère pour anticipation des impacts de la deuxième vague de Covid-19 exacerbée par les aléas climatiques et biologiques récurrents dans le Sud de Madagascar	Cash+	178 950 000 Ariary distributed. (Jan-Feb 2022) Expected total distribution: 180 000 000 Ariary	A total of 2 400 households all benefiting from CVA (Cash+)
OSRO/MAG/106/CHA	Appui à la restauration rapide des moyens de subsistance des 15 000 ménages en difficulté alimentaire sévère suite aux effets de la sécheresse prolongée dans le Sud de Madagascar	Cash+	1 117 875 000 Ariary distributed. (January-February 2022) Expected total distribution: 1 125 000 000 Ariary	15 000 households all benefiting from CVA (Cash+)
OSRO/MAG/901/BEL	Appui aux ménages vulnérables pour soutenir et protéger leur moyen de subsistances dans le Sud	Cash+	329 728 000 Ariary distributed. Expected total distribution: 336 000 000 Ariary	3 000 households all benefiting from CVA (Cash+)
OSRO/MAG/902/CHA	Appui à la restauration des moyens de subsistance des ménages vulnérables dans le Sud de Madagascar	Cash+	1 649 368 000 Ariary distributed. Expected total distribution: 1 680 000 000 Ariary	15 000 households all benefiting from CVA (Cash+)
OSRO/MAG/208/GER	Actions d'anticipation pour faire face à la sécheresse prévue dans les Districts de Bekily (Androy), Betroka et Amboasary Atsimo (Anosy), Madagascar	Cash+	None. Expected total distribution: 400 000 000 Ariary	4 000 households all benefiting from CVA (Cash+)

Source: Evaluation Team with inputs from the Country Office.

Mozambique, background and context

36. The use of cash and voucher assistance by FAO in Mozambique responds to both development goals and emergency needs. Mozambique was of particular interest given i) the use of vouchers, at scale and over an extended period by the FAO country office and ii) the roll-out of the FAO information management system IDEA.
37. The FAO CPF for Mozambique 2016–2022 was aligned with national priorities¹⁷ and FAO has invested in programmes to improve agricultural productivity and production.¹⁸ CVAs have been used in support of these objectives and national plans to encourage the use of improved agricultural inputs by farmers as well as improving input availability.
38. Paper Vouchers: Original paper voucher activities in the 2000s along with vouchers employed as part of a global European Union food facility implemented in 2009–2011 that responded to food price increases by supporting agricultural production were not formally captured as they fell outside of the evaluation scope (2018–2022).
39. Building on earlier experiences with input trade fairs (ITFs) FAO used input vouchers in response to a government request, as part of a large agricultural development programme. The “Accelerate Progress Towards Millennium Development Goal 1C (MDG1c)” Programme was implemented in support of the Government of Mozambique from 2013 to 2019 and funded by the European Union. FAO's main responsibility was supporting Farmer Field Schools (FFS) to introduce new knowledge and technologies at household level.¹⁹ The vouchers provided a subsidy towards input costs with a co-payment contribution by farmers. Vouchers also had an important objective of strengthening the network of agricultural input retailers to improve access to inputs amongst farmers in most remote areas. The project transitioned from paper to electronic vouchers (e-vouchers) during implementation.²⁰
40. E-vouchers: Following on from the MDG1c programme, FAO continued to work with the European Union and government in rolling a further subsidized electronic voucher (e-voucher) program for agricultural inputs under the PROMOVE-Agribiz programme.²¹ The voucher subsidies support farming households to purchase certified seeds, inorganic fertilizers, post-harvest insecticides, manual farming tools, and (in some cases) mechanized services at a highly discounted price from agrodealers and their retailers.
41. In 2021 FAO started a pilot project supporting the national social protection systems, working in conjunction with the National Institute Social Action (INAS) and Ministry of Gender, Children and

¹⁷ Chronic poverty, food insecurity and malnutrition are major developmental challenges in Mozambique (Mozambique ranked 181 out of 189 countries in the 2019 Human Development Index (HDI), with 62.9 percent of the population living below the income poverty line, and 72.5 percent of Mozambicans experiencing multidimensional poverty. UN Common Country Analysis (2021). National policies seek to increase production by improving access to technical assistance and advisory services, improved seed and other agricultural inputs, along with developing infrastructure and markets (For example, the Strategic Plan for the Development of the Agricultural Sector (PEDSA) for the period 2011–2020 set a target of at least 7 percent of annual economic growth in the sector.)

¹⁸ The new FAO CPF is still under review and yet to be finalized.

¹⁹ Vouchers sought to increase smallholders and emergent farmers' access to agriculture inputs, such as seeds, fertilizers and agrochemicals.

²⁰ The pilot of the e-Voucher was implemented during the agriculture campaign 2015–2016 in Manica province and scaled up to the other provinces starting from the agriculture season 2016–2017.

²¹ GCP/MOZ/127/EC.

Social Action, using internal TCP funds.²² The National Strategy for BASIC Social Security 2016–2024 includes a Productive Social Action Programme (PASP), which aims to help welfare recipients with a capacity for work to establish sustainable livelihoods that enable them to exit from regular welfare transfers. The Government of Mozambique requested the support of FAO to support inter-sectoral coordination between social protection and rural development ministries, as well as gaps in technical and operational capacity to implement the project.

42. In addition to chronic poverty, Mozambique suffers from repeated natural disasters and complex emergencies. Mozambique is the third most exposed and vulnerable country in Africa to climate events and natural disasters, suffering from periodic cyclones, droughts, and floods.²³ This high exposure to natural disasters is amplified by climate change and climate change associated extreme weather events. The escalating conflict in Cabo Delgado has further exacerbated food insecurity in the country.
43. Natural disaster relief: FAO has utilised CVAs in the form of vouchers in response to a number of major emergencies in recent years. This has included the responses to cyclones Idai in 2019 where FAO supported the Government of Mozambique in its short- and medium-term recovery efforts through funding from the World Bank, USAID and UK.²⁴ These projects supported the critical food and nutrition needs of the most severely cyclone-affected and economically vulnerable households to resume agricultural and fisheries production. Agricultural and fisheries inputs were supplied both through in-kind distributions and through e-vouchers. The use of e-vouchers mirrored where MDG1c was implemented, testing the flexibility of the e-voucher in an emergency situation in areas where the agreements with agrodealers were already in place.²⁵
44. Additional emergency support was provided by FAO to families displaced by violence in Cabo Delgado. Implementation was done in conjunction with the government and with support from CERF and the United Kingdom of Great Britain and Northern Ireland.²⁶ FAO provided agricultural inputs to support the restoration of production capacity in resettlement sites for the displaced.
45. FAO is also currently operating a joint UN project with UN-HABITAT to enhance the resilience of vulnerable communities.²⁷ Under this project, FAO has responsibility for the outcome aimed at enhancing the livelihoods of vulnerable communities through a combination of training packages and livelihood support. One part of the support is provided in the form of e-vouchers for agricultural inputs.
46. Full details of the budgets, geographical areas of operation and number of beneficiaries for these projects are given in the table below:

²² TCP/MOZ/3802 "Promoting linkages between social protection, agriculture and food security in response to COVID in Mozambique".

²³ World Bank (2017) Risk Index / UNDISCF.

²⁴ OSRO/MOZ/904/MOZ "Agricultural and Livestock Recovery Plan Post-Cyclone Idai", OSRO/MOZ/905/USA, "Emergency livelihood support to most vulnerable populations affected by Tropical Cyclone Idai".

²⁵ In terms of targeting the MDG1c beneficiaries were part of the larger number of households covered by the emergency response. More than 51 000 households received support through e-Voucher including 1 000 fisherfolk.

²⁶ OSRO/MOZ/002/CHA "Emergency Livelihoods Response to Populations Affected by Insecurity in Cabo Delgado" and OSRO/MOZ/906/UK "Livelihood and nutrition-sensitive agricultural support for the most vulnerable populations affected by Tropical Cyclone Kenneth".

²⁷ UNJP/MOZ/130/UNH "Building Back Better and Resilience Building: An Integrated Territorial Approach in Sofala Province, Mozambique".

Table 5. FAO Mozambique CVA projects (2018–2022)

Project code	Location	e-voucher system	Period	Description	Number of beneficiaries
GCP/MOZ/111/EC	Zambezia - Nampula	Paper Vouchers (ADM)	October 2018–April 2019	Agriculture season 2018/19	2 097
OSRO/MOZ/904/MOZ	Manica - Sofala		November 2019–April 2020	Agriculture Season 2019/20	10 673
OSRO/MOZ/905/USA	Manica - Sofala				43 714
OSRO/MOZ/905/USA (Fishery)	Sofala		March–April 2020		6 000
OSRO/MOZ/905/USA	Manica - Sofala	e-vouchers (IDEA)	December 2020–March 2021	Agriculture season 2020/21	3 993
OSRO/MOZ/906/UK	Cabo Delgado - Nampula		December 2020–March 2021	Agriculture season 2020/21	4 528
OSRO/MOZ/906/UK	Sofala		March–April 2021	Response Eloise cyclone	3 512
OSRO/MOZ/002/CHA	Cabo Delgado		December 2020–March 2021	IDPs Cabo Delgado	8 029
GCP/MOZ/127/EC	Nampula - Zambezia		December 2020–March 2021	Agriculture season 2020/21	6 638
			May–July 2021	Fresh season 2021	5 134
			October 2021–March 2022	Agriculture season 2021/22	5 425
			April–July 2022	Fresh season 2022	4 521
			July–September 2022	Cashew pilot	2 617
			September–December 2022	Agriculture season 2022/23	3 335
	Nampula - Zambezia - Sofala	October–December 2022	Agric season 2022/23 - Promove cereals	4 178	

Source: Evaluation Team with inputs from the Country Office.

The Philippines, background and context

47. Country context: The Philippines is a middle-income economy growing at a rate of about 7 percent per year. After the economy contracted by about 10 percent during the COVID-19 pandemic, the country is on its way to recovery, with a projected growth realized at about 6 percent by the end of 2023. However, it is still lower than pre-pandemic growth pattern experienced over the past 20 years.²⁸ Nonetheless, the current administration forecasts the country to reach an upper middle-income economy by 2024.
48. Over the past two decades, however, the food security and nutrition situation does not match the growth trajectory. At no point within the 20-year time frame did the prevalence rates of stunting, wasting, and underweight reach below the World Health Organization (WHO) level of public health significance. Data on the nutrition status of CU5 showed that households headed by farmers, fishers, and forestry-related workers had a higher prevalence of undernutrition compared with households from all other occupational groups, including those whose parents have no occupation.²⁹
49. The Philippines is considered as one of the world's most disaster-prone countries, with 60 percent of its land area and 74 percent of its population exposed to frequently occurring disasters such as floods, cyclones, droughts, earthquakes, tsunamis and landslides.³⁰ It is also host to two long-running insurgencies and inter-clan conflicts, which have caused social tensions and economic dislocations, particularly in rural areas in Central Mindanao.³¹ The defining characteristics of chronic and transient poverty in the Philippines, are typified by rural villages with low levels of asset ownership and low levels of education, and when extreme weather events set in, families in transient poverty can descend to chronic poverty. Communities exposed to weather events and having weak capacities to deal with them can move into and out of poverty since their livelihood depends on stable environments such as desirable climatic and natural resources conditions, social stability, and reliable water supply. Crippling shocks that devastate rural livelihoods require immediate intervention and more creative approaches to social protection to alleviate poverty.³²
50. FAO's CVA work in the Philippines: FAO's work in the Philippines is guided by its global vision to transform the agri-food systems towards the four betters that leave no one behind: better production, better nutrition, a better environment, and a better life. Operationally, guided by FAO's CPF, this means combining humanitarian, peacebuilding, and development approaches to focus on improving nutrition for all and expanding opportunities for and reducing the vulnerabilities of food-producing communities.³³ Getting vulnerable families back to producing food and earning an income – and helping them mitigate the impact to lives and protect livelihoods– is at the heart of FAO's work in the Philippines.

²⁸ MsKinsey & Company. 2023. *What does 2023 hold for the Philippines' economy?* <https://www.mckinsey.com/ph/our-insights/what-does-2023-hold-for-the-philippines-economy>

²⁹ Capanzana M.V., Aguila D.V., Gironella G.M.P. & Montecillo K.V. 2018. Nutritional status of children ages 0-5 and 5-10 years old in households headed by fisherfolks in the Philippines. *Archives of Public Health*, 76, 24 <https://archpublichealth.biomedcentral.com/articles/10.1186/s13690-018-0267-3>

³⁰ World Bank. n.d. Philippines Vulnerability. In: *World Bank*. <https://climateknowledgeportal.worldbank.org/country/philippines/vulnerability>

³¹ Herbert S.. 2019. *Conflict analysis of The Philippines*. Birmingham, United Kingdom, University of Birmingham. https://assets.publishing.service.gov.uk/media/5d654ce7ed915d53ac85a04c/648_Conflict_analysis_of_The_Philippines.pdf

³² Bayudan-Dacuycuy, C. & Lim, J.A. 2013. Family Size, Household Shocks and Chronic and Transient Poverty in the Philippine Households. *Journal of Asian Economics*, 29 pp 101–112.

³³ FAO. n.d. Programmes, and projects in the Philippines: Updated Country Programming Framework 2018–2024. In: *FAO*. <https://www.fao.org/philippines/our-programmes-projects/en/>

51. FAO sees CVA as a means to strengthen the evidence base for an effective social protection program nationally. This is why FAO works with the Department of Agriculture and the Department of Social Welfare and Development to design mechanisms for strengthening the linkages between social protection and agriculture, food security, nutrition, decent rural employment and resilience building through emergency relief, livelihood promotion and rural development strategies.³⁴ FAO Philippines is currently mainly operating through simulations and linking CVA to policy work, anticipatory action, and social protection. For FAO Philippines, CVA is a crucial element of adaptive and shock-responsive social protection, which builds on the country's national social protection system, while delivering on disaster risk reduction and management and climate change adaptation aims. The foundational blocks of FAO Philippine's Adaptive and Shock-Responsive Social Protection Roadmap 2018–2023 includes a combined information system, flexible delivery mechanisms, flexible financing, and institutional capacity and coordination. Therefore, CVA is seen as a crucial means of delivering aid in anticipation of, and in response to, an emergency, and early recovery from it.³⁵
52. Anticipatory action through CVA: With anticipatory action through cash assistance, FAO aims to explore and strengthen the nexus between humanitarian and development needs, particularly in food-producing areas prone to conflict. At the time of the evaluation, FAO Philippines has conducted various simulation exercises with actual cash distribution without an emergency to assess the speed of delivery and the effectiveness of the system. As the case study will explore in later sections, these simulation exercises were carried out without the benefit of a pay-out trigger system, which is still a work in progress.
53. FAO's CVA simulation projects primarily focus on anticipatory action for disaster management, whereby emergency relief is envisaged to have been provided before a crisis occurs. The shift from emergency response through early recovery and rehabilitation follows the current thinking within FAO that humanitarian aid yields the biggest result when provided before the onset of an emergency.³⁶
54. Due to lack of social options, disaster-affected communities often resort to reducing food intake, selling, or pawning livelihood assets in the immediate aftermath of a disaster, making them worse in the medium- and long term. For FAO, investing in the resilience of food-producing communities is a direct investment in their own food security and, therefore the resilience of food systems.³⁷ Providing relief to vulnerable food-producing communities before the onset of the emergency allows them to 'ride out the storm' by facilitating an early harvest, securing food and nutrition requirements, strengthening their houses, and putting their livelihood assets into safety before the onset of the crises.
55. Social protection through CVA: FAO also sees cash assistance as a means to strengthen the evidence base for an effective social protection program nationally. Since 2016, FAO has been working with the Department of Agriculture and the Department of Social Welfare and Development to design mechanisms for strengthening the linkages between social protection

³⁴ FAO, Social Protection, Social Protection, <https://www.fao.org/social-protection/overview/en/>.

³⁵ Department of Agriculture, Department of Social Welfare and Development & NDRRMC. 2021. *Establishing and Adaptive and Shock Responsive Social Protection System in the Philippines: A Roadmap*. Manila.

³⁶ UNDRR, Anticipatory Action, <https://www.preventionweb.net/understanding-disaster-risk/key-concepts/anticipatory-action>

³⁷ FAO. 2021. *Anticipatory action: Changing the way we manage disasters*. Rome. <https://doi.org/10.4060/cb7145en>

and agriculture, food security, nutrition, decent rural employment, and resilience building through emergency relief, livelihood promotion, and rural development strategies.³⁸

56. In particular, FAO has been supporting policy convergence between the Department of Agriculture and the Department of Social Welfare and Development through the provision of technical assistance, capacity development at national and provincial levels, and policy support. For example, FAO has supported the Department of Agriculture and the Department of Social Welfare and Development in the development of an assessment aimed at identifying a number of opportunities to systematically promote and link policies and programs from the agriculture and social protection sectors in the country in order to improve their effectiveness and overall efficiency. The assessment, led by FAO with contributions from the United Nations Children’s Fund (UNICEF), WFP and the International Labour Organization (ILO), contributed to the new social protection operational framework and the development of a road map and action plan for using the National Social Protection programmes to build disaster preparedness and channel disaster response.
57. The Philippines case study draws from FAO’s experience in implementing CVA projects (thus far cash assistance only) since 2019 as part of its anticipatory response to emergencies. Since 2019, FAO Philippines has implemented ten CVA projects covering seven provinces. This case study only included five, anchored on anticipatory action and shock-responsive social protection frameworks implemented in Maguindanao, Catanduanes, and Eastern Visayas Provinces³⁹.

Table 6. FAO Philippines CVA projects (2018–2022)

Project code	Start year	Project objectives	Geographic location (province/municipality)	CVA modality	Major stakeholders involved in project delivery	Donor	Number of beneficiaries	Covered in case-study
OSRO/PHI/001/BEL Emergency assistance to safeguard food security and livelihoods of vulnerable farmers and fishers in Catanduanes Province affected by Super Typhoon Goni	2021	Emergency assistance to safeguard food security and livelihoods of vulnerable farmers and fishers affected by Super Typhoon Goni in Catanduanes	Catanduanes / Virac, San Andres, Bato, Baras, San Miguel, Caramoran, and Viga	UCT	Government: Department of Social Welfare and Development, Department of Agriculture, BFAR, PHIFIDA, LGUs FSP: Universal Storefront Services Corporation (USSC)	CERF	1 850 (1 480 farmers and 370 fishers)	YES
FMM/GLO/136/MUL Transforming the face of agriculture: promoting socio-economic inclusion	2021	Provision of support to farmers and fisherfolks affected by COVID-19	Catanduanes / Baras, Gigmoto, San Miguel	UCT	Government: Provincial LGU of Catanduanes	Global FMM	1 532 farmers and fisherfolks	YES
OSRO/GLO/113/EC Baby 05 Increasing capacities and scale for Anticipatory Action including	2022	Anticipatory Action (AA) for typhoon through early evacuation of fishing boats	Catanduanes / Pandan, San Andres Eastern Samar / Oras, Dolores, Balangiga	UCT and CFL	FSP: Metrobank	ECHO PPP	15 fisherfolks representing 3 cooperatives	YES

³⁸ FAO, Social Protection, Social Protection, <https://www.fao.org/social-protection/overview/en/>

³⁹ Case-study only covered Catanduanes and Maguindanao.

Project code	Start year	Project objectives	Geographic location (province/municipality)	CVA modality	Major stakeholders involved in project delivery	Donor	Number of beneficiaries	Covered in case-study
through social Protection systems – Philippines (part of the ECHO Pilot Programmatic Partnership (PPP) Regional Programme)		to safe storage sites (full scale simulation)						
UNJP/PHI/073/CEF & OSRO/GLO/113/EC Baby 05 Scaling Up the Joint Programme on risk-informed shock-responsive social protection in BARMM amid COVID-19	2022	Early response for SSFPs affected by flooding in a conflict affected areas in Maguindanao Province	Maguindanao / Datu Salibo, Mamasapano, Sharif Saydona, Sharif Aguak, Datu Unsay, Datu Saudi	CFL	UNICEF FSP: Metrobank	DFAT & ECHO PPP	2 140 SSFPs (DFAT) 1 171 SSFPs (ECHO)	YES
OSRO/PHI/100/CHA	2023	Provision of cash assistance for food and non-food items for HHs that will be affected by typhoon. Conduct simulation exercise for anticipatory action through cash assistance Protecting live and livelihoods of at-risk marginal farmers and fisherfolks along the Philippines Eastern seaboard.	Catanduanes / Bato, San Miguel, Virac, San Andres, Baras, Pandan, Gigmoto Camarines Sur / Libmanan, Buhi, Bula Eastern Samar / Balangiga, Quinapondan, Lawaan, Salcedo, Dolores, Oras) Northern Samar / Mondragon, Laoang	UCT CFW and CFL CFL CFW	OXFAM FSP: Metrobank	CERF	16 000 Farmers and Fisherfolks (UCT) 150 Farmers (CFW) 35 Fisherfolks each one representing cooperatives - 5 representative for each one of the 7 cooperatives (CFL) 50 Merchants	YES (only Catanduanes activities)

Source: Evaluation Team with inputs from the Country Office.

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