



## Analyze Performance of FAO during 2017-2020 Focusing on the Borno States

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### **Abstract**

The International organization is often recognized as the problem solver for their work to manage and resolve their member's problems. The existence of IO become an essential part for their member and become the foundation for cooperation and tools to elaborate, promote and operate an international regime. FAO (Food and Agriculture Organization) is one of the specialized agencies of the UN and International Organization that lead the international world to achieve food security for all its member. Despite all the effort, FAO seems struggling to achieve good results in Nigeria, especially in Borno State. The problem keeps raising and the attempt to reach their satisfactory result is still far from the expectation. FAO performance becomes questioned, and study to understand the FAO performance is needed to answer those questions. In this discussion, the researcher use pyramid performance to analyze FAO performance in Borno state during 2017-2020. Understanding FAO performance leads us to find the reason why food insecurity still occurs in Borno State.

**Keywords:** *International Organization; FAO; Food Security; IO Performance*

### **Introduction**

Since the emergence of the state's system at the end of the 19<sup>th</sup> century, the state has become one of the objects studied in international relations. Taking from a political perspective, the state is an entity that has political and economic power where is their power doesn't share with other institutions or other individuals. During post-world war II, the *League of Nations* as an international organization that has a role or organization purpose to stop another world war failed to carry out its function. In order to maintain international cooperation between states and develop security stabilization among its member, United Nations are established in 1945. UN (United Nations) has roles such as 1) Developing cooperation among states nations based on the principle of equal rights and self-determination from other states and taking a predominant action to strengthen world peace, 2) Creating international cooperation to solve international problems such as socials, economics, cultures, or humanitarian problems and encouraging recognition on human rights without make distinction on nations, genders, languages, and religions. 3) Becoming a place to harmonize states member actions to achieve a common goal. UN become the largest international organization and have 193 members. UN has six organs that have different functions and purposes. Those

six organs are the General Assembly, Security Council, Economic and Social Council, Trusteeship Council, International Court of Justice, and the Secretariat<sup>1</sup>.

One of the biggest commitments that the UN has concerned about is human security. According to UN, human security is an approach to assist states member in identifying and dealing with widespread challenges and cross-sectoral problems to the survivality, livelihoods, and dignity of the peoples from states member<sup>2</sup>. To tackle this problem, UN promoting SDGs (Sustainable Development Goals). A global goals that build to continue MDGs (Millennium Development Goals). There are 17 Goal points on SDGs that become global priority program from 2015-2030. One of the biggest problem that directly give impact to human security is zero hunger. UN reported in 2019, there are 750 million people experiencing hunger and malnutrition. This becomes a problem in this modern world when mankind experiencing development in technology but some parts of the world still facing food insecurity. In the opinion of FAO, this kind of condition prevails when people generally physical, social, and economic don't have access to sufficient nutritious food that meets their dietary needs and food preferences that lead them to have an active and healthy life<sup>3</sup>. In 2020, before COVID-19 happened, number of prevalence of undernourishment (POU)<sup>4</sup> remained unchanged from 2014-2019. During 2019-2020, this condition changes by an increment of POU from 8.4 percent to around 9.9 percent. In term of population, there are estimated between 720 and 811 million people in the world faced hunger in 2020. In range of increment 8.4 percent to around 9.9 percent, there are 118 million people increase that facing hunger in 2020<sup>5</sup>.

FAO (Food and Agriculture Organization) become UN Body and an international organization that has mandates to tackle food insecurity. FAO was established in October 1945 and now have around 180 states as its member. According to the preamble in the FAO constitution, there are 4 general goals of FAO such as: 1) Raising the levels of nutrition and standards of living of the peoples under their respective jurisdictions, 2) Securing improvements in the efficiency of the production and distribution of all food and agricultural products, 3) Bettering the condition of rural populations, and 4) Contributing toward an expanding world economy and ensuring humanity's freedom from hunger. These four points become FAO objectives that should be performed in order to show their utility and seriousness to states members of FAO<sup>6</sup>

In the last 10 years, FAO successfully helped states member to handle food insecurity. In 2013-2016, FAO performed food security assistance in Kenyan. FAO managed to work closely with Kenyan government to increase productivity and profitability for Kenyan farmers through promoting good agricultural practices and conservation agriculture. In addition, FAO also providing assistance to Cambodia to eliminate poverty, establishing food security, provides good nutrition and

In the last 10 years, FAO has succeeded in assisting member countries in dealing with food security. As in the handling and assistance of food security in the Republic of Kenya in 2013-2016<sup>7</sup>. FAO has successfully worked closely with the Kenyan government to increase productivity and profitability for farmers through promoting good agricultural practices and conservation agriculture. In addition, FAO

1 Viani, S.A. (2018). PBB dan Organisasi Internasional. Pontianak: Derwati Press

2 United Nations. (2020). What is Human Security. <https://www.un.org/humansecurity/what-is-human-security/> (accessed 3 December 2020)

3 FAO. (2006). Policy Brief.

[http://www.fao.org/fileadmin/templates/faoitally/documents/pdf/pdf\\_Food\\_Security\\_Cocept\\_Note.pdf](http://www.fao.org/fileadmin/templates/faoitally/documents/pdf/pdf_Food_Security_Cocept_Note.pdf) (accessed 18 June 2021)

4 Number of prevalence of undernourishment (POU) is a data driven from Food and Agricultural Organization (FAO) to measure food deprivation based on average food available for human consumption per person, the level of inequality in access to food, and the minimum calories required for average person.

5 FAO, *Percentage of Undernourished people by region in 2000 and 2020*. <https://www.fao.org/sustainable-development-goals/indicators/211/en/> (accessed 31 January 2022)

6 FAO. (2017). *Basic Text of the Food and Agriculture Organization of the United Nations*. <http://www.fao.org/3/K8024E/K8024E.pdf> (accessed 29 October 2021)

7 FAO. (2018). *Evaluation of FAO's Contribution to the Republic of Kenya*. <http://www.fao.org/evaluation/evaluation-digest/evaluations-detail/en/c/1147449/> (accessed 28 June 2021)

provides assistance to Cambodia to eliminate poverty, create food security and provide good nutrition and promote natural resource management in 2016-2018. However, food insecurity still become a big problem today. As mentioned in Global Report on Food Crisis 2017, Nigeria still holds 8,1 million people facing food insecurity and 4.7 million people come from Northeast Nigeria<sup>8</sup>. Nigeria reaches phase 3 on indicator food insecurity, this number indicates that food insecurity in Nigeria become worse, even though there is already humanitarian assistance, but households in those regions still experience food consumption gaps with a fairly acute nutrition deficiency or a condition when they are still able to meet the minimum level of food needs by reducing their assets.

FSIN (Food Security Information Network) also give input to addressing this problem such as reducing food consumption disparities, protect livelihoods and reduce acute malnutrition on their report.

### Borno State Situation

Borno State is located in Northeast Nigeria. One of the worst States that experiencing food insecurity in Northeast Nigeria. Food insecurity is high in Northeast Nigeria, especially in Borno State with around 64% of households being food insecure. Displaced and female households have a higher portion of food insecurity compared with male-headed or non-displaced households. During March and May 2017, there are 4.7 million individuals affected by food insecurity, and a total of 3.2 million people, or 60.7 % are in Borno State. Between June and August 2017, there are 5.1 million individuals that require humanitarian assistance. The Borno States remains to become the worst State that is affected by food insecurity. There are 30.7% individuals facing crisis, 15.2% individuals in emergency and 0.5% in famine-like conditions<sup>9</sup>

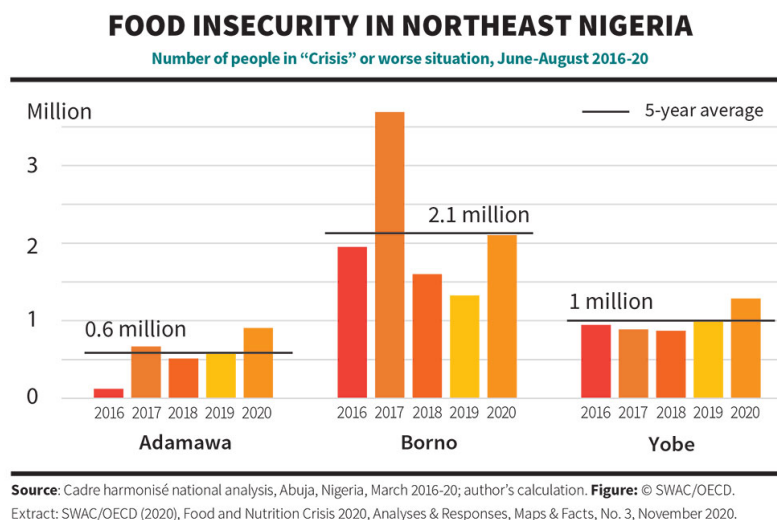


Figure 1: Condition individuals in crisis or worse scenario in Food Insecurity 2017 April. (Source: Food Security<sup>10</sup>)

According to figure 1, during 2016-2020 Borno become the highest state experienced food insecurity. This trend doesn't seem to decrease in those years and outperforms those two others states. As

8 FSIN. (2017). GLOBAL REPORT ON FOOD CRISIS 2017. <http://www.fao.org/3/a-br324e.pdf> (accessed 4 July 2021)

9 WFP. (2017). Nigeria - Emergency Food Security Assessment in Three North East States (Adamawa, Borno & Yobe) of Nigeria, April 2017. <https://www.wfp.org/publications/nigeria-emergency-food-security-assessment-adamawa-borno-yobe-nigeria-april-2017> (accessed 27 July 2021)

10 Food Security. 2019. Food Insecurity in Northeast Nigeria. <https://www.food-security.net/en/map-library/insecurite-alimentaire-au-nord-est-du-nigeria/>. (accessed July 2021)

the report from OCHA (*UN Office for the Coordination of Humanitarian Affairs*) in January 2017, there are an insurgency by Boko Haram that led to displacement. In Borno itself, there are more than 1.4 million IDP (*Internally Displaced People*)<sup>11</sup>. This kind of situation led to food insecurity and hunger because most IDPs can't access food availability.

Apart from armed conflict, there are several other factors that caused food insecurity in Borno state. Some of them are: 1) There are communal conflict between farmer and herder, 2) Increase of IDP in Borno, 3) Dependence of IDP on local communities, 4) Disability of households, 5) Lack of access in agriculture sectors, and 6) Dependence of IDP towards humanitarian assistances<sup>12</sup>. With this condition, there are complex situations and conditions in Northeast Nigeria, especially in Borno. Started from regional security, socio-economic problem, wrong policy-making, and declining public health.

### **FAO (Food and Agriculture Organization) In Northeast Nigeria**

FAO has a big role in order to tackle food insecurity although this role would be difficult in a conflict-ridden environment. FAO itself opened its office in Nigeria in 1978, which means FAO has been operational for over 40 years in Nigeria. FAO focuses on covered technical development, policy work, and emergency response and rehabilitation in technical areas of agriculture and natural resources. FAO works closely with Six Ministries of the Federal Governments of Nigeria (Agriculture and Rural Development; Budget and National Planning; Water Resources which houses the Department of Irrigation and; Environment which is responsible for forestry and climate change issues, Health-Food safety and nutrition and Humanitarian Affairs, Disaster Management and Social Development) and Ministries of the State Governments. During these 40 years, FAO continues to provide strategic support to national development programs and strategies that aim to reduce poverty, improve food security, and management of natural resources<sup>13</sup>.

Based on FAO's Country Programming Framework for Nigeria 2018-2022, there are five priorities areas that FAO focussed such as 1) Strengthen National Food and Nutrition Security through enhanced Nutrition sensitive and Climate-smart Food Systems. 2) Support for appropriate and operationally effective agricultural policy and regulatory frameworks. 3) Support to Nigeria Economic Diversification on Agenda and Promotion of Decent Employment for Youth and Women in the Agriculture Value Chains. 4) Improve Efficient and Sustainable Management of Natural Resources and Ecosystem. 5) Enhance Disaster Risk Reduction, Resilience Building, and Emergency Management towards Strengthening the Humanitarian – Development Nexus<sup>14</sup>. These five priorities become guidelines and goals for FAO partnership with the Government of Nigeria to achieve Zero Hunger and attainment of the 2030 Agenda for Sustainable Development.

Focusing on Notheastern Nigeria (Borno, Adamawa, and Yobe), according to FAO in 2017. There are several ways that FAO delivery to help alleviate food insecurity, such as providing 138 801 households with enough seed and fertilizer to meet their food needs for six months. Launch dry season program that aims to bolster the food production capacity of over 90 000 farming households and appeal

11. OCHA. (2017). Nigeria: Borno State Displacement Profile.

[https://reliefweb.int/sites/reliefweb.int/files/resources/31012017\\_ocha\\_nga\\_borno\\_state\\_displacement\\_profile.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/31012017_ocha_nga_borno_state_displacement_profile.pdf) (accessed in December 2021)

12. WFP. (2019). *Emergency Food Security Assessment (EFSA) in Borno, Adamawa and Yobe States*.

<https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/2019/09/WFP-Nigeria-2019-EFSA-Report--Final-Version-to-be-shared.pdf> (accessed 23 April 2021)

13. FAO (2022). FAO in Nigeria. <https://www.fao.org/nigeria/en/> (accessed in January 2022)

14. FAO. (2021). Country Programming Framework for Nigeria 2018–2022. Abuja.

<https://www.fao.org/documents/card/fr/c/CB2969EN/> (accessed in February 2022)

for USD 62 million to respond to food security and livelihoods needs on those regions under the 2017 Humanitarian Response Plan for Nigeria<sup>15</sup>.

According to an FAO report during 2018 on Northeastern Nigeria (Borno, Adamawa, and Yobe). There are three achievements reports in April, October, and December 2018. In April 2018 there is achievement report such as there are a total of 117 000 families received fertilizer and seed under the dry season program, trained 100 people on the sustainable use of fuel-efficient stoves; launched stove production centers, and carried out a demonstration of briquette production, provided 4650 female headed-households with a total of 18.600 goats under FAO's restocking program<sup>16</sup>. In October 2018, there are achievements reports such as FAO's carried out post-distribution seed and fertilizer and assisted farming households, launched procurement for goats, bull, and poultry to be distributed to female households during dry-season, distribution of micro-gardening kits (vegetable seed and hand tools) to households, distributing emergency SAFE kits (lightweight fuel-efficient stove and solar lanterns) for at-risk households<sup>17</sup>. The last is in December 2018, FAO's reported that it's completed the dry season distribution reaching out to a total of 78 000 households with agricultural input such as seed and fertilizer in Borno, Adamawa, and Yobe with exception of Mobbar in Borno State due with high insecurity, distribution of goats, bulls, and poultry to at-risk women and youth during the dry season, distribution of micro-gardening kits to a total of 11 000 households and ongoing to reach the remaining 4600 households identified, and a distributed total of 2 500 emergency SAFE kits<sup>18</sup>.

Continuing report from FAO on 2019, mostly the major problem coming from major funding gap that FAO receives. During 2019, FAO can only support 35 500 households, it's 42 500 less than those supported last year's dry season. In 2019, there are Torrential rains and flash floods that affected more than 21 000 households across Borno, Adamawa, and Yobe. According to FAO's situation report on September 2019, FAO claimed completed rainy season distributions and assisted about 98 400 households as their initial planned with the exception of Mangano in Borno State where there are 3 800 households that did not receive fertilizer because of land restriction. A total of 9788 households benefited from veterinary support and the vaccination, distribution of goats, bull, and poultry for households and female-headed households. Distribution of micro-gardening kits and trained 15 800 households during 2018/2019 dry season<sup>19</sup>. Back up with FAO's report in November 2019. There are 9000 households in Adamawa, Borno and Yobe that received fuel-efficient stoves procured from FAO-supported stove production centres<sup>20</sup>. On the same report, an estimated total of 2.6 million people severely food insecurity for October – December 2019. It represents a reduction of close to 300 000 people from June 2019 but without humanitarian support, a projection of people that will severely get food insecurity will rise to 3.6 million people.

FAO's report on 2020 starting from February. Troubles come apart by the recent upsurge that started in the early year that prevented farming households from accessing food and livelihood support in some areas. UN Humanitarian hub burned in Ngala, Borno State in January caused the closure of the hub. This directly affected FAO's distribution of fuel-efficient stoves. The late-season flood in 2019 caused food production disruption, destroying shelter, livestock, and fields. Low productive capacity

15. FAO. (2017). Northeastern Nigeria SITUATION REPORT – 1 November 2017.

<https://www.fao.org/3/ca7379en/ca7379en.pdf> (accessed 20 April 2022)

16. FAO. (2018). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – April 2018.

[https://fscluster.org/sites/default/files/documents/fao20nigeria20situation20report\\_april2020181.pdf](https://fscluster.org/sites/default/files/documents/fao20nigeria20situation20report_april2020181.pdf) (accessed 20 April 2021)

17. FAO. (2018). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – October 2018.

[https://www.fao.org/fileadmin/user\\_upload/emergencies/docs/FAONigeriasitrep\\_October2018.pdf](https://www.fao.org/fileadmin/user_upload/emergencies/docs/FAONigeriasitrep_October2018.pdf) (accessed 20 April 2021)

18. FAO. (2018). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – March 2019.

<https://www.fao.org/3/ca7648en/ca7648en.pdf> (accessed 21 April 2021)

19. FAO. (2019). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – September 2019.

[https://reliefweb.int/sites/reliefweb.int/files/resources/1\\_FAONigeriasitrep\\_September%202019.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/1_FAONigeriasitrep_September%202019.pdf) (accessed 21 April 2021)

20. FAO. (2019). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – November 2019.

<https://www.fao.org/3/ca7641en/ca7641en.pdf> (accessed 21 April 2021)

among peoples in Northeastern Nigeria has shown that most peoples depend on Humanitarian support for survival but FAO's programs in Northeastern Nigeria are severely underfunded by funding gap USD 32.3 million<sup>21</sup>.

FAOs in June 2020 reported that there were conflicts in the North-East that caused socio-economic on households. This problem occurs because there are measures that should be taken to curtail coronavirus disease. Lockdown and physical distancing indirectly hindered commodity trade and economic activity. Projection of a significant total of 3,7 million people in three northeastern states faced severe acute food insecurity during the lean season from June to August 2020, if there's not any humanitarian support provided. The problem was worsened by environmental crises and negatively affected the production system by reducing crop yields and livestock productivity. FAO has increased its funding to respond to necessity with Global Humanitarian Response Plan for COVID-19.

FAO launched the last report during 2020 in December. States Borno, Adamawa, and Yobe reported being severely affected by food disruption caused by a decade of conflict. There is a total of 2.1 million IDPs face acute levels of food insecurity. More than 80 percent are in Borno and due to that food insecurity and influx of IDPs caused the escalation of high levels of poverty and malnutrition. Some farmers in several parts of Borno, Adama, and Yobe have limited and difficult access to their farms due to attacks or restrictions imposed by the military. The security problem has become a big concern because there are many households that have less access to basic services and humanitarian assistance. In this event, Northeast Nigeria still depends on humanitarian action for its survival<sup>22</sup>.

### **International Organization Performance.**

Analyzing the Performance of International Organization become necessary action for understanding and evaluating IO actions. Some IO is well known to be able to understand and solve the problem for their country's members and the opposite of that, there are some IO that can't able to solve problems for their members. These become some issues that will be questioned why some IO can perform well and others aren't. Critics and studies to develop an understanding of this event become essential to answer those questions. Some scholars argued that IO are far from regular individual citizens, lack of transparency for their decision making and this actions will lead into actions which is not inline with principle of democracy.

In other journals by Barnett and Finnemore stated as IO have important roles to follow in the International regimes, such as maintaining positive contributions to their members, overcoming collective action problems, and achieving sustainable cooperation, but there are some moments when IO produce undesirable events or even self-defeating outcomes repeatedly without receiving any punishment. Barnett and Finnemore name this kind of situation as pathologies. Pathologies describe IO dysfunction and can be traced by a bureaucratic culture that is embedded in that IO behavior<sup>23</sup>. Barnett and Finnemore stated that there are two dimensions that can lead to IO dysfunction. The first one is dimensions that are located inside or outside the organization itself and the second one is traced from material or cultural forces. The easiest way to explain the first dimensions is to understand how IO works, subunits of IO competing with each other over materials resources lead IO to make decisions and behaviors that are inefficient and undesirable. This kind of action results in the IO decision produced by bargaining games, which is a

21. FAO. (2020). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – February 2020. [https://www.fao.org/fileadmin/user\\_upload/emergencies/docs/FAONigeriasitrep\\_February%202020.pdf](https://www.fao.org/fileadmin/user_upload/emergencies/docs/FAONigeriasitrep_February%202020.pdf)(accessed 22 April 2021)

22. FAO. (2020). Northeastern Nigeria – Adamawa, Borno and Yobe Situation Report – December 2020. [https://www.fao.org/fileadmin/user\\_upload/emergencies/docs/FAO%20Nigeria%20sit%20rep%20December%202020.pdf](https://www.fao.org/fileadmin/user_upload/emergencies/docs/FAO%20Nigeria%20sit%20rep%20December%202020.pdf) (accessed 22 April 2021)

23. Barnett, M. N., & Finnemore, M. (1999). The Politics, Power, and Pathologies of International Organizations. *International Organization*, 53(4), 699–732. <http://www.jstor.org/stable/2601307>

decision that's not made by a rational decision process but rather through a competitive bargaining process over turf, budget, and staff that will benefit part of an organization.

Barnett and Finnemore also stated IO as social creatures that use their authority, knowledge, and rules to act autonomously in ways that may or may not reflect the interest mandates of states. This situation leads researchers to study more how IO can perform well and do their job more effectively and efficiently<sup>24</sup>.

Studying to analyze IO performance becomes essential to understanding how IO values and works. According to Tamar and Thompson, performance in this context refers to the behavior of the relevant actor including the member of states and staff, and their effects on the institutional structures of the organization itself. Tamar and Thompson introduce some methods to understanding how performance can be observed and assessed. Tamar and Thompson portray IO performance as a pyramid. The pyramid images are divided into different stages. Each stage allows the researcher to analyze it in more detail and give space to identify more specifically whether performance is amiss. It helps researchers as well to understand if every stage of performance gives an impact on one another. The process would be "trickle up" where success at each lower stage serves as building blocks for success on the upper level. At the bottom of the pyramid, there are many specific tasks, projects, and programs that are performed by an IO. Achievements in those functions should lead to better performance on the next level<sup>25</sup>.

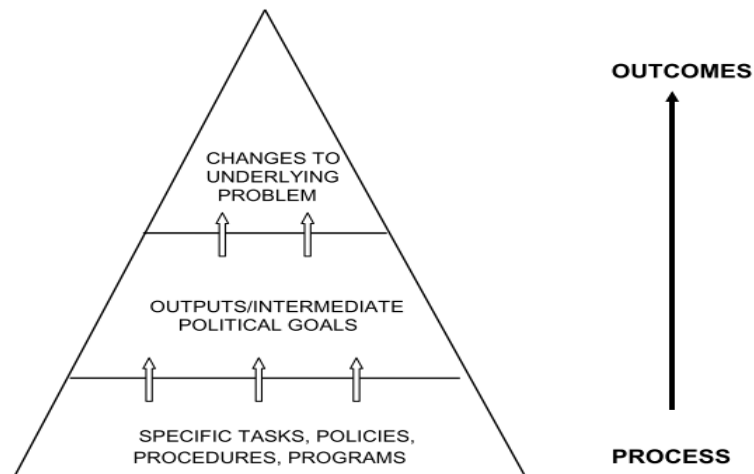


Figure 2: Pyramid Model of Figure Performance from Process to Outcomes.

Tamar and Thompson use WTO as an example to understand this method. When the WTO secretariat produces credible Trade Policy Reviews, it will promote increased compliance with free trade norms. Moving up to the top of the pyramid, if administrative and political tasks are performed well, this would produce outcomes that solve underlying problems and enhance welfare.

### FAO Performance in States 2017-2020

To understand and answer how FAO performance during 2017-2020 in the Borno States, we can use Tamar and Thompson's pyramid models to answer the question. First, we will divide it into 3 parts that will relate one to the other and give a direct impact from one stage to the other in line with the trickle-up process.

24. Barnett, Michael N., and Martha Finnemore. 2004. *The Politics, Power, and Pathologies of International Organizations*. International Organization

25. Gutner, T., & Thompson, A. (2008, March). Explaining IO Performance: An Initial Framework. In *ISA Venture Research Workshop on IO Performance, San Francisco, March* (Vol. 25).

## A. First Stages

Refers to FAO reports during 2017-2020, we can make specific diagrams that show FAO tasks, policies, procedures, and programs during those years, even though mostly it's reported focusing on Northeastern Nigeria, but we can gather data regarding FAO works to alleviate food security on Borno as well. We'll combine it with another report that focuses only on Borno.

FAO Performance First Stages	2017	2018	2019	2020
FAO Target	<ul style="list-style-type: none"> <li>- Alleviate food insecurity in Northeastern (Adamawa, Borno, Yobe)</li> <li>- Preparing Dry Season Program</li> <li>- Appeal for funding of 62 million USD, funding gap of around 39.6 million USD</li> </ul>	<ul style="list-style-type: none"> <li>- Appeal for funding of 31.5 million USD, funding gap around 13.9 million USD</li> <li>- Enhancing food security by providing agricultural support and bolster markets for improved food availability</li> </ul>	<ul style="list-style-type: none"> <li>- Appeal for funding 32.4 million USD, funding gap around 29 million USD</li> <li>- Need immediate assistance for small-scales farmers to boost their resilience.</li> <li>- More than 48 000 new IDPs caused by escalating insecurity.</li> </ul>	<ul style="list-style-type: none"> <li>- Appeal for funding of 38 million USD, funding gap around 33.6 million USD.</li> <li>- Dry season program to increase resilience among households.</li> <li>- Distribution of agricultural input distribution to households in Northeastern Nigeria, although this program is 40% fewer than last year</li> </ul>
FAO Achievement	<ul style="list-style-type: none"> <li>- Distributing 971 607 people for seed and fertilizer</li> <li>- Distributing 3 600 goats, 900 goats for woman-headed households</li> </ul>	<ul style="list-style-type: none"> <li>- Dry season program bolstered food production capacity for 117000 in Northeastern Nigeria</li> <li>- The effectiveness of the 2018 rainy season program lessened the need for food assistance in some areas</li> <li>- Distribution of micro-gardening kits for households.</li> </ul>	<ul style="list-style-type: none"> <li>- Completed dry season distributions agricultural kits (reaching about 7 800 households)</li> <li>- Distribution goats, bulls, and poultry</li> <li>- Distribution micro-gardening kits to 110 00 households.</li> <li>- Distribution of emergency SAFE kits to at-risk household in Borno.</li> </ul>	<ul style="list-style-type: none"> <li>- Total of 35 500 households receiving provision during 2019/2020 dry season</li> <li>- FAO sending distribution support for households for goats, bulls and poultry.</li> <li>- Total of 7 000 households receiving fuel efficient stoves.</li> </ul>
FAO Policy	<ul style="list-style-type: none"> <li>- Facilitate access to land and livestock for households in area</li> <li>- Increased access to asset by providing training in agricultural, fish, farming and animal health production.</li> </ul>	<ul style="list-style-type: none"> <li>- Facilitate access to land and livestock for households in area</li> <li>- Increased access to asset by providing training in agricultural, fish, farming and animal health production.</li> <li>- Distribution of agricultural tools and goats, bull and poultry</li> </ul>	<ul style="list-style-type: none"> <li>- Facilitate access to land and livestock for households in area</li> <li>- Increased access to asset by providing training in agricultural, fish, farming and animal health production.</li> <li>- Distribution of agricultural tools and goats, bull and poultry</li> </ul>	<ul style="list-style-type: none"> <li>- Providing seeds for 2020/2021 dry season so beneficiaries can produce their own food and generate income for selling their production surplus.</li> <li>- Distributing agricultural inputs during the lean season (June-August 2020) to support beneficiaries.</li> </ul>
FAO Challenges	<ul style="list-style-type: none"> <li>- Livestock disease outbreak</li> <li>- Recent heavy rainfall on 2017 flooded agricultural land and restricted road access</li> <li>-Need more access to make humanitarian response closer to the affected person.</li> </ul>	<ul style="list-style-type: none"> <li>- Security threat become main problem, households can't access fertile zones and trade in agricultural commodities because there are military operations.</li> <li>- Safe access for fuel and energy</li> </ul>	<ul style="list-style-type: none"> <li>- Conflict affected households in Northeastern Nigeria, there are around 48000 new IDPs in Northeastern Nigeria disrupting food availability</li> <li>- Acces to food and market disruption spike off and caused conflict for food production.</li> </ul>	<ul style="list-style-type: none"> <li>- Conflict-affected households in order to curtail COVID-19 cause to hinder commodity trade and overall economic activity.</li> <li>- The underfunded FAO cause their program can't be executed, this event lead into 3.7 millions people in Northeast Nigeria facing acute food insecurity.</li> </ul>



In the above table, there are four keys important for the first stage of the Pyramid Model of Performance. Each point describes FAO conditions internally.

On point FAO target, there is the important value that will drive how IO works. This value directly or indirectly is fundamental for IO, this value refers to funding. To maintain their work, IO depends on funding from their respected state members. As for FAO itself, a total of 31% of its funding comes from assessed contributions paid by members countries, and the rest comes from voluntary contributions from members and other parties<sup>26</sup>. In order to run their programs, FAO appeal for funding. Even though during 2017-2020, FAO can't gather the necessary amounts of funding, FAO can still run its programs. Peak funding on 2018 and starting from 2019, their funding decreased. On 2020, their funding dropped drastically. FAO stated on their report if there are possibility that 3.7 millions people in Northeastern Nigeria will face acute food insecurity.

When FAO's target to appeal funds did not meet. This event leads to another event for FAO. On sub-stages on first performance, FAO achievements for distributing seeds, micro-gardening kits, goats, poultry, fish, and other important subjects to boost food production for beneficiaries drops on 2019 and 2020. Reports data on 2018, indicate that FAO gaining more funds than in other years. These funds can be used to enhance food security for Northeastern Nigeria, focusing on distributing provisions, assistance, and training for beneficiaries. Focus on Borno states, 2018 FAO launched a report with the title Resilience Analysis in Borno States, Nigeria. This report measures and gives policy recommendations to increase resilience for people in the Borno States. As researcher stated before, Borno is the most vulnerable state facing food insecurity than two other Northeastern states. As achievement on 2018 and early 2019, the food capacity bolstered in the rainy season from June-August 2018. This condition helps households to be more dependent and lessened the need for food assistance. During 2018 and early 2019, FAO manage to increase food capacity in Borno and the other states and this becomes the biggest assistance that FAO did from 2017-2020.

FAO Policy on year tends similar each year. Their policy's main focus is how to facilitate access to land and livestock for affected households in Northeastern Area. Increasing assets for households to become more resilient, mostly FAO providing training in agricultural, fish, farming, and animal health production. Distributing food assistance and agricultural tools and goats, fish, bull, and poultry. From this policy, researchers come up with argumentation that FAOs only focus on materials assistance. Their policies direct beneficiaries to receive seeds, livestock, agricultural tools, and even SAFE kits (lightweight fuel-efficient stove and solar lantern) for households. It can't be denied that assistances are most needed, but all the assistance not sustanaible, from 2017-2020 the households that to be expected to become more resilience after receiving assistance not materialized.

FAO challenges on 2017-2020 increase each year. Starting from the minimum access for land and livestock, the need for more posts for a humanitarian response so can be nearer to affected person, security threats on Borno and other states that need to be settled, safe access to energy, and conflict across households that caused disruption on food production, COVID-19 outbreak lead into mass disruption on food production and food supply and the most important challenges are the underfunded FAO that caused their programs can't be executed.

## **B. Second Stages**

In this second stage, all the information that comes from sub-units in the first stage is gathered. This information is already identified and analyzed in order researches can describe wether the infomation indicate good or bad performance.

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26. FAO. 2022. *Office of Strategy, Programme and Budget (OSP)*. <https://www.fao.org/about/strategy-programme-budget/budget/en/>

FAO facing difficulty to alleviate food insecurity in Borno State Nigeria, as researches analyze above that mostly FAO policy focusing on materials assistance to boost food production on Borno and the rest of Northeastern Nigeria. On the report “Resilience Analysis in Borno States, Nigeria”. FAO policy recommendations can be concluded on several subjects<sup>27</sup>:

- Provide access to land and livestock for the most affected regions on Borno states. Manguno, Kukawa, and Ngala in order to develop agricultural and pastoral activities
- Increase access to assets by giving training programs to educate participants on good agricultural practices, fish farming, and animal health and production.
- Promoting water access in Jere, Konduga and Damboa
- Giving assistance in cash transfer, land access promotion, and agricultural technology in order to increase their resilience to food and nutrition security.
- Giving assistance to households that are affected by conflict to preserve their food security.

In general, all the policy recommendations above are in line with FAO policy in the First stages. The biggest challenge for running programs on policy recommendations is the availability of funds. Giving assistance such as cash transfer, agricultural tools, food assistance, and SAFE tools will depend on FAO funds. When the availability of funds is fulfilled, FAO can run their programs to boost food production by giving technical assistance or material assistance. On 2018, FAO already possess around 17.6 millions USD. During this year, they can run their programs and distribute more assistance for beneficiaries. On 2019 and 2020, their funds are declining. Directly or indirectly this caused massive problem for FAO agenda to achieve food security in Northeastern Nigeria, especially Borno States.

As a researcher there will be a question what if FAO gets suitable funds every year, did FAO will succeed to achieve food security in Borno states, and the rest of Northeastern Nigeria? The assumption that can be developed will be based on 2018 FAO data, with massive assistance that FAO delivered to households in Northeastern Nigeria, that would help them to grow and meet their own food necessities. During early and mid-2019, FAO gives other assistance to households even though the amount of assistance starts to decline because FAO funds start declining too.

In 2019, Conflict among households in Northeastern Nigeria occurred. This event was caused by the demand for food and livelihood support are high. Reported there are 48 000 new IDPs in those three states, Borno, Adamawa, and Yobe. These new IDPs will give additional burden on food needs and assistance, instead of they should be more dependable after receiving assistance. They caused more potential problems. Adding the unpreparedness of households and people in Northeastern Nigeria to climate change, particularly dry spells, erratic rainfall, and floods. In August 2019, the extreme rainy season caused flooding in Maiduguri, Monguno, Jere, Gwoza, and Dikwa in Borno State and some places in Adamawa and Yobe.

In 2020, surge of attack on Northeastern Nigeria led into inaccessible food and livelihood support. Humanitarian Hub on Ngala region in Borno states burned. This will affect humanitarian assistance for households in those region. Low food production caused by flood become concern because mostly households need humanitarian assistance to cover their food needs. The COVID-19 pandemic outbreak affected in all aspect, including food production and food supply chains.

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27. FAO. 2019. Resilience Analysis in Borno State, Nigeria. <https://www.fao.org/3/ca7648en/ca7648en.pdf>

From the researcher's opinion and assumption, FAO will have a difficult task to eradicate food insecurity in Borno and the rest of Northeastern Nigeria. As the policy needs to be adjusted not only focus on materials assistance and asset assistance but FAO should look other possibilities as people's culture and politics as well. Funding would be given a great effect to alleviate food insecurity but it would not answer the underlying problems.

### C. Third Stages

In this third stage, by analyzing the first stage and second stages. Researchers come up with the opinion that FAO need adjust its policies. FAO already gives necessary assistance to support people in Borno and the rest of Northeastern Nigeria to compete with hunger. On 2017 until 2019 FAO give good assistance on materials and asset assistance, but the problems still repeating on each year. On 2020, when a surge of attacks by Boko Haram occurred, all FAO efforts during 2017-2019 seems are futile. Most households become dependent on humanitarian assistance. And when FAO funds are underfunded on 2020 and the COVID-19 outbreak. FAO struggling to compete with hunger. FAO stated that there will be 3.7 million people who will face acute food insecurity in their report and that number will increase.

Understanding the main roots of why this condition happens will help FAO to achieve its goals to alleviate food insecurity in Borno, and the rest of Northeastern Nigeria. Technical assistance such as distributing materials such as seeds, goats, poultry, fish, and agricultural materials and asset assistance is needed. That would become a good asset for households that get beneficiaries, but the preservation of those assets for households should be guaranteed. The problems that mostly occurs are insurgent attacks, natural disasters such as flood, drought, or water shortages. Households will lose their access to food production. The Borno States become the worst regions affected by its problem. Some local regions like, Jere, Konduga, Kwaya Kusar, Monguno reported to have frequent problems regarding drought and water shortages and the most local regions that reported got conflict are Kala Balge<sup>28</sup>

When households lose their access to food production, they will depend again on FAO food assistance and without proper risk mitigation, this condition will repeat again and again. This phenomenon describes as *"The Vicious Hunger Cycle"*. Researchers describe these processes as interrelated with one another and produce an unresolved problem. Starting from poverty will create conflict, and conflict will create instability in its region and lead to underdevelopment conditions. Underdevelopment will emerge to food insecurity because households don't have the capacity to access food production. Food insecurity will lead to poverty because they can't fulfill their basic needs and then it's repeat.

In order to cut the phenomenon, FAO should make changes or interpolations to their policies by focusing on their external influence. Politics will be needed to ensure safety in Borno and the rest of Northeastern Nigeria. When instability in its regions still occurs, FAO can't implement its programs efficiently and effectively. Households will still depend on food assistance and this will make Borno in the state of *"The Vicious Hunger Cycle"* for an unspecified time.

### Conclusion

Using the Pyramid Model of Performance from Tamar and Thompson we can answer how FAO performance during the time frame 2017-2020. As the researcher analyze the FAO process from four sectors in the first stage of the Pyramid Model of Performance, we found that FAO struggled to keep up with arises challenges each year. This finding strengthened by the condition when the FAO fund declined on 2019-2020. All FAO efforts by distributing food production materials and technical materials on 2018 are gradually diminishing. Households that receive beneficiaries seem incapacity to fulfill FAO goals to

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28. See Report on FAO. 2019. Resilience Analysis in Borno State, Nigeria

make households more resilient to fulfill their own food needs. FAO's dependency on its funds impacted its performance. Even though there's no assurance if FAO have sufficient funds they can achieve its goals to eradicate hunger in Borno and the rest of Northeastern Nigeria. As long FAO didn't fix the roots of problem, to ensure stability on Borno and the rest of Northeastern Nigeria achieving food security will be pipedream.

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