



MINISTRY OF AGRICULTURE

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TERMS OF REFERENCE

Fiji Food Security and Livelihoods Cluster

The Fiji Food Security and Livelihoods (FSL) Cluster is the medium by which national actors within the food security and agriculture sector effectively and efficiently support and improve the lives of disaster impacted communities in Fiji's 14 Provinces. The Cluster arrangement brings together key Government Ministries with national and international humanitarian partners before, during and after natural disasters. A list of the Fiji FSL Cluster membership is at Annex A.

1. GOAL:

The goal of the Fiji FSL Cluster is to ensure that coherent, coordinated and integrated humanitarian responses, driven by evidence based assessments of food security needs of impacted populations, is provided before, during and after natural or other destabilising disasters resulting in significant loss of livelihoods and access to good quality food.

2. OBJECTIVES:

- **To establish and maintain coordination mechanisms that provide effective, efficient and appropriate coordination with all humanitarian partners.** ¹ This is achieved for the Food Security Cluster at National and Local Government levels.
- **To identify an appropriate distribution of responsibilities across Cluster partners who are committed to responding to identified needs before/during/after a crisis.** The onset of a crisis event includes all causal agents including natural, political, social, economic, technological and accidental that have the potential to impact food security. The response is achieved through identified focal points for specific issues, and liaising with key Government partners and National Clusters in an effort to reduce, or avoid the impact of the agent. Monitoring and Assessment procedures are embedded in the response.
- **To ensure emergency responses are timely and appropriate.** Embedded in such responses are the need for resilience and preparedness planning to ensure timely and appropriate emergency responses. Early recovery activities, including rehabilitation of farmer's crops in post disaster events and disaster risk reduction and adaptation activities. Considerations of Accountability to the Affected Population (AAP) and Protection from Sexual Exploitation and Abuse (PSEA) are important elements before, during and after responses.
- **To ensure an inclusive approach to responding to the interests of all Food Security and Livelihoods needs.** This is through National and Regional discussions with key

¹ including key line Ministries, UN Agencies, national and international NGOs/FBOs/CSOs, key development partners, Academia, Private Sector organisations



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humanitarian actors, Inter-Cluster Leaders and the National Disaster Management Office. Links with Health and Nutrition specialists in other clusters and agencies need to be developed, clarified and articulated to ensure responses are appropriate across all community members, especially the vulnerable.

3. OUTPUT:

Responses to evidence based priority needs within the Food Security and Livelihoods Cluster are timely, reliable, effective, inclusive, and respect humanitarian principles.

4 ESTABLISHMENT, PROCEDURES AND ROLES:

The operational procedures of the cluster are at **Annex 2**.

5 ACTIVITIES:

The activities of the cluster are at **Annex 3**.

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ANNEX 1: Membership

Fiji Food Security & Livelihoods Cluster member agencies and organizations

PERMANENT MEMBERS

| | | | |
|----|---|---------|----------------|
| 1 | Ministry of Agriculture | MOA | Government |
| 2 | Ministry of Fisheries and Forests | MOFF | Government |
| 3 | Ministry of Rural & Maritime Development & National Disaster Management | MRMDNDM | Government |
| | Ministry of Foreign Affairs and Climate Change | MFACC | Government |
| 4 | Ministry of Women, Children & Poverty Alleviation | MWCPA | Government |
| 5 | Ministry of Economy | MOE | Government |
| | Ministry of Local Government and Environment | MLGE | Government |
| 6 | Ministry of Industry and Trade | MIT | Government |
| | Ministry of Commerce and Industry | MCI | Government |
| | Ministry of Land and Mineral Resources | MLMR | Government |
| | iTauke Affairs Ministry | iAM | Government |
| 7 | Ministry of Health & Medical Services | MOHMS | Government |
| 8 | Biosecurity Authority of Fiji | BAF | Government |
| 9 | Fiji Crop and Livestock Council | FCLC | Government |
| 10 | National Food and Nutrition Centre | NFNC | Government |
| 11 | National Disaster Management Office | NDMO | Government |
| | National Food and Nutrition Centre | NFNC | Government |
| | Adventist Development & Relief Agency | ADRA | FBO |
| | Fiji Locally Marine Managed Areas | FLMMA | LNGO |
| | Fiji Disabled People's Association | FDPA | LNGO |
| | Rama Krishna Mission | RKM | LNGO |
| | Fiji Business Disaster Resilience Council | FBDRRC | Private Sector |
| | Live and Learn | | LNGO |
| | PCDF | PCDF | LNGO |
| | Echo Field | | LNGO |
| | Ola Fou | | LNGO |
| | Citizen's Constitutional Forum | | |

SUPPORTING MEMBERS

| | | | |
|--|--|----------|-----------|
| | Food and Agriculture Organization | FAO | UN Agency |
| | World Food Programme | UNWFP | UN Agency |
| | International Labour Organization | ILO | UN Agency |
| | United Nations Office for the Coordination of Humanitarian Affairs | UNOCHA | UN Agency |
| | United Nations Development Programme | UNDP | UN Agency |
| | United Nations Children's Fund | UNICEF | UN Agency |
| | United Nations Entity for Gender Equality & the Empowerment of Women | UN WOMEN | UN Agency |



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| | | | |
|--|--|----------|-----------------|
| | United Nations Development Programme | UNDP | UN Agency |
| | Secretariat of the Pacific Community | SPC | Regional Agency |
| | Participatory Guarantee System (ACIAR) | SPC-PGS | Regional Agency |
| | University of the South Pacific | USP | Academia |
| | Medical Services Pacific | MSP | RNGO |
| | Pacific Disability Forum | PDF | RNGO |
| | Pacific Horticultural & Agricultural Market Access | PHAMA | RNGO |
| | Pasifika Youth Development | OLA FOU | RNGO |
| | Wildlife Conservation Society | WCS | INGO |
| | Conservation International | CI | INGO |
| | Oxfam | Oxfam | INGO |
| | Live & Learn Environmental Education | LLEE | INGO |
| | Care Australia | | INGO |
| | World Animal Protection | WAP | INGO |
| | International Federation of Red Cross and Red Crescent Societies | IFRC | INGO |
| | Save the Children | SAVE | INGO |
| | FRIEND | FRIEND | |
| | TearFund | TearFund | |
| | New Zealand High Commission | NZHC | Donor |
| | Australian High Commission | DFAT | Donor |
| | European Union | EU | Donor |
| | | | |
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ANNEX 2: OPERATIONAL PROCEDURES

1. The FSL Cluster will:

- operate at the National level with membership from key line ministries, National NGOs, CSOs, and FBOs and academic institutions, with support from UN agencies, International NGOs/CSOs/FBOs, relevant academic institutions and key development partners;
- function under the ambit of the National Disaster Management Act and the Fiji National Humanitarian Policy and any other policies and Acts that are endorsed by the GoF from time to time;
- be led and Chaired by the PS of the Ministry of Agriculture (MOA) or his/her nominee;
- be co-led and Co-Chaired by a Cluster Member nominated by the Cluster on a majority vote, and may be on a rotation basis;
- identify and establish sub-groups to operationalise the TORs which may be permanent or temporary;
- be supported by a Cluster Coordinator nominated by the MOA;
- be inclusive in its membership which will be non-discriminatory;
- meet once every month or as often as necessary, but at least six times a year.
- reach decisions based on a majority vote;
- as appropriate, work with and request advice and technical support from the Regional Pacific Food Security Cluster (rPFSC) for relevant activities, training and capacity building etc;
- take part in the review of Cluster accomplishments, achievements, challenges, TOR, etc) on an annual basis;
- focus on practical planning, progress, and lessons learned from the results of actions;
- Include cross cutting issues including gender, Accountability (AAP) and Protection (PSEA)

2. The FSL Cluster Lead and Co-Lead will:

- be the permanent chair of the Food Security and Livelihoods Cluster;
- with the support from the regional cluster co-leads:
 - ensure effective needs assessment and analysis,
 - champion the development of a contingency and preparedness plan,
 - ensure M&E and reporting standards are in place,
 - identify existing resource mobilization mechanisms; and
 - ensure strengthened and training and capacity building needs are well-informed and relevant



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- May direct the FSL Cluster Coordinator to represent the Cluster Chair and co-Chair in meetings

3. The Fiji FSL Cluster Coordinator will:

- be the Fiji FSL Cluster representative during the activation of the Ministry of Agriculture Emergency Operation Centre (EOC) through the FSL Cluster Chair (Permanent Secretary for Agriculture).
- The Cluster Coordinator will also assume the role of Cluster secretariat and tasked with identifying and coordinating communication and information management needs between Cluster partners, identifying capacity building and training needs, developing meeting agendas, timely distribution of meeting minutes, etc; and
- provide an annual report highlighting Cluster activities, achievements, accomplishments, challenges, and lessons learned to FSL Cluster members/partners. The Cluster Coordinator will be required to provide a monthly report to the Cluster Chair and Co-Chair.

4. The Fiji FSL Cluster Members will:

- attend meetings, share information (through the Cluster Secretariat), and undertake other activities that collectively contribute to working consistently and compatibly to achieve the FSL Cluster output;
- report relevant information on activities, achievements and accomplishments to the Cluster Secretariat;
- Contribute in meetings, working group discussions, needs assessment and analysis, contingency and preparedness planning, active research, M&E and reporting in the form of human capacity, technical advice and/or financial support where possible and the production of relevant documentation, such as guidelines, recommendations, contingency and preparedness plans, etc; and
- share relevant documents, lessons learned and other information with national and local government authorities, FSLC members and other Clusters through the Cluster Secretariat;
- Support and promote existing established coordination mechanisms among national food security and agriculture stakeholder



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ANNEX 3: ACTIVITIES

1. Core

The National FSLC carries out the following activities in order to achieve its objectives:

Networking and information sharing:

- Formalises existing coordination mechanisms among humanitarian actors, and local and national authorities working within the Food Security and Agriculture space.
- Strengthens partnerships between UN Agencies, the Red Cross Movement, international organisations, national and international NGOs/FBOs/CSOs, donor partners and national authorities.
- Makes representation in other Cluster meetings and high-level events and provides relevant input and support.
- Collects, collates, analyses and disseminates information within the Cluster, across other Clusters and to stakeholders.
- Provides a platform for exchanging information and making decisions to improve strategic coordination and prioritisation.

Capacity Building:

- Ensures adequate preparedness, response and recovery interventions through capacity building and contingency planning.
- Defines priorities, work plans, specific terms of reference, duration and exit strategies.
- Provides operational advice, best practices and troubleshooting assistance to Cluster Key Partners and other stakeholders.
- Monitors and evaluates its performance against the work plan/ identified benchmarks.

Resource Mobilisation:

- Identifies and mobilises resources (ie financial, HR, assets) for services provided by the Cluster or other Key Partners.

2. Specific Activities

2.1 Networking:

- Liaise with the NDMO as the Inter-Cluster lead to ensure that agriculture and food and nutrition security is included in disaster preparedness plans and training;
- Liaise with members of the Fiji humanitarian response community to increase the understanding of the role of the FSLC and potentially extend membership to other key players.



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2.1.1 Information Sharing:

- Establish protocols and standards.
- Documentation and dissemination of information on traditional resilience practices for food security.
- Livelihood surveys and baseline data collection.
- Market price monitoring pre- during and post disasters
- Identification of highly vulnerable pre-disaster areas including the use of GIS hazard risk mapping.
- Ongoing monitoring and reporting on food security situation (*Annex6-7: Definition of Food Security*).
- Development of Food Security and Livelihood Rapid Needs Assessment and Detailed Needs Assessment templates.
- Administration and content of the Fiji FSLC web site.

2.1.2 Capacity building:

- Formulation of the National Cluster work-plan in line with the Ministry of Agriculture Standard Operating Procedure for Climate Change Adaptation and Disaster Risk Management.
- Identify relevant training and capacity development activities.
- Development of a Contingency/disaster plan for the Cluster.
- Train personnel in the design and implementation of the WFP Cash Based Programs/Model as a model for the FSLC.
- Participate in training programs designed for FSLC members.

2.2 Resource Mobilization:

- Be aware of donor investments and trends in the food security sector of Fiji (including regional investments).
- Identify priorities for investments within the FSLC TORs that would benefit from a collaborative approach to donors by FSLC member institutions.
- Lobby the donor community on behalf of FSLC members.
- Draft concept notes and proposals for investment opportunities.

Actions during phases of operations for Disaster Risk Management (SOP)

(Note this section is under development and will be adjusted in response to new legislation and MoA structures)

Phase 1: activation/early warning of crisis (ALERT/White)



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This will initiate activation of the National Emergency Operations Centre (NEOC) also Divisional level (DEOC) and District level (DisEOCs) as required.

This may initiate activation of the Agriculture Emergency Operation Center (AEOC). The AEOC may be required to monitor an emerging event; assist the NDMO to manage the threat, and/or cooperate with and support the NDMO in responding to the threat. The AEOC will advise to DRU of the alert status who will call a meeting of the FSLC.

- FSLC to meet with the MoA Disaster Response Unit (DRU) for briefing;
- FSLC representative to participate in any inter-cluster meetings convened.

Phase 2: WARNING (Yellow)

This warning will initiate 24 hours manning of the NEOC and relevant DEOCs and DisEOCs.

- Engagement with met services to produce impact forecasting details of relevance to farmers and fisher farmers;
- Communications campaign;
- Review/preparation of needs assessment plan: forms, personnel, analysis etc.

Phase 3: ACTION (Red)

Issued when an emergency or disaster has occurred. At national level the National Disaster Controller (NATDISCON) will assume full authority.

At the Divisional and District levels the Divisional Commissioner and District Officers coordinate emergency/disaster operations on the ground respectively.

- Cluster needs assessment is launched, in coordination with NDMO and under the direction of the MoA DRU.
- Immediate response capacity (personnel, inputs, tools, funds) of members reviewed for initial response actions
- Cluster situation reporting commences (daily) with updates from/to all members
- Cluster meetings convened
- Inter-cluster meetings convened
- FSC representative participates in NDMO coordination meetings
- Flash fund raising needs designed and initiated.

DRU Initiates actions with FSLC to respond (first 3 months)



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- Response plan formulated (part of multi-sector response plan); approaches and interventions of members discussed and endorsed to ensure support for resilience, 'do no harm', appropriate targeting, inclusive approaches taking care to address cross cutting issues of Accountability to Affected Populations, gender, age, disabilities and Protection against Sexual Exploitation or Abuse. Members' individual interventions shared with the Cluster via [response matrix], updated regularly, to avoid duplication, ensure consistency of interventions (e.g. livelihoods kits; cash for work rates etc)
- Monitoring plan developed for activities undertaken under the response plan with clear results, beneficiaries reached, etc [format to be developed by the cluster with agreed common indicators]

The following procedures to be adjusted following current reviews and actions of MoA

Phase 4: recovery/transition/return to 'peace time' operations

- Monitoring data analyzed and report issued on results achieved during the response phase
- Lessons learned conducted to identify areas of the Cluster, work-plan, SOPs requiring updating
- Provide inputs to longer-term strategies, existing policies for agriculture and food security
- Provide update on food security situation and outlook for the area affected by the crisis with recommendations for any ongoing recovery interventions
- Continue to update member matrix for the coordination of longer-term activities

3. Operational

At times of sudden onset

1. Early warning of crisis communicated by NEMO to Cluster Chair.
2. Cluster Chair alerts cluster members via e-mail and telephone of situation [consider developing a calling tree].
3. Chair calls for Cluster meeting within following 24-72 hours depending on severity/imminence of situation.

Outside of times of sudden-onset or specific disaster

4. Cluster meeting will be convened monthly for members to update on ongoing activities, lesson learned, tools etc. Invitations will be issued via e-mail. Action: Chair.



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5. The member 'matrix' (who does what where, or '4W') will be circulated for updating and review following each meeting; the contact list will also be updated and circulated. Action: Information management/reporting officer.
6. Participation in inter-cluster coordination group, if called by NEMO. [If there are other coordination meetings taking place, to be listed here]

National Chain of command and decision-making process:

See the attached flow charts extracted from the current MoA Standard Operating Procedures and the NEMO Standard Operating Procedures. The flow chart for the FSLC will be adjusted in light of new legislation and guidelines.

- Legal status of clusters
- NEMO role in relation to clusters
- DRU role in relation to clusters
- MoA is the lead agency for the Fiji FSLC.

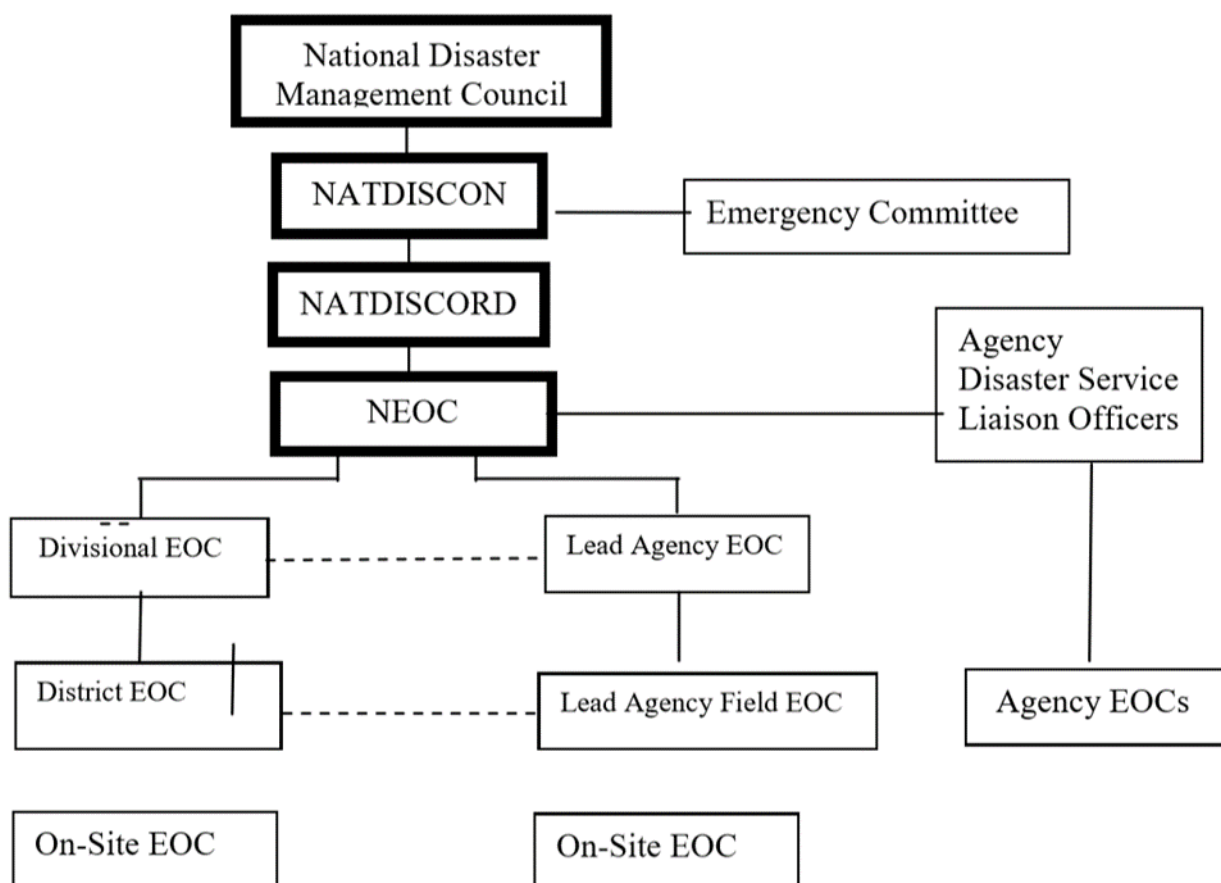


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ANNEX 4: NDMO - ORGANISATION STRUCTURE



Organisation Structure for National Disaster/Emergency Operations Centre



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ANNEX 6 - DEFINING FOOD SECURITY

(Reference: Food and Agriculture Organization (<http://www.fao.org/3/y4671e/y4671e06.htm#fn2>))

The initial focus, reflecting the global concerns of 1974, was on the volume and stability of food supplies. Food security was defined in the 1974 World Food Summit as:

'availability at all times of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices'

In 1983, FAO expanded its concept to include securing access by vulnerable people to available supplies, implying that attention should be balanced between the demand and supply side of the food security equation:

'ensuring that all people at all times have both physical and economic access to the basic food that they need'

In 1986, the highly influential World Bank report "Poverty and Hunger" focused on the temporal dynamics of food insecurity. It introduced the widely accepted distinction between chronic food insecurity, associated with problems of continuing or structural poverty and low incomes, and transitory food insecurity, which involved periods of intensified pressure caused by natural disasters, economic collapse or conflict. This concept of food security is further elaborated in terms of:

"access of all people at all times to enough food for an active, healthy life".

By the mid-1990s food security was recognized as a significant concern, spanning a spectrum from the individual to the global level. However, access now involved sufficient food, indicating continuing concern with protein-energy malnutrition. But the definition was broadened to incorporate food safety and also nutritional balance, reflecting concerns about food composition and minor nutrient requirements for an active and healthy life. Food preferences, socially or culturally determined, now became a consideration. The potentially high degree of context specificity implies that the concept had both lost its simplicity and was not itself a goal, but an intermediating set of actions that contribute to an active and healthy life.

The 1994 UNDP Human Development Report promoted the construct of human security, including a number of component aspects, of which food security was only one. This concept is closely related to the human rights perspective on development that has, in turn, influenced discussions about food security. (The WIDER investigation into the role of public action into combating hunger and deprivation, found no separate place for food security as an organizing framework for action. Instead, it focused on a wider construct of social security which has many distinct components including, of course, health and nutrition).

The 1996 World Food Summit adopted a still more complex definition:

"Food security, at the individual, household, national, regional and global levels [is achieved] when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life".



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This definition is again refined in The State of Food Insecurity 2001:

“Food security [is] a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life”.

This new emphasis on consumption, the demand side and the issues of access by vulnerable people to food, is most closely identified with the seminal study by Amartya Sen. Eschewing the use of the concept of food security, he focuses on the entitlements of individuals and households.

The international community has accepted these increasingly broad statements of common goals and implied responsibilities. But its practical response has been to focus on narrower, simpler objectives around which to organize international and national public action. The declared primary objective in international development policy discourse is increasingly the reduction and elimination of poverty. The 1996 WFS exemplified this direction of policy by making the primary objective of international action on food security halving of the number of hungry or undernourished people by 2015.

Essentially, food security can be described as a phenomenon relating to individuals. It is the nutritional status of the individual household member that is the ultimate focus, and the risk of that adequate status not being achieved or becoming undermined. The latter risk describes the vulnerability of individuals in this context. As the definitions reviewed above imply, vulnerability may occur both as a chronic and transitory phenomenon. Useful working definitions are described below.

Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life. Household food security is the application of this concept to the family level, with individuals within households as the focus of concern.

Food insecurity exists when people do not have adequate physical, social or economic access to food as defined above.



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ANNEX 6 - WFP DEFINITION OF FOOD SECURITY

(reference: <https://www.wfp.org/node/359289>)

People are considered food secure when they have availability and adequate access at all times to sufficient, safe, nutritious food to maintain a healthy and active life. Food security analysts look at the combination of the following three main elements:

Food availability:

Food must be available in sufficient quantities and on a consistent basis. It considers stock and production in a given area and the capacity to bring in food from elsewhere, through trade or aid.

Food access:

People must be able to regularly acquire adequate quantities of food, through purchase, home production, barter, gifts, borrowing or food aid.

Food utilization:

Consumed food must have a positive nutritional impact on people. It entails cooking, storage and hygiene practices, individuals health, water and sanitation, feeding and sharing practices within the household.