

RESILIENCE FOCUS

A biannual IGAD publication



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FOREWORD



and economic shocks and ensuring food security and sustainable livelihoods.”

The decision by the Nairobi Summit to embark on the IGAD Drought Resilience and Sustainability Initiative (IDDRSI) was a logical prescription that arose from the interpretation of past experiences. It was inspired by the need to do things differently. The Drought Resilience Initiative is aimed at enhancing the development of a policy framework and supporting practices that ensure sustainable livelihoods and improved food security. A number of development partners have welcomed this strategy and undertaken measures aligning their investments appropriately to support IGAD's new initiative. The pursuit of building drought resilience through the application of approaches and investments designed to achieve sustainable development makes good logic and viable economic sense.

The IGAD Secretariat convened a series of consultative meetings that culminated in a consensus on the formation of an *IGAD Regional Drought Resilience and Sustainability Platform* as the most effective mechanism to coordinate the implementation of IDDRSI. Development partners have come forward, supporting the IGAD Secretariat to build its capacity necessary to optimally perform its leadership and coordination functions in the implementation of the initiative. Others are directly supporting Member States in the development and funding of field programmes aimed at building drought resilience.

It is gratifying to note the positive responses and goodwill by the governments from the affected countries and their development partners in support of the Drought Resilience Initiative. It appears that the problem of drought emergencies is finally receiving the attention it deserves and is being effectively addressed. I wish to call upon all IGAD Member States, partners and stakeholders, to come forward and play their respective roles in this noble cause to end drought emergencies in the IGAD region.

Amb. Eng. Mahboub Maalim,

EXECUTIVE SECRETARY,

**Inter-Governmental Authority on
Development (IGAD)**

Over the years, the arid and semi-arid lands, which make up about 70 per cent of the area of the IGAD region, have become synonymous with human emergencies and untold suffering. The affected countries and the international community struggle to respond to the effects of the recurrent droughts, with relief aid and humanitarian interventions. Over time, however, these “firefighting” approaches have been rendered ineffective. There is a growing understanding that the problems underlying livelihoods of the local communities in the region cannot be solved by relief interventions alone. There is more realization that solutions to the recurrent droughts will require long-term strategies that enhance livelihoods and reduce risks.

The conclusion of the September 2011 Nairobi Summit of the Heads of State and Government discussed the problem of the severe recurrent droughts and its devastating impact on vulnerable communities. The summit recommendation can be summarised as follows:

“While droughts may be an unavoidable natural phenomena in the Horn of Africa, their impact can be mitigated by appropriate actions, to avoid the occurrence of famine and other disasters, if preventive (rather than emergency and reactive) and holistic (rather than individual or unrelated) approaches are made that encompass a continuum of coordinated relief, recovery, reconstruction, innovation, investment and long-term development interventions that have the objective of building resilience to future climatic



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EDITORIAL

THE INAUGURAL ISSUE OF
RESILIENCE FOCUS MAGAZINE

Resilience Focus

The *Resilience Focus* magazine aims at providing a platform for sharing views and experiences between and among planners, facilitators, practitioners and beneficiaries of the IGAD Drought Resilience and Sustainability Initiative (IDDRSI). The *Resilience Focus* intends to highlight contemporary resilience issues to re-enforce the attributes of the IDDRSI Platform as a functioning family campfire. It will portray the challenges, identifying opportunities and defining the way forward in the implementation of the Drought Resilience Initiative.

The magazine is a collective effort of drought resilience stakeholders involved and/or interested in the implementation of the IDDRSI throughout the IGAD Region. The magazine will be produced biannually by the IGAD Secretariat in collaboration with its IDDRSI partners. At least one issue of the magazine is planned to always coincide with the annual meeting of the Drought Resilience Platform General Assembly.

The previous summit, held in Nairobi in September 2011, resolved to embark on an IGAD Drought Resilience and Sustainability Initiative (IDDRSI) and “do things differently to end drought emergencies”. This year, the meeting of the Platform General Assembly coincides with the convening of the IGAD Summit on Drought Resilience in Kampala, Uganda under the theme “Investing differently to end drought emergencies in the IGAD Region”. The key objective of the 2014 Kampala Summit is to take stock and appraise the approaches and interventions that have been initiated, assess the results achieved and evaluate the lessons learnt in fostering sustainable and inclusive growth in the IGAD region. Additionally, the 2014 Kampala Summit is an opportunity to review the progress made since the 2011 summit, discuss the way forward and re-affirm the commitment to end drought emergencies in the region.

Why resilience?

Resilience is the capacity to resist the effects of adverse

change, the capacity to adapt to new circumstances and the capacity to recover. The objective of the Drought Resilience Initiative is to ensure that communities are empowered to withstand and recover from a shock whenever it happens, enhance their developing capacities and enable them bounce back, possibly even thrive, in the face of adversity. The cycle of recurrent crises and food insecurity, which characterise the region, needs to be broken once and for all. We need to prevent the next drought from turning into a new humanitarian crisis with devastating consequences in the region. This is what the drought resilience agenda aims to achieve.

Drought resilience is an objective that is beyond the capacity of any single country or institution to achieve on its own. Countries and institutions need to work together. The drought resilience agenda challenges all of us to join forces towards this common goal. Building resilience will require better planning, coordination and alignment of investments that combine short, medium and long term interventions across different sectors, drawing on the relative strengths, mandates and comparative advantages of different partners.

This inaugural issue of *Resilience Focus* addresses the theme and sub-themes of the 2014 Summit on Drought Resilience. The articles are contributed by experienced field professionals from Development Partners in the Drought Resilience Platform. These include; practitioners, policy-makers, planners and advisers in the Drought Resilience Initiative.

Within the framework of “doing things differently,” this issue highlights and examines the progress made, the challenges met, the opportunities identified and the way forward in the implementation of the Drought Resilience Initiative. Moreover, this volume presents how the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) has led to strengthened strategic dialogue among partners in order to enhance coherence and alignment.

1 Background to IGAD Drought Disaster Resilience and Sustainability Initiative

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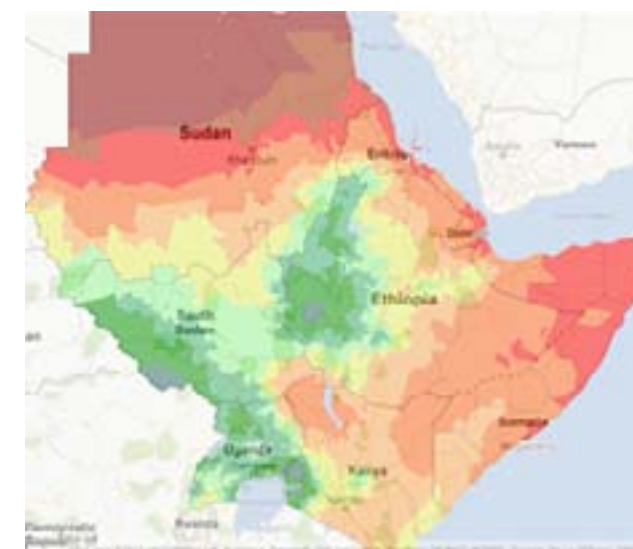
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The Horn of Africa (HOA) region comprises eight (8) countries, namely, Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, South Sudan and Uganda, who are members of IGAD¹. The region has a land area of 5.2 million km², 60-70 percent of which receive less than 600 mm in annual rainfall and often known as arid and semi-arid lands (ASALs) that are characterised by recurrent droughts and unpredictable rainfall patterns.

The droughts have been increasing in severity



and frequency over the years and their impact are exacerbated by floods, advancing desertification, land degradation, global warming and climate change phenomena. These harsh and worsening ecological circumstances have created conditions of chronic vulnerability, with persistent food insecurity, widespread economic hardships and human suffering, mostly affecting the pastoralist and agro-pastoralist communities that inhabit the ASALs.

The devastating drought that hit the IGAD region in 2010-2011 affected millions of people and exacerbated food insecurity to famine levels in many parts of the region. The severity of this crisis brought to the fore the catastrophic impact of recurrent droughts and their dire humanitarian, environmental and productivity consequences. Simultaneously, the 2011 drought underpinned the ineffectiveness of past drought response approaches, prompted questions on the causes of vulnerability and called for more enduring solutions. While droughts are unavoidable natural phenomena, their impact can be mitigated by taking appropriate action, to avoid the occurrence of famine and other emergencies.

IGAD: Inter-Governmental Authority on Development. A Regional Economic Community (REC) that is one of the building blocks of the African Union.



The drought of 2010-2011 affected millions of people and caused famine in parts of the IGAD region.



Disasters kill lives, but drought kills livelihoods

Seeking to address the catastrophic phenomenon of recurrent droughts and related worsening environmental concerns in a sustainable manner, the Heads of State and Government of the IGAD region convened a Summit in Nairobi in September 2011 to discuss the crisis. The summit discussed the growing problem and worsening effects of droughts in the IGAD region and examined the urgent need to tackle the related problems of chronic food insecurity, diminished productivity, increasing poverty and vulnerability in a sustainable manner. The Nairobi Summit resolved to embark on an IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) to end drought emergencies. Recognising the need to do things differently, the Nairobi Summit called for the urgent introduction of innovative sustainable development strategies, policies and programmes at member states' and regional levels, aimed at building resilience to future climatic and economic shocks.

IDDRSI is IGAD's plan and commitment to end drought emergencies, build drought resilience and achieve growth and sustainable development in the IGAD region. In the past, the approaches used or advocated by governments, development partners and humanitarian agencies to respond to drought and related emergencies were in the form of humanitarian relief interventions, usually based on the action of individual member states or international agencies.

Aware that achieving the objective of this initiative will entail dedicated and coordinated actions and enhanced partnerships at national, regional and international levels, the Summit tasked the IGAD Secretariat with the responsibility to lead and coordinate the implementation of the initiative. The Initiative calls for increased commitment by affected countries and interested development partners and urges enhanced regional and international partnership to support investments in sustainable development, especially in the ASALs. The necessity and significance of the coordination role being played by the IGAD Secretariat in the implementation of IDDRSI is defined by the regional character of the Drought Resilience Initiative, which demands the concerted action of all countries, sectors, partners and stakeholders in the region.

The implementation of IDDRSI is being undertaken within the framework of the collective agreement by all concerned (Member States, Development Partners and other stakeholders) to do things differently. It is based on the technical validity of the approach to end drought emergencies through building resilience and sustainability. IDDRSI advocates a coherent architecture of international assistance that involves the enhanced coordination of the strategic links between humanitarian relief interventions and development initiatives. These approaches have created a strong political momentum which promises to generate greater commitment in the

affected countries and their development partners. IDDRSI promotes increased investments to facilitate the execution of appropriate intervention activities aimed at building drought resilience and sustainable livelihoods for vulnerable communities.

As highlighted in the editorial and the forward section, IGAD Member States and their Development Partners agreed to form a Regional Drought Resilience Platform. The Platform brings together different partners – Member States, Development Partners, including the IGAD Secretariat. As part of its institutional arrangements, the Platform comprises a General Assembly of participating stakeholders, a Platform Steering Committee and a Platform Coordinating Unit. The Platform provides the modalities through which the region's priorities and possibilities for intervention by affected countries and development partners in support of the Drought Resilience Initiative are discussed – and provides the most effective mechanism by which the implementation of the Initiative can be coordinated.

Within the framework of its assignment to lead and coordinate the implementation of the IDDRSI, the IGAD Secretariat initiated a consultative, participatory process to develop a Strategic Plan that is now guiding the region's interventions in effort to end drought emergencies, build drought resilience and attain sustainable development.

The IDDRSI Strategic Plan has been translated by IGAD Member States into their respective Country Programming Papers (CPP) for activities at the

national level and the Regional Programming Paper (RPP), for interventions planned at the regional level. Coordination mechanisms at national and regional levels, required for the effective implementation of the Drought Resilience Initiative have been established.

A number of partners have come forward in support of this unique planning perspective that links the national and the regional plans. This fund is allocated for both the IGAD Secretariat and the Member States. The support to the IGAD Secretariat aims at developing its capacity to lead and coordinate this new initiative. The Member States use the fund directly to the implementation of projects and programmes that are directly linked to people's livelihoods, with some instructional capacity building.

The IGAD Secretariat, in consultation with IGAD Member States and Development Partners, convened the second summit on drought resilience, in Kampala, Uganda, from March 24-27, 2014. Coming just over two years after the Nairobi Summit of September 2011 that adopted the decision to embark on the Drought Resilience Initiative, the Kampala Summit provides an excellent opportunity for Member States and Development Partners to review the progress made, exchange ideas on the way forward and re-affirm commitment to end drought emergencies in the region.

Contributed by Dr John P. Kabayo, Drought Resilience Platform Coordination Unit, IGAD Secretariat



2 Alignment, Coordination And Partnerships

Context

The Nairobi Summit decision was a fundamental statement of political commitment that demanded enhanced cooperation throughout the region and required intervention measures at national, regional and international levels, covering many sectors and involving multiple players. Recognising the need to do things differently, by combining preventive (rather than reactive), regional (rather than individual Member State) and holistic (rather than emergency) approaches, the Summit resolved to embark on a Drought Resilience and Sustainability Initiative and assigned the IGAD Secretariat the task of leading and coordinating its implementation.

Within the framework of this assignment, the IGAD Secretariat organised several high-level consultative meetings to build consensus on the way forward, a key outcome of which was the agreement to establish a Regional Drought Disaster Resilience and Sustainability Platform through which the region's priority areas for intervention and investment would be discussed and coordinated; and through which the efforts required to implement the Initiative would be mobilised, organised and harmonised. IGAD Member States were urged to identify and promote programmes that build human capital and sustainable livelihoods. A number of international partners

welcomed this strategy and agreed to consider aligning their contributions to support the region's new initiative as appropriate.

The 2011 Nairobi Summit decision called for a comprehensive recognition of the need to adequately articulate and exploit the strategic links between emergency humanitarian relief interventions and development initiatives; and the decision highlighted the necessity for a coherent architecture of international assistance matched with a common regional framework of development. The transition from humanitarian relief to development provides unique opportunities that promote government leadership in all sectors of the Drought Resilience Initiative, creating possibilities for revamping service delivery institutions, aligning aid to national plans and building capacity.

The fact that actions that strengthen drought resilience fall into a number of sectors underpins both the necessity and challenges of coordination. Drought disaster is a collective responsibility that requires coordinated response from all sectors and all parts of society. Bringing together humanitarian actors ensures a coherent and effective response to emergencies in close partnership with national and international actors, avoiding duplication,

recognising gaps and building synergy. To mitigate the effects of the recurring droughts in the region and develop the effective long-term drought management policies, the issue of drought should be explored in a multidisciplinary context and through regional cooperation. Many actors in the drought resilience partnership recognise that for resilience to have impact, it must be built across sectors, scales and jurisdictions. Individual countries or organisations cannot address all the levels and components required; but by promoting coordinated planning of priority interventions, linked to a common vision, particularly by the government actors, great improvements can be realised.

The national coordination mechanisms currently in use to mobilise and organise activities that contribute to the implementation of the Drought Resilience Initiative in the IGAD region need to be reviewed and re-aligned with the holistic and multi-sectoral activities that characterise the Drought Resilience Initiative. The Drought Resilience Initiative will involve many affected countries, ministries, sectors, partners, actors, stakeholders and intervention scenarios and will require coordination to avoid possible duplication, while enhancing cooperation and synergy.

The regional nature of the Drought Resilience Initiative will necessitate linkage of the IGAD Secretariat with Member States and Development Partners through appropriate coordination structures and mechanisms to bring together the different players for effective function. The Secretariat is expected to serve as the mobiliser and organiser – stimulating national coordination mechanisms, drawing the agenda, prompting and promoting relevant activities and ensuring that the necessary action on all fronts is engaged and sustained. The Secretariat will formulate and put in place an efficient coordination mechanism that will link all levels and centres where action is planned, executed or monitored; and provide guidance and technical support in the planning and implementation of components of the regional programme.

As the response to drought and related emergencies needs to be regional in nature, the implementation of the Drought Resilience Initiative is being coordinated by the IGAD Secretariat, through the operationalisation

of the Regional Drought Resilience Platform. The rationale to tackle the problem at the regional level is necessitated, on the one hand by the regional character of the ecological circumstances that influence the cause and consequences of drought events; and on the other, by the terms of regional cooperation agreed by IGAD Member States and partners, which prescribe a broad collective, multi-sectoral development agenda for addressing the specific needs of the region, including food security, environment protection, peace and security and economic and social development. The IGAD Secretariat provides a critical role in the planning, coordination, supervision and monitoring and evaluation of activities in the implementation of the Initiative.

The IGAD Secretariat and Development Partners support the Member States to formalise the national drought resilience platforms and enhance the coordination mechanisms, ensuring linkages with the regional platform and existing networks such as regional and national food security working groups, pastoral and livestock working groups, policy hubs and other relevant players. In pursuit of this objective, the Platform Coordination Unit has included within its 2014 work plan an assignment by the Platform Steering Committee to define and strengthen drought resilience coordination mechanisms in the Member States.

To address the need for a comprehensive and holistic approach to programming; to enhance resilience at community and household levels by combating chronic food and nutrition insecurity; addressing deep-seated poverty and environmental degradation; and to enhance the resilience of communities to droughts and other shocks in the region, it was necessary to extract regional elements from the Country Programming Papers (CPPs) to develop a Regional Programming Paper (RPP), through which to guide regional programming activities.

The RPP is a common framework for national and regional programmes developed with the aim of ending drought emergencies through enhancing drought resilience and building sustainability in the IGAD region. While the individual IGAD Member States may have their own specificities (as described in the Member States Country Programme Papers), their dryland areas and drought-prone communities

Coordination is about bringing the right parts in the right quantities at the right time.



face common challenges and are often interconnected through, inter alia, natural resource sharing, livestock movement, regional trade and trans-boundary human and animal diseases. The RPP highlights the regional dimensions of the Drought Resilience and Sustainability Initiative and will be used to guide the development of projects and interventions.

An effective coordination of the implementation of activities included in the CPPs will be key to ensuring consistency of action, good collaboration and synergies between partners, to identify gaps or overlap and address them.

Strategic Joint Situation Analysis

A process to establish the foundations of coordination²

Introduction

The resilience agenda is likely to shape the humanitarian and development assistance environment for years to come. One of its central tenets is that stakeholders “do business differently” by improving planning, programming and alignment around multi-year investments that link humanitarian and development interventions across different sectors.

Responding to the resilience agenda requires that institutions undergo significant changes in the way they work, both internally and vis-à-vis partners; and that they invest in enhancing systems, tools and programmes to achieve better results. An identified current gap is with regard to a common situation analysis to understand resilience and effectively inform programme response in a given country context.

However, a common situation analysis, to understand resilience and effectively inform programme responses in a given country context, remains a gap. At the regional level, the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Regional Programme Paper (RPP) pursues joint action for planning as one of its tenets. One of the main conclusions of the High-Level Global Alliance mission to Kenya and Ethiopia in November 2012 was the need to create an enabling environment for alignment through joint analysis, joint planning and joint programming. At country level, the Kenya Country Programme Paper, for example, has personalised the need to have more comprehensive, strategically sustained and better coordinated responses.

A strategic joint situation analysis process would provide a comprehensive and strengthened understanding of contextual risks, underlying vulnerabilities and capacities to inform multi-sectoral planning and coordination, prioritisation and targeting by a broad range of partners contributing to resilience outcomes through their programmes. It would also provide an opportunity to collaboratively start a process to strengthen efforts to do business differently and establish strong foundations for coordination.

Key Features of the Approach

The process suggested above should be led by the main national coordination mechanism and institution with support from development and humanitarian partners. Partners should work together in a multi-stakeholder consultation process to combine in a comprehensive manner, so-far disjointed pieces of information and analysis. These include, but are not limited to the Integrated Phase Classification (FAO); country risk assessments; the ICPAC Hazard and Risk Atlas, and sectoral trend analyses; drought monitoring information (Joint Research Centre - JRC); studies on livelihood patterns and changes in arid lands; Nutrition Causal Analyses (UNICEF and WHO); Conflict Analyses (UNDP and CEWARN); Comprehensive Food Security and Vulnerability Analyses (WFP), and many others.

Contributed by Jordi Renart i Vila, Regional Partnerships Officer - United Nations World Food Programme (WFP); Jordi.RenartVila@wfp.org

This exercise would also help focus the attention of the resilience agenda on country level action and support IGAD and Member States generate a common understanding of the complex factors determining vulnerability and improve the coherence and impact of future interventions. The output of this process would generate public good to plan coordinated resilience programmes by all stakeholders and result in improved targeting of resilience investments. The way forward in the development of such a process would include two main phases as listed below.

Phase 1: Common resilience analysis process design

An inception phase would bring together representatives from key stakeholders to reach a consensus on the sources of readily-available analyses that should be considered to inform resilience. The partners involved would include the IGAD Resilience Platform Coordination Unit, IGAD specialised agencies, IGAD Member State focal points, multi-sectoral national coordination platforms, donors, NGOs and UN agencies. In order to maximise buy-in from all partners, these would include analyses from

different sectors while at the same time, identifying critical gaps.

Phase 2: Country level pilot projects

Following the inception phase, the process to establish a common resilience situation analysis would be piloted and contextualised at the country level. In order to minimise transaction costs and to leverage maximum opportunities for synergies with ongoing planning and programme design processes, the countries will be prioritised based on the context, needs and national planning cycles. The contextualized pilots at the country level will result in a set of analyses that will be provided as a public good by all partners wishing to plan and design coordinated resilience investments such as the Country Programming Papers.

Addressing this gap is a critical step in doing business differently: Establishing a process for common situation analysis is the starting point for partners to explore multi-sector entry points for a more effective targeting, joint strategic planning and programme prioritisation for building resilience.

Effective National Institutional Bases for Implementation and Coordination

Status in the IGAD Region³

This paper analyses the bases for institutional strengthening in the IGAD region, through illustrations from Member States. Institutional bases have been seen through the lens of policy and legislation, resource availability and integrated approaches for risk management with a view to attaining the larger goal of resilience. The role of national platforms has been highlighted as evidence of member states action and to enhance and strengthen coordination among multiple stakeholders.

Contributed by Prof. Kassim O. Farah, International Centre for Humanitarian Affairs, Kenya Red Cross in the section on national platform in Kenya.

Institutions provide a fundamental link between

policy and action. Appropriate institutions are hence essential to realise the vision of resilience in the IGAD region. Given the level, magnitude and nature of risks in the region, effective institutional structures are guided by a set of principles.

Policy and Legislation⁴

A country's constitution, laws and government systems provide the basis for the development of plans and institutional arrangements for all areas of risk management. For greatest effectiveness in the facilitation of coordination across sectors, institutions should have designated responsibilities from the national through to the local levels.

In the IGAD region, Ethiopia was one of the first

countries to endorse a National Policy on Disaster Prevention and Management (1993). As the policy was largely relief and response-centric, triggered by the Hyogo Framework for Action, Ethiopia revised the Policy in the form of the National Policy and Strategy on Disaster Risk Management that was endorsed by the Government in 2013. The new Policy marks a paradigm shift in focus, from reactive crises management to proactive risk management. In 2010 Uganda adopted the National Policy on Disaster Preparedness and Management, which seeks to integrate disaster risk management with development planning and programming through 'establishing institutions and mechanisms that reduce vulnerability of people, livestock, plants and wildlife to disasters' in the country.

Though Kenya is yet to ratify a comprehensive policy and legislation on disaster risk management, the new Constitution (2010) underscores the significance of disaster risk management as reflected in Schedule 4 (Part 1 Number 24 and Part 2 Number 12) both at national and county levels and has provided several articles (Article 185 (2), 186 (1), 187 (2)) for disaster legislation purposes. The Djibouti national strategy for disaster risk reduction is marked by the institutional framework for risk and disaster management (Decree No. 2006-0192/PR/MID). Sudan's disaster risk management functions are contained in several policies and legislation including a national legislative framework on risk reduction. South Sudan has taken encouraging steps in drafting the National Disaster Management Policy which will be 'aligned with all humanitarian laws, protocols and treaties that are rooted in the United Nations and Regional Charters.

Resources

While it has been widely quoted that every dollar spent on risk reduction saves \$ 4-7 in relief and

reconstruction, spending on risk reduction in the last two decades globally has been but a fraction of overall aid, less than 40 cents in every \$100 (GFDRR and ODI, 2013). Thus, resource allocation that embeds risk reduction and resilience building into an institution's day-to-day business is vital. When risk is considered in development investment decisions and in the design of projects, the cost of disaster risk reduction is lower.

Among the IGAD Member States, most countries have indicated resource allocation on risk management from the national budget. However, resource allocation has been higher for relief and reconstruction as compared to risk reduction. For instance, both Kenya and Sudan estimate that over 75 percent of the resources on disasters are allocated for relief and reconstruction while only 20-25 percent is routed to risk reduction.

Nonetheless, countries have progressed in terms of contingency planning with associated funds. At the regional level, IGAD has established the IGAD Disaster Response Fund meant to strengthen preparedness against disasters. Ethiopia has an innovative risk financing mechanism that is based on four pillars of early warning, contingency planning, contingency fund and institutional strengthening. Kenya has in place the Contingencies and County Emergencies Funds Management Act 2010. However, it has not been used much.

Clearly, governments are aware of the gains that are possible through the allocation of increased resources for risk reduction and resilience-building although more needs to be done.

Integrated approaches

Investment in risk reduction prevents risks accumulation and builds resilience and should be

vested in all development sectors. This assumes higher significance given that the post-2015 framework for disaster risk reduction increasingly calls for a framework that inculcates risk prevention (anticipatory risk management that pursues development processes to minimise future risk generation), and risk reduction (corrective risk management and actions to address existing risk accumulation), as means to attain resilience (that enables nations and communities to absorb loss and damage, minimise impact and bounce forward).

In order to create an enabling environment, the policy developers need to integrate risk reduction elements into their planning. Ethiopia's Growth and Transformation Plan (2010/11- 2014/15) mainstreams risk reduction across all seven pillars, and more particularly, under pillars one and two (sustaining rapid and equitable economic growth, and mainstreaming agriculture as a mainstay of economic growth). Similarly, Kenya's Vision 2030 provides a blue print for socio-economic development and has mainstreamed risk management in all its key pillars to protect development gains. Uganda's National Development Plan is also 'disaster-proofed' and the government is undertaking efforts to cascade this down at district and community levels. Development plans and policies of other countries also integrate risk reduction as a means to achieve development goals and attain resilience.

Further, with a view to attaining the real goals of resilience, it is vitally significant that a multi-hazard approach to risk reduction is adopted. Communities suffer from a multitude of disasters; a multi-hazard approach enables institutions to coordinate effectively, while at the same time address risks in a holistic manner. Risk analyses at various levels enable informed decisions as actions then directly addresses the risks communities face.

Most countries in the IGAD region have undertaken risk analyses with various outputs and products. IGAD has contributed through development of the IGAD Hazard Maps and Atlas (2013) mapping major hazards across the region. At least four countries – Djibouti, Ethiopia, Kenya and Uganda – have a comprehensive record of past disasters down to the basic unit of planning which are now publicly accessible (www.desinventar.net). Countries like Ethiopia have

developed a comprehensive risk information system in the form of risk profiles at wereda (district) level that analyse risk from the lens of hazard, vulnerability and capacity. Such risk profiles build on the livelihood profiles already present in the country.

Institutional structures for coordination: Role of National Platforms

Developing the right institutional environment requires greater focus on how different sectors, programmes, policies and interventions relate to one another, which in turn requires the knowledge, capacities and inputs of a wide range of sectors and organisations. A multi-stakeholder National Platform provides or mobilises the combined knowledge, skills and resources for risk reduction and its mainstreaming into development policies, planning and programmes. "National Platform" is a generic term used for national mechanisms for coordination and policy guidance that need to be multi-sectorial and inter-disciplinary in nature, with public, private and civil society participation involving all concerned entities within a country.

Among the IGAD Member States, Djibouti, Ethiopia, Kenya and Uganda have National Platforms. The National Platform of Kenya has played a major role in drafting and developing the draft Disaster Risk Management Bill. Kenya also has a coordinating structure on food security – Kenya Food Security Meeting (KFSM) that meets on a monthly basis and is chaired by the Government of Kenya, with membership from various stakeholders in food security and drought management. The Kenya Food Security Steering Group (KFSSG) works as the technical sub-committee of the KFSM.

Ethiopia has a strong coordination structure called the Disaster Risk Management Technical Working Group (DRMTWG). Since its transformation from the erstwhile Early Warning Working Group, the DRMTWG has evolved into a multi-hazard risk management platform. Supported by a series of sectorial task forces and sub-groups, the DRMTWG is part of the larger Rural Economic Development and Food Security (RED&FS) Sector Working Group (established in April 2008) that has Technical Committees on Agricultural Growth, Sustainable Land Management and Disaster Risk Management and Food Security. A fourth Technical Committee on

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The information is mostly extracted from the actual policies and legislations, HFA reports submitted officially by countries to UNISDR and official country statements at Global Platform for Disaster Risk Reduction.

The Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters is the international blueprint on disaster risk reduction and was endorsed by 168 countries at the World Conference on Disaster Reduction and endorsed by the United Nations General Assembly later in the same year (Resolution 60/195).

3 Resilience Programming: Principles And Practices

'Livestock Sector' has been formed under the RED&FS structure that relates to coordination of resilience.

While countries like Sudan and South Sudan are in the process of developing national coordination mechanisms, it is very important that national resilience strategies align with existing coordination structures, particularly on disaster risk management. This assumes greater importance as the IDDRSI agenda is expected to expand in future to cover all disasters that communities face.

A comprehensive risk management framework, including risk prevention and risk reduction, provides the basis for a multi-hazard approach to building resilience of nations and communities against disasters. It is imperative to understand that resilience is an outcome of a series of development processes, and hence, integration of resilience programming into existing plans and programmes on risk reduction and climate change adaptation is of paramount importance.



Introduction

Based on the lessons learnt in 2011, investing differently to end drought emergencies and enhance resilience requires a different programmatic approach that is consistent with the key features of resilience discussed above.

Programming within the context of resilience is characterised by complexities and emergent properties thereof. These complexities occur due to multi-dimensionality of resilience. This in turn involves multiple sectors and multi-agencies that deal with various sectoral issues at multiple levels and sites, ranging from county or village to national and regional and international levels. Thus, there are multiple interactions that involve negotiations to reconcile different value systems.

In view of these, it is critical that programmes support government's strategies on multiple sectors, ensure continuation between preparedness, response and long term development and empowering communities to make decisions about their own future through early warning and early action mechanisms. Strengthening community's resilience by linking relief and development while ensuring government and community ownership is key in preventing drought emergency.

Programming should also guide alignment across various sectors and actors, to avoid differential resource allocation for both production and distribution. For instance, linking food security and nutrition with social protection policies as well as paying attention on the eco-system services for livelihoods and livestock.

There is a growing understanding among the development practitioners, policy-makers and the academic on the need to shift from output-oriented to outcome and impact-oriented approaches towards sustainable development.

Thus, resilience measurement and analysis is moving from a mere academic exercise to informing development policy, which is also true for the IDDRSI. Therefore, some of the articles in this section provide highlights on the methodologies of resilience analysis that are at the pilot stage.

Government Ownership and Regional Approach:

Acting nationally but thinking regionally

Regional thinking has become a dominant feature of the development discourse in the IGAD region, following the 2011 drought that created a new institutional landscape. It is regional because both the IGAD Member States and the Development Partners supporting this region agreed to think at the regional level, unlike the traditional practice of bilateral approaches where all Development Partners develop country strategies that are pursued separately, with little or no harmonisation between countries.

Regional thinking with a national action was sought based on the lessons learnt from both successful and unsuccessful development initiatives in the region and elsewhere. More specifically:

- The regional nature of drought that often goes beyond the boundaries of one or more countries. The regional nature of the consequences of drought such as migration, disease outbreak (both human and livestock).
- Historical, social, economic and political interrelationships among the countries often affected by drought.
- Common sources of funding – mostly the same pot for humanitarian and development aid. Complementarities of capacities in the countries, including access to sea ports, cross-border transport, etc.
- The role of the IGAD Secretariat to lead and coordinate the activities of the Initiative, thus enhancing and accentuating the validity of the regional approach.

In view of these, the IDDRSI Strategy was developed in a unique way with the following key characteristics and issues:

- Using similar strategic frameworks, but recognising national priorities.
- A regional platform for coordinating activities of the Drought Resilience Initiative.
- Country Programming Papers (CPPs) that are aligned with national strategies and policies. Thus, creating an entrenchment of the CPPs within the long-term national planning and medium-term plans that are further cascaded into annual plans.

- Established Regional Programming Papers (a unique practice) as an off-shoot of the CPPs to specifically address the regional cross border issues.
- Joint planning to enhance learning among Member States, but with national or local level implementation.
- Concurrent implementation of CPPs and RPPs for synergies through knowledge sharing and learning.
- Common monitoring, evaluation and impact assessment framework – result-based M&E and Impact Assessment.
- A common resource mobilisation framework that involves the Member States and Development Partners.
- A cross-border programming to address the most vulnerable communities and landscapes.

Owing to this new way of doing things, there is a growing understanding among Development Partners, the academia and Member States of the need for harmonisation of resilience initiatives that would lead to long-term development in the region.

Therefore, competent authorities of the Member States own and are driving the resilience initiatives through coordination mechanisms with strong support from Development Partners.



From Early Warning to Early Action

What are the components of an effective system?

Drought preparedness and response in the arid and semi-arid lands of Ethiopia, Kenya and Uganda, and in the Eastern Africa Region

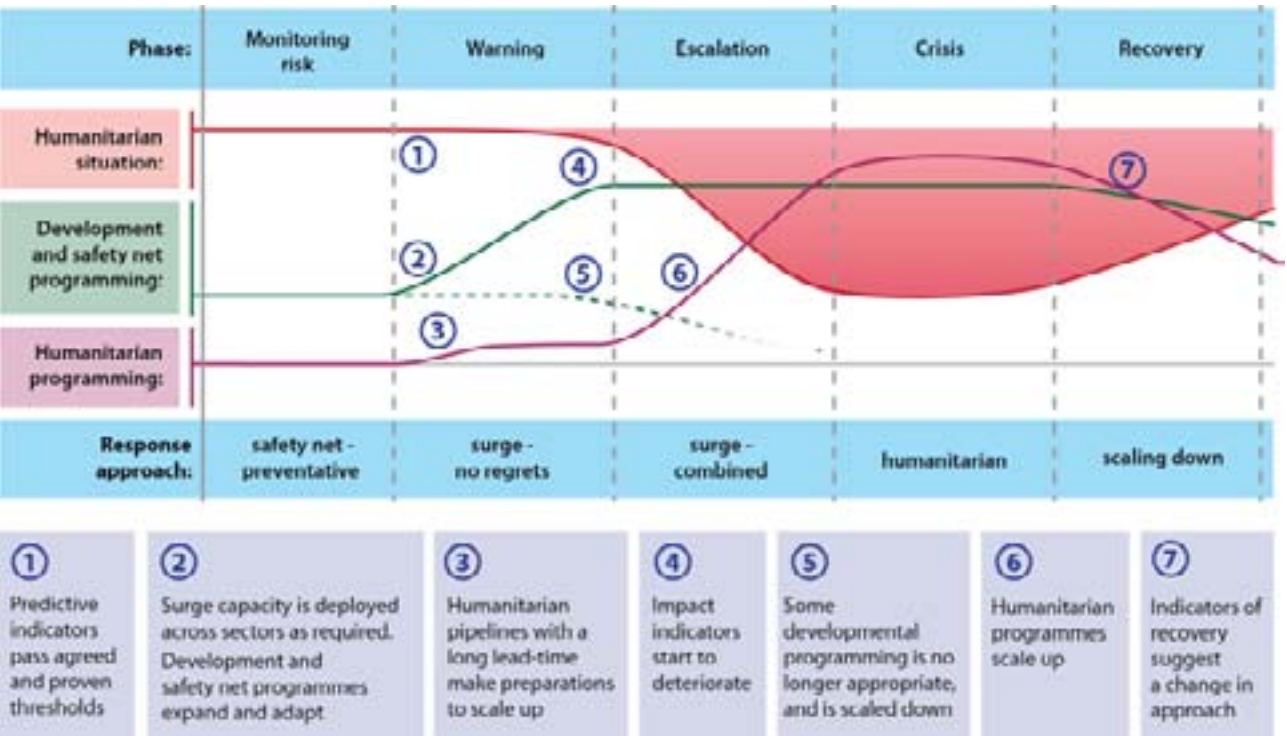
This research project, led by the International Federation of Red Cross and Red Crescent Societies (IFRC) in partnership with Oxfam, Save the Children, FAO and WFP, builds on a number of initiatives, reports and documents. The research took the form of a literature review and interviews with a large number of stakeholders and practitioners in three countries. It was guided by a diverse Steering Committee, which included donors, Red Cross Societies, NGOs, UN, representatives of IGAD and national governments.

This is a summary of the research led by IFRC in partnership with Oxfam, Save the Children, FAO and WFP. For more information or to receive the full report, please contact aude.galli@ifrc.org

Abstract²

Since the famine of 2011 and the soul-searching experience which followed amongst actors in the region, much has changed. There is a growing emphasis on recognising and managing the risk of drought, rather than waiting to respond when the effects of the drought are obvious and disastrous on vulnerable communities. Governments have improved their early warning systems. Donors have created more flexible funding mechanisms. Safety net schemes have grown in scale and capacity. Insurance schemes based on predetermined triggers and indices are gaining ground. Humanitarian agencies have piloted new approaches to contingency planning, options analysis and responses and Surge models have been

A phase diagram for early warning and early action



If the right hand side of this diagram represents traditional humanitarian aid, the left side shows the early action being described in this report: The pre-emptive scaling up of efforts in advance of a predicted crisis, on the basis of a substantive warning. The diagram is deliberately simplified. It does not attempt to illustrate seasonality, and it does not provide help on separating the acute situation illustrated, resulting from drought, from the longer-term, underlying, chronic situation, which is not illustrated. These issues are key.

developed and are being tested. Academic research has strengthened the evidence base for effective programming, while as a result of studies of cost-effectiveness, the importance of a no regrets approach to early action is becoming widely understood.

But is this change enough to produce a substantially different outcome next time? And if not, what else needs to be done, and how?

Early action means 'different', not just 'earlier'

The early actions being discussed here are not traditional humanitarian activities, although they need to be undertaken with a humanitarian sense of urgency. Indeed, it can reasonably be argued that any 'humanitarian' response to a slow-onset disaster is a late response – at least in those cases when early responses were absent or inadequate.

An early warning system produces an alert. This alert is specific to an area or a livelihood zone, and it provides advance notice; three months, perhaps as many as six. Within the focus area of the alert, there may already be development activities, projects supporting resilience, and perhaps safety nets. As a result of the warning, there is time to make appropriate substantial adjustments according to the context.

Early action activities can be implemented in a wide variety of sectors, depending on the projected scenarios, the livelihoods zone, and the context. Early action is closely linked to supporting resilience, and a multi-sectoral approach is more likely to be effective – and that in turn requires coordination.

Characteristics of effective early warning systems

Early warning systems are trusted

The early warning is the bedrock of the system, the foundation on which all the other components are built. The information and analysis it provides must have the confidence of its users.

Early warning systems are accountable and transparent

Early warning systems produce predictions, alerts,

and warnings. They should be held accountable for the predictions they produce, and each system should be measured in terms of its predictive capacity. This will strengthen confidence, increase transparency, and provide opportunities for learning between countries. The system should be transparent, with public access to the raw data and the post-analysis products.

Early warning systems are multi-level and integrated

At the national level, early warning systems should be located within government structures and operate within a clear legal framework. But, early warning systems must operate at a range of levels from the community to the regional levels. These levels need to be integrated and should communicate effectively. Each level of the system should ideally contribute to the overall analysis. Early warning systems should seek to preserve and include local and traditional perspectives and strengthen community ownership.

Early warning systems produce appropriate products and communicate them effectively

The outputs of an early warning system must recognise the diversity of the audience and be appropriate to that audience. Outputs should be contextualised, granular and specific in terms of seasonality, livelihood zone, coping strategies and community capacity. They should include clear explanations of degree or severity, of trend, timing, and of the confidence associated with the prediction.

The choice of the language and the medium of the communication should be appropriate to the audience, as should the level of technical complexity. Where messages are simplified for a particular audience, access to the complete message should be readily available on demand.

The providers of early warning messages should be clear about what can be expected of them, in terms of the frequency of the messages, the level of detail, the timeliness and the means of communication.

The indicators tracked in early warning systems should be objective, consistent and predictive

Selected indicators should produce consistent objective results, across the full range of likely contexts.

They should be able to detect a deviation from the normal trend early enough to provide operational lead-time. They should show a strong correlation with the likely severity of the situation. Where possible, they can be linked to fairly recent reference years, which can be used in scenario modelling.

They should produce outputs that differentiate at-risk geographic areas, at-risk livelihood zones, and provide enough detail to plan responses.

Where possible, indicators should be jointly owned

The primary source for indicators and thresholds should be the products of the national early warning systems.

If these systems do not enjoy the confidence of the development and humanitarian actors, then the reasons for this should be understood and addressed. Investment into parallel systems should be a last resort – and is itself an indicator that things are not well and that the system is not trusted.

The national platforms, and the equivalent bodies at the operational level, should work with all stakeholders to build consensus behind a set of key indicators. Operational partners can also support data collection where necessary.

The results of monitoring these indicators should be immediately available in the public domain, even ahead of the contextualised analysis.

Triggers should be jointly owned and agreed in advance

Where practical, all stakeholders need to feel ownership of, and responsible for the agreed triggers for action. From a pragmatic perspective, this process could begin with consortia or groups of actors all working in a single area or with the same community. The triggers for action should be contextualised:

- between different livelihood groups in the same area;
- between different areas, for the same livelihood groups;
- between groups of different cultures and expectations;
- with the seasonal calendar, based on the seasonal normal range; and
- be able to distinguish between the chronic

background situation and an acute deviation from the norm.

Triggers should be linked to the other components

Triggers should be tied to specific actions (or agreed 'menus' of actions), and responsibilities and funding for these should also be agreed upon in advance.

Characteristics of flexible funding

Funding for early action should be:

- agreed upon in advance and quick to release;
- held as close to the operational level as appropriate; decentralised to the district or community; or delegated to the implementing partner;
- linked to specific triggers, or where these cannot yet be agreed upon in advance, mobilised by swift and light processes on the basis of available evidence and shared analysis;
- supplementary to core programme funding, rather than re-allocated within programme budgets;
- linked to specific activities, which themselves are contextualised rather than standardised;
- tied to people and organisations that are already on the ground with demonstrated capacity, contextual understanding, and actual programmes on which to build, and transparent and accountable.

Characteristics of contingency plans for early action

Planning for early action should:

- take place in advance of the warning and adopt a no regrets approach;
- align with national development plans, include a realistic strategy for human resources surge capacity; and be realistic in terms of the capacity of the partner organisations;
- be specific about funding sources; the context and the target audience;
- include a comprehensive response option analysis, a detailed risk analysis and seek to do no harm; and

- be flexible in terms of location as far as possible; and build on an existing skeleton or framework, wherever that exists, rather than creating a parallel structure.

Characteristics of a truly enabling environment

The environment should:

- promote coherence, integration and alignment, tackling structural issues, silo working and fundamental differences of perception;
- put the affected communities at the heart of decision making and support dialogue between actors with different perspectives and priorities;
- reward compromise and prioritise common goals over individual; and
- value openness and transparency and emphasise evidence over opinion.



Freeplay Foundation / IFRC. Clockwork and solar-powered radios for early warning.

Recommendations and way forward: the case for further investment

At the regional level

The IGAD Drought Disaster Resilience and Sustainability Initiative should be the focal point for

all work around drought early warning, mitigation and early action in the Horn of Africa. IDRSSI should undertake a comparative analysis of predictive capacity of country level drought early warning systems. This would be a medium-term project, with an emphasis on learning and improvement.

At the level of national governments

National governments should strengthen the existing national platforms as the coordinating body for early warning and early action. Concurrently, resources should be committed towards an inclusive early warning system and develop a common framework for operational contingency planning for early drought warning. National safety net and Surge models should also be reviewed to ensure maximum flexibility within.

At sub national level

- Support community engagement with early warning.
- Strengthen community level integrated contingency planning.
- For implementing organisations
- Create opportunities to pilot models for innovation.
- Strengthen internal capacity for synergies between humanitarian and development programmes.
- Strengthen monitoring aspects of existing programmes.
- Develop the evidence base and improve the analysis to increase confidence in the system.
- Further develop volunteer-based Surge models like Red Cross Red Crescent Societies model.
- Strengthen linkages between early action, resilience and climate change adaptation.
- Explore conflict variants in early warning and surge models.

For donors

Many of the investments outlined in the report can be achieved through redefining priorities and responsibilities within existing structures, although a number will also require additional resources.

- Seek to strengthen the internal coherence between development and humanitarian funding streams. Different donors experience this divide to differing degrees, but all could benefit from a proactive and pragmatic approach to recognising and tackling this issue.

- Seek opportunities whereby trusted partners or consortia can gain access to funding that is both flexible and predictable, by using the whole funding system (humanitarian and developmental) for mutual advantage. Where structural constraints exist, creative, flexible and pragmatic solutions should be sought, avoiding duplicate reporting requirements.
- Examine their programming portfolios, and identify components that could benefit from including a crisis modifier or equivalent contingency mechanism.
- Seek to influence other donors through existing relationships and forums.
- Recognise the cost implications of Surge models,

and commit funding to their appropriate expansion and development.

- Suggest, encourage and support partnerships between research institutions and operational actors.

For research

Investment in research can come from any quarter; governments, donors, and implementing partners. Linkages with universities and research institutions have really paid dividends in providing a robust evidence base for a number of interventions, and this approach should be broadened.

Measuring Resilience

Emerging methodologies and findings

Context

There is now wide agreement that the interaction of climate change trends, ecosystem fragility, and geo-political instability has produced new configurations of risks that have become increasingly difficult to predict. The complexity of the context in Horn of Africa exacerbated the side effects of these risks on the most vulnerable people influencing different levels of resilience. Understanding the context specificity but also possible universality of contributing factors to recommend options for transformative change or need for stabilisation will have to be at the core of research projects suggested, managed and/or implemented by the Resilience Analysis Unit (RAU). This will require innovative application of different tools and methodologies to put together the pieces of the complex puzzle called resilience.

Some examples of the tools that RAU will test and utilize are the Mixed Method Approach and CoBRA.

A Mixed Methods Approach to Measuring Resilience in Somalia

This paper describes a mixed methods approach to measuring resilience in Somalia as part of a joint FAO-UNICEF-WFP Resilience Strategy started in 2012. Qualitative and quantitative methods are used

to inform and complement each other, allowing an understanding of resilience appropriate to its complexity and dynamism.

Using a mixed method, this brief article describes as some of the specific findings about what resilience means to individuals, households, communities and livelihoods in Dolow, South Central Somalia. The approach will continue to evolve both in Dolow and in other districts where the Resilience Strategy is to be applied. What is intended is a resilience and impact evaluation using the same principles as the joint Strategy itself: informed by communities, dynamic, and built on synergies between approaches as well as agencies.

Introduction

Resilience has recently become a central theme for humanitarian and development interventions, especially in contexts where vulnerability has remained unchanged despite long-running interventions and large-scale investments. The hope that it will bring new ways of working – long-term, collaborative, holistic and essentially more effective – invites pledges from agencies, donors and governments alike.

One thing all resilience interventions have in common is that their impact must be measured.

The purpose of this paper is to show how a quantitative methodology for measuring resilience – the FAO Econometric Model, RIMA – can be integrated with and complemented by a qualitative approach. A case study from a joint FAO-UNICEF-WFP impact evaluation in Somalia is given.

Mixed Methods - Rationale

Resilience is not measurable per se, but rather must be inferred through measurable proxy indicators. Given the multi-dimensional nature of resilience and its complexity, a composite index or a set of indicators is needed.

The FAO RIMA model (FAO, 2013) generates a 'resilience index' comparable across households, communities and livelihood zones. Econometric analysis is based on quantitative household level whereby variables are adapted per context through qualitative information gathered from community participation and consultation.

Another area for complementarity between qualitative and quantitative approaches is validation of findings, i.e. using qualitative information to consolidate, correct or deepen findings apparent in quantitative data – and vice versa.

The strongest case for a mixed methods approach is that a baseline resilience index must be interpreted by taking into account locally-specific structural and environmental factors (including capacities and behaviour) – the type of information qualitative methods can better provide.

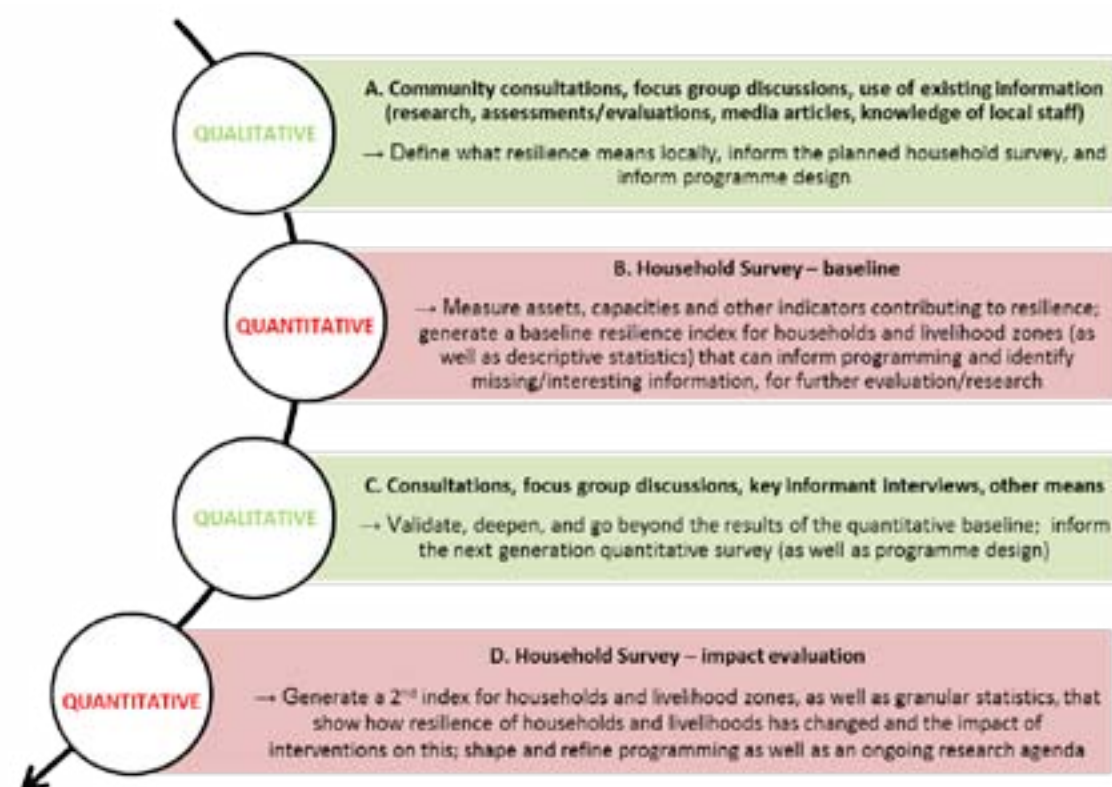
In addition, qualitative methods can better explore issues usually not captured through close-ended questionnaires and traditional data. For example, information about behaviours and norms that affect decision-making and coping, or the role of social networks and capital, or the changing economic and social roles of women and youth.

This paper is the short version of a longer one (Lee Reidy d'Errico, 2013) which includes references, annexes and more details about this experience.

Applying a Mixed Methods Approach to Measuring Resilience in Somalia

A Case Study

The basis of the impact evaluation for that joint Resilience Strategy is represented in the following diagram:



Qualitative: Use of existing data, community consultation, and focus group discussions

Analysis of existing data

Objectives:

- Explore themes relevant to resilience.
- Influence the design of planned qualitative and quantitative data collection methods, as well as programmes.

Methodology:

This included use of existing materials and knowledge prior to the consultations and discussions. For example, an academic/NGO survey done in Dolow Ado and a UNICEF-commissioned study on pastoral livelihoods. Inputs by local staff were vital in informing qualitative methods as well as quantitative survey and programme design.

Community consultations

Objectives:

- Qualify local perspectives of vulnerabilities and shocks, coping and resilience – recognising the need for context-specific understandings of complex realities.
- Inform the quantitative household survey.
- Inform resilience-building interventions – recognising the need for demand-driven programming informed by local contexts and priorities.
- Build agency-community relationships that support joint planning, social auditing, community-level management and monitoring of service delivery.

Methodology:

All three agencies (FAO-UNICEF-WFP) were involved in the fieldwork, carried out by local and partner staff.

Consultations took place with as wide a representation of the community members as possible. The format was that of a customary community meeting – broadly attended and open discussion in a typical meeting place such as a large shade tree. Consultations were

facilitated as much by agency staff as by local elders, who opened the meeting with prayers, greetings and introductions.

Discussions centred on lives and livelihoods, and explored themes relevant to resilience.

Focus group discussions (FGDs)

Objectives:

- Explore (validate) themes of resilience established in community consultations.
- Generate specific knowledge on aspects including livelihoods, production and seasonality, social services, women and youth, vulnerability and safety nets.
- Influence planned quantitative methods and interventions.

Methodology:

Focus group discussions were held one day after community consultations, in the same places and largely with the same teams. Key discussion themes were developed and included livelihoods, production and seasonality, social services, women and youth, vulnerability and safety nets.

Focus group discussions also developed seasonal calendars. Through this, recent and recurrent shocks were identified, seasonal dynamics in livelihood strategies and access to services were clarified, and existing community resilience was discussed. Discussions were held separately for men and women groups.

Outcome of qualitative methods, and their relationship to quantitative methods

Consultations established the local vocabulary for resilience, central to a shared understanding of the concept. Several words were agreed upon by the Dolow participants as descriptive of 'resilience': boqsasho/kabsasho; ceeynsami; laqabsasho; adkaysi; barbah.

Quantitative: Household survey (baseline)

The second step was a quantitative survey which numerically measures various aspects and components of resilience, and is informed by the previous qualitative research.

A baseline survey at household level was designed

to measure context-specific (and livelihood-specific) variables associated with resilience to shocks and stress.

Objectives:

- Quantify the baseline resilience of households, livelihood zones or other groupings.

Methodology:

Resilience in Somalia was represented in a conceptual framework of five 'pillars' – Productive sectors, access to basic services, social safety nets, adaptive capacity and stability. Variables determining each of these were captured through an extensive questionnaire answered by 1,014 households in targeted and controlled localities. Proportional sampling was done based on livelihood zones. Communities involved in consultations (above) were included.

Qualitative: Community validation and consultation

Objectives:

- Qualify/validate/triangulate existing 'findings', and deepen them.
- Surface new issues and indicators relevant to future survey instruments.
- Gather data to inform interventions.
- Strengthen agency-community relationships.

Methodology:

Methods included those described in Step A and additional ones such as key informant interviews (KIIs).

After validating 'findings' of the survey, specific dimensions of resilience that were under-represented or overlooked by the survey were explored.

Quantitative: Impact evaluation

Objective:

- Quantitatively measure resilience over time in order to establish the impact of interventions.

Methodology:

Questionnaires were revised, then re-applied to the same communities, if not households, whose responses formed part of the longitudinal or panel data that helped understand changes in context-specific resilience over time.

Conclusion

While the application of the mixed methods approach explained through the case study is not yet complete or exhaustive, its use of qualitative data to inform quantitative counterparts (and vice versa) has allowed a multi-dimensional baseline understanding of resilience in the target district of the joint FAO-UNICEF-WFP Resilience Strategy. The final outcome is an evaluation of the impact of interventions on the resilience of households, communities and livelihood zones.



Understanding Community Resilience

Findings from Community-Based Resilience Analysis (CoBRA)

United Nations Development Programme Drylands Development Centre

Abstract

Community-Based Resilience Analysis (CoBRA) developed by United Nations Development Programme Drylands development Centre is a participatory qualitative resilience measurement tool developed with the aim to understand resilience concept from a community perspective. This article summarizes the key findings of the series of CoBRA assessments undertaken in Kenya and Uganda in 2012-2013.

Context

Over the last decade, the drylands of the Greater Horn of Africa have been affected by repeated drought-related disasters. The most recent drought crisis in 2010-2011 generated a major reconsideration about how development and humanitarian actions can be better coordinated so as to minimise the impact of shocks and stresses such as drought on lives and livelihoods. In this context, the term 'resilience' has gained much traction among governments and other agencies working in the region, helping to extend their focus to the potential capacities of disaster-prone populations to cope with inevitable future shocks and stresses.

Despite much rhetoric and debate on the need to measure and monitor impact and progress of programmes and projects towards resilience, very few practical approaches have been developed and tested to date. Different entities have different interpretations of the concept and tend to implement 'resilience' projects in a largely independent and fragmented manner.

Against this backdrop, in the course of 2012-13, UNDP Drylands Development Centre developed and piloted the Community Based Resilience Analysis (CoBRA) methodology in Ethiopia, Kenya and Uganda in close

partnership with the respective governments and other United Nations and non-governmental organisation partners. In recognition of the limited opportunities for drought/disaster-prone local populations to engage with ongoing highly technical resilience debates, CoBRA uses participatory qualitative approaches to understand resilience from a community perspective. It does not identify any preconceived components of resilience but rather allows communities to define it and assess their progress in achieving it (Box 1). More specifically, by combining focus group discussions (FGDs) in sample communities and key informant interviews (KIIs) with nominated "resilient households", CoBRA intends to:

- Identify the priority characteristics of disaster resilience for a target dryland community;
- Assess the communities' achievements of these characteristics at the time of the assessment and during the last crisis or disaster;
- Identify the common features and strategies of disaster resilient households; and
- Identify the most highly rated interventions or services in building local disaster resilience.

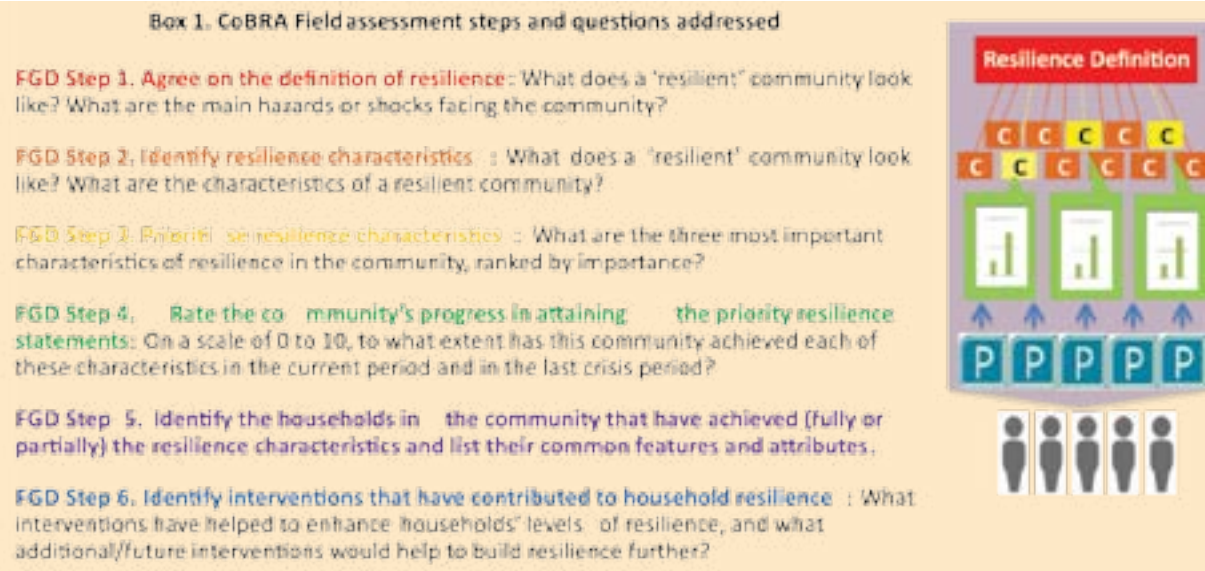


Table 2. Common characteristics of resilient households in Kenya and Uganda

Key informant household characteristics	CoBRA assessment locations			
	Marsabit	Turkana	Karamoja	Kajiado
Total number of KIIs conducted	41	42	39	36
Percent of households with multiple income sources	75%	90%	98%	100%
Percent of households with agricultural/pastoral/fishing income	80%	78%	95%	98%
Percent of households with small business/enterprise income	48%	83%	80%	86%
Percent of households with wage/casual labour income	51%	45%	52%	58%
Percent of households with at least one member who has completed primary education	74%	69%	66%	89%
Percent of households with at least one member who has completed secondary or higher education	48%	43%	34%	69%
Average literacy rate for the county/sub-region	26%	18%	21%	55%

The most highly ranked characteristics of resilience do not often correspond with priority interventions by development and humanitarian partners. When the most highly rated characteristics affecting resilience are compared with the portfolio of projects and interventions provided to the same communities, there is often a mismatch. For example, completing secondary and tertiary education is regularly cited as a key characteristic of resilience, but support for expansion of access to education is rarely prioritised.

Integrating resilience in plans and programmes
Assessing communities' definitions of resilience is important not only as a participatory exercise, but also as a means of understanding local contextual factors that drive or undermine resilience. Importantly, the assessment highlighted how these characteristics overlap and vary between different locations, age, gender, livelihood groups or contexts, which can be used to help tailor resilience programming.

A strong link demonstrated between resilience and higher levels of income and assets derived from multiple sources has important implications for development/humanitarian partners seeking to understand how to allocate resources to best build resilience. Increasing access to credit, strengthening savings groups and improving commercial literacy and business skills are all key interventions in this regard.

The high ratings universally given to a small set of characteristics for community resilience may

imply that these factors will drive change that enables dryland households to develop multiple sources of income and make other positive changes. Higher education can link people to broader income-generation opportunities, especially off-farm activities such as wage labour. Water is key to both human and ecosystem health and economic development, contributing directly to livestock/agricultural production and productivity. These sectoral linkages are not necessarily systematically addressed in current dryland policy and planning frameworks and not always immediately considered as part of disaster risk reduction strategies.

The CoBRA results stress the **need for coordinated and concerted action among actors at different scales** – including hardware and software, long-term and short-term, and small and large investments. Some of the perceived priority characteristics, such as peace and security, secondary/tertiary education and roads, are not systematically incorporated into ongoing dryland support. Ignoring these costly and long-term interventions and instead focusing on less costly investment may lead to false economies. Communities consistently highlighted interventions that enhance access to markets, savings and credit as highly beneficial for enhancing community/household resilience, and these should be prioritised in the short-term. Their success, however, may be handicapped if larger scale interventions continually fail to be developed in tandem. Greater support for a coordinated approach will be required to ensure resilience in dryland communities in the long-term.

What have we learnt from CoBRA Assessments?

Findings from Kenya and Uganda

Communities consistently highlight several priority characteristics to describe a resilient community (Table 1). While there are some prominent differences in prioritisation of resilience characteristics depending on the unique local ecological and socio-economic conditions, some characteristics were commonly prioritised across the assessment locations including, among others:

- Education: All children would be able to complete primary/secondary/tertiary education;
- Water for humans: The whole community would have access to sufficient, good-quality water at all times of the year; and
- Peace and security: The whole community would enjoy continual peace and security.

Table 1. Top three resilience characteristics by gender and age group

GENDER/AGE GROUP	MARSABIT	TURKANA	KARAMOJA	KAJIADO
Women	<ul style="list-style-type: none">• Peace and security• Education• Water for humans	<ul style="list-style-type: none">• Education• Diversified IGAs• Water for humans	<ul style="list-style-type: none">• Productive farms• Education• Livestock herds	<ul style="list-style-type: none">• Education• Water for humans• Health care for humans
Men	<ul style="list-style-type: none">• Peace and security• Water for humans• Education	<ul style="list-style-type: none">• Education• Peace and security• Water for humans	<ul style="list-style-type: none">• Productive farms• Peace and security• Education	<ul style="list-style-type: none">• Education• Water for humans• Health care for humans
Youth	<ul style="list-style-type: none">• Education• Peace and security• Water for humans	<ul style="list-style-type: none">• Education• Access to markets• Access to credit	<ul style="list-style-type: none">• Education• Access to markets• Access to credit	<ul style="list-style-type: none">• Roads• Education*• Water for humans*• Employment*

Resilient households are consistently described as those that have greater income and assets built through diverse sources. The most common feature of resilient households noted through the FGDs and KIIs is that they have multiple income sources, which tend to combine traditional on-farm (e.g., pastoral and crop farming) activities and other on-/off-farm income generating activities (IGAs) such as wage labour and small businesses (see Table 2). The resilient households with single income sources have either a large herd size or a large farm. Higher education levels of resilient households are perceived to account partially for their better access to diversified IGAs.

Listening to communities

The NRC approach to resilience in South Central Somalia: The BRCiS Consortium

Abstract

The Norwegian Refugee Council (NRC) led Building Resilient Communities in Somalia (BRCiS) consortium integrates life-saving and livelihoods recovery needs of vulnerable communities. It reinforces absorptive and adaptive resilience, tackles root causes of vulnerability and emphasises women participation, inter-clan social networks and livelihood diversification, ultimately contributing to household/community resilience. The programme also intervenes at multiple levels and in several programme sectors in an integrated manner, thus, creating synergy.

The approach: A theoretical framework

South Central Somalia is still recovering from the massive shock of the 2011 famine. Protracted conflict, massive displacement, high vulnerability to natural hazards, poor to no primary services in many areas and a new central government. According to the Food Security and Nutrition Analysis Unit (FSNAU), an estimated 1 million people are in crisis, which is approximately 13 percent of the population. In addition, due to climate change and the progressive erosion of resources, the frequency and severity of drought years are likely to increase and, as Frankenberger notes: “This trend exacerbates other underlying factors such as poverty, degraded ecosystems, conflict and ineffective governance”. Therefore, in this context, building the resilience of affected people requires helping them to cope with current change, adapt their livelihoods, and improve ecosystem health so that they are able to avoid problems in the future. This means not only helping people directly but also supporting wider development through implementing projects at sufficient scales and over a long enough time period to have lasting benefits.

Frankenberger T. (2012), *Building Resilience to Food Security Shocks in the Horn of Africa*, Discussion note, March 2012. Ibidem.

BRCiS is funded by DFID for four years.

BRCiS Consortium (2013), *Project proposal*.

Pérez de Armiño K. (2002), *Linking Relief, Rehabilitation, and Development in the Framework of ‘New Humanitarianism’ Summary*, Brussels: VOICE asbl.

Heijmans A. (2001), “Vulnerability: A matter of perception”, 2001 Papers, London: Benfield Greig Hazard Research Centre.

Tango and Mercy Corps, *What really matters for resilience: Exploratory evidence on the determinants of resilience to food security shocks in Southern Somalia*, available at http://www.mercycorps.org/sites/default/files/WhatReallyMattersForResilienceSomaliaNov2013_0.pdf.

Opportunities and challenges of the NRC/ BRCiS approach

The Building Resilient Communities in Somalia (BRCiS) Consortium, which started its operation in November 2013, adopted this approach of Linking Relief, Rehabilitation and Development (LRRD). This integrated approach responds to saving lives and livelihood recovery needs, as well as intervening in other programme sectors such as food security and livelihood; shelter and water, sanitation and hygiene (WASH), all activities delivered in a way that are complementary to each other. This innovative approach, offers a series of opportunities:

1. It reinforces both absorptive and adapting resilience of targeted communities and households, in contrast to traditional humanitarian programming which responds to needs created by a single shock. The Consortium’s approach provides layers of assistance in what is called a contiguum of simultaneous humanitarian aid, rehabilitation and development assistance;
2. It tackles the roots of vulnerability and therefore increases the resilience of both households and communities;
3. It encompasses the three main determinants of resilience, as identified by Tango and Mercy Corps: women participation, inter-clan social networks and livelihood diversification and independent income sources.

Nonetheless, the BRCiS Consortium is also facing some challenges, mainly linked to the context:

1. Insecurity in many parts of South Central Somalia is a hindrance to access and, therefore, to community involvement, participation and

empowerment;

2. A new and emerging government structure is linked to local dynamics that could be a setback in implementation, as different sets of power structures interconnect and even clash;
3. On the ground, capacities and the understanding of the concept of resilience is quite limited.

the Children International (SCI), International Rescue Committee (IRC), Concern Worldwide and CESVI FondazioneOnlus. The harmonised programmatic approach aims at improving the quality of intervention for beneficiaries, adopting and applying shared programmatic principles. Organisations would have greater impact on people’s lives than with a classic project approach.

A Consortium approach: Dynamics among partners

The NRC approach is channelled through a Consortium of five organisations, which include NRC (lead), Save

Table 1: Level of harmonisation/integration in the BRCiS Consortium

	Least harmonized		Fully harmonized	
Monitoring and evaluation (M&E)				
Geographical distribution				
Implementation				
Targeting criteria for selection of villages/communities				
Reporting to the consortium				
Reporting to the donor				
Financial reviews				
Standard Operation Procedure (SOP) compliance				
Risk mitigation				
Staff (capacity, training, work conditions)				
Attitude to acceptable diversion				
Sharing sensitive information				
Participatory approaches to programming				
Communication with beneficiaries				
Accountability				
Early Warning Systems (EWS)				
Working with local partners				
Learning				
Security and access				

The above table is based on various meetings within the BRCiS Consortium (both at senior management level and technical/implementation level), with the donor and with other relevant stakeholders. The table captures both the actual level of harmonisation/integration (normally, the lowest level of harmonisation/integration) and the planned/intended level of harmonization/implementation that the BRCiS programme intends to achieve.

Notably, besides operational harmonisation, the BRCiS Consortium plans to build its integrated approach on two main pillars:

1. Common behaviour changing messages and discourse;
2. Integrated implementation in complementary areas.

The Consortium adds value and innovation:

Scale and duration of the project

The harmonised/integrated consortium approach has and will have a positive impact on the resilience of targeted households and communities. In addition, it results in an innovative approach that has multiplier effects beyond the algebraic sum of the single impact of the five members while increasing both absorptive and adaptive capacities, for the following reasons:

1. The theoretical and methodological approach: This is detailed above, (in the section on opportunities and challenges), especially the contiguum concept of simultaneous humanitarian aid, rehabilitation and development assistance;
2. The scale of action: The consortium targets 30,100 households and 210,700 direct beneficiaries in seven regions and 13 districts of South Central Somalia. Highlighted areas in the following

Figure 1: BRCiS regions and districts of operation



map show the areas of coverage of the BRCiS programme.

3. Duration of the project: Unlike more traditional humanitarian projects, BRCiS has a four-year duration, which will guarantee the possibility of fully implementing the established approach.

Conclusion: Recommendations and way forward

Given what has been learnt from the innovative approach of the BRCiS Consortium, the following recommendations are suggested:

1. Increase the scale and magnitude of operations: Extend the scale and magnitude of operations by establishing strategic and operative links with other relevant actors, and to ensure the added value of different stakeholders. Synergies and networks might act as 'impact multiplier'. For instance, Early Warning Systems implemented on a larger scale have a much significant impact than systems implemented on a local level. This dynamic system is already in operation in Somalia, since different consortia are starting to establish links and reinforcing connections.
2. Keep the context into consideration and embed flexibility into the project approach: In a volatile context as South Central Somalia, it is imperative to maintain a certain grade of fluidity in the project methodology and implementation. On the one hand, characteristics of resilience are different from location to location, and communities to communities. On the other hand, the insecure environment forces a continuous re-adaptation of the planning.
3. Establish a clear vision, strategy and exit strategy: In order to ensure impact and consistency throughout the project, it is necessary to clearly define the vision and strategy. Guarantee the sustainability of the entire process by defining a clear exit strategy, shared with and accepted by local communities and all the relevant stakeholders, including formal and traditional authorities.



Photos: Courtesy of NRC urban returns programme in SC Somalia



Community Contingency Plan and Contingency Fund

A wise early action investment to build resilience against drought

Abstract

Partners for Resilience, an alliance of five Dutch based international organizations with local implementing partners (Red Cross and local NGOs), have been implementing a four to five years resilience building programme in disaster prone areas of Kenya, Uganda and Ethiopia since 2011. The programme focuses on identifying and addressing the multi-fold vulnerabilities and underlying root causes through effective community empowerment and self management process. The process helped communities to analyse risks they face and come up with risk reduction and resilience building action plans. One of the plans is a contingency plan that aims at protecting lives and livelihoods during hazard event. The 2013 community contingency plan for Dedecha Basa community in Kenya improved community preparedness capacity for reduction of the potential impact of drought and wildfire.

Partners for Resilience (PfR) is the first, probably the biggest, global alliance which brings together five humanitarian, development, environmental and climate organizations to implement a five-year (2011-2015) resilience building programme in nine disaster and extreme weather prone-countries around

Hay harvested and stored to be used during drought



the globe. These organisations are: Netherlands Red Cross, Cordaid, Wetlands International, Red Cross/Red Crescent Climate Centre, and CARE Netherlands. The programme is also unique in that, it approaches the target communities with an integrated approach of disaster risk reduction, climate change adaptation, eco-system management and restoration, in order to address multi-fold vulnerabilities in sustainable, effective and efficient ways. Implementation is guided by basic principles generated, tested, adapted and refined in the course of the programme period. One of the key principles is “Promote Community Self-Management”. The partners strongly believe resilience building is an in-built process which has to be owned and managed by its rightful owners - the vulnerable communities.

Kenya, Uganda and Ethiopia are the target countries for PfR in the IGAD region. In Kenya, the programme is implemented in thirteen drought and flood prone communities in Isiolo County. Dedecha Basa is one of these communities supported by Cordaid and implementation is facilitated by a local NGO called Merti-Integrated Development Programme. After intensive discussions, consultations and awareness raising, the community established their own “Community Managed Disaster Risk Reduction Committee” before building an office. Under the leadership of the committee and with the technical support from trained community champions, the community managed to identify, analyse the different risks they are facing and prepared two types of plans: A long-term community development plan that would help them address underlying causes of their vulnerabilities; and a short-term (semi-annual) contingency plan that would help them mitigate the negative impact of hazards.

Contributed by: Sirak Abebe Temesgen (Country Lead for PfR Programme in Kenya) STemesgen@redcross.nl

Their first ever community contingency plan for 2013 resulted in a remarkable achievement that made community members proud of themselves and were encouraged to do more. The plan focuses on three hazards (wildfire, drought and livestock disease called Black Quarter) which occur often in the targeted area and cause serious devastation on the lives and livelihoods of the community. It contains the detail plan on how the community hopes to contain the hazards with modest financial and technical support. They presented their contingency plan to Cordaid together with their own contributions which included; harvesting and storing as much hay as possible and completely seal some of the strategic boreholes so that they can be used during a drought situation; mobilise the community on short notice to contribute labour for mass deworming of livestock and to closely monitor the indigenous indicators of the three hazards and decide when to roll out the contingency plan. It also spells out when to mobilise the community, how to closely monitor the indigenous early warning signs, when to roll out the action plan, as well as when to pass the information to the Cordaid County Veterinary Officer. Cordaid shared the CP with the country team who discussed it and agreed that it would be used as a pilot exercise. Cordaid allocated money some of which the organisation used to purchase a motor bike for close supervision of the rangelands against wildfire. For signs of drought and Black Quarter, the community put in place systems and structures, and assigned roles and responsibilities among themselves. Twenty community members were trained on how to contain wildfire. A public address system (speaker) was bought for wide dissemination of information, and community sensitization undertaken to inform the community about key early signs of the three hazards, what measures to take and whom to contact whenever they encountered them.

When the dry season began in June 2013, community members trained on how to contain wildfire became extra vigilant and closely monitored the situation. Whenever they sensed danger they quickly moved to the spot using motor bikes to verify. By doing so, the community managed to effectively control three wildfire outbreaks that would have devastated a wide tract of rangeland between June and July 2013. This made 2013, the least rangeland wildfire experience the community has ever had in the last decade.

Towards the end of September 2013, the rain started and barely a week later the community organisation started receiving information about the outbreak of Black Quarter in two spots in the neighbouring communities. The committee swiftly verified the cases, informed Cordaid and the County Veterinary Officer, who mobilised the community and managed to de-worm all the livestock within three days. A total of 8,467 goats, 6,211-cattle and 524 donkeys were dewormed. It is the first time in the recent memory of Dedecha Basa community when Black Quarter was effectively contained, managing to claim only about ten animals.

Though the community was better prepared in 2013, there was no drought except a modest dry spell in April and March which was managed through the dry season reserved rangelands and water sources. As a result, the community organisation decided to use the stored hay, monitor the quality of the strategic boreholes and do maintenance work on them.

These experiences were a good lesson to the community. They have the capacity to contain the two monsters that have befallen them repeatedly and have rendered them helpless victims waiting to be rescued by outsiders.

However, these achievements were not without challenges. The community has faced such challenges as: i) Limited skills on how to contain some of the hazards and inadequate resources for use in eventualities; ii) Poor financial and management skills at community level; iii) Poor coordination between the community contingency plan and county level contingency plan; iv) Some of the indigenous early warning indicators are becoming less effective in predicting looming dangers in time.

Recommendations

- i) Invest in enhancing communities' capacity to prepare and manage their contingency plans and resources;
- ii) Create a funding mechanism that can allow flexibility and fast disbursement of funds at community level;
- iii) Improve joint utilisation of modern and indigenous early warning indicators;
- iv) Early action always involves some degree of uncertainties, therefore, a space for making mistakes has to be provided.

4 Resilience Programming: The cross-border perspective

Introduction

The IGAD region covers approximately 5.2 million square kilometers with more than 65 percent of the land receiving less than 500mm of rainfall annually. This region is home to over 200 million people with a diverse and rich culture, resources and opportunities which have enabled them to harness livelihoods over the years. Communities living along the national borders share common livelihood systems and therefore face common opportunities and threats. The region is increasingly confronted by climatic, demographic, political, social and economic changes; new challenges and immense opportunities for the people and governments are emerging. Drought however, remains a major challenge to socio-economic advancement of these populations. Interventions to address them have largely remained national with limited pursuit of regional and cross-border opportunities and actions.

In 2011, during the summit on drought, Heads of State and Governments of the IGAD region and East African Community (EAC) mandated IGAD to lead and coordinate initiatives to end drought emergencies. Consequently, the IGAD Drought Resilience and Sustainability Initiative (IDDRSI) Strategy was formulated with detailed Country Programming Papers and Regional Programming Papers (CPPs and RPPs). Optimal achievement and delivery of the IDDRSI Strategy as operationalised through RPPs and CPPs requires coordinated actions as well as due consideration of cross-border issues. This is because the resilience and indeed the development of a nation are inextricably linked to that of cross-border populations which are considered peripheral and seldom perceived as gates for opportunity and growth.

The concept of cross-border programming is increasingly attracting the attention of policy makers and development partners due to the recognition of common issues spanning across countries, requiring coordinated and harmonised solutions. The issues include, but are not limited to natural resources, common markets, trans-boundary diseases and pests, infrastructure, insecurity and conflict. The concept is however alien to communities whose perception is ecosystem based. In a bid to bridge this divide, IGAD and the Food and Agricultural Organisation (FAO) of

the United Nations with the support of the European Union (EU), together with development partners in the region, pursued a number of actions.

Key experiences

The IGAD, FAO and partners' experiences outlined in this paper are drawn from the Regional Initiative in Support of Vulnerable Pastoralists and Agropastoralists in the Horn of Africa (RISPA) and Drought Risk Reduction Action Plan (DRRAP) funded by the European Union and European Union Humanitarian Aid and Civil Protection (ECHO) respectively. These projects had activities at community, national, cross-border and regional levels providing a unique platform for interaction between humanitarian and development stakeholders across the spectrum. Five key experiences are presented as follows:

Bringing cross border community issues to the attention of policy makers

IGAD and FAO facilitated a direct interaction of policy makers from Uganda, Kenya, Ethiopia and Djibouti with the cross-border communities. Policy makers met and discussed with communities and legislators about the common issues being faced across boundaries. This visit culminated in a visit to IGAD Secretariat where the MPs committed to support IDDRSI at country and regional levels. Their experiences were shared during the Members of Parliament (MPs) and Ministerial meeting on peace, security and development in the Karamoja Cluster (Ethiopia, Kenya, South Sudan and Uganda). The meeting endorsed the creation of the IGAD region MPs Caucus, and elder's forum which would advance cross-border and country community issues.

IGAD and Comité Inter-Etats pour la Lutte contre la Sécheresse au Sahel (CILSS) in close collaboration with FAO organised a visit for policy makers from IGAD Member States to learn good practices from CILSS. Policy makers participated in a Knowledge Fair interacting with their counterparts from the Economic Community of West Africa (ECOWAS). They visited the Transhumance Livestock Corridor in Niger (the Kara along the Niger-Benin Corridor). This provided hands-on experiences on technological innovations and supported infrastructure relevant to building pastoral community resilience to drought and

related challenges in the IGAD Region. Consequently, a 'transhumance' protocol for the IGAD region is being formulated based on this.

Facilitating an enabling environment for trans-boundary disease control

Livestock disease control initiatives have been undertaken by communities, local and national governments and partners in cross-border areas of Kenya and Uganda over the years. This was formalised based on experiences of ACTED, Veterinary sansFrontieres Belgium (VSF-B), Cooperation and Development (C&D) with the strong support from local veterinary offices in the counties of Turkana and Pokot, Kenya, and Karamoja districts. A Memorandum of Understanding (MoU) was signed between the Department of Animal Health and Entomology, Uganda and the Department of Veterinary Services, Kenya with IGAD as the custodian. This is being operationalised through a joint Cross-Border Animal Health Programme Framework with relevant operational structures at national and field levels. This will facilitate a coordinated and harmonised disease surveillance and control impact on trade and food security of cross-border communities.

Increasing peaceful access to natural resources

Access to grazing resources is limited to secure areas resulting in degradation; despite the availability of such resources in cross-border areas which have largely remained conflict hot spots. Through a continued and sustained engagement facilitated by ACTED, CARE, VSF-Belgium and Germany with communities and institutions including traditional, faith-based and government, resource sharing agreements have been signed by cross-border communities in Dasenach, Harmar and Gabbra across the Kenya-Ethiopian border; Pokot and Turkana in Kenya and Karamojong of Uganda. These agreements have facilitated free movement and access to resources especially at critical times, for instance, Turkana communities have obtained peaceful access to grazing resources in Karamoja, Uganda with the support of the local and national institutions and governments of both countries.

Strengthening partnerships on cross border actions

IGAD, FAO and regional partners have continued to coordinate and provide technical support to cross-border communities through facilitation of appropriate policy frameworks, strategies and fora for engagement and learning. A number of joint technical support missions have been undertaken across Ethiopia-Kenya, and Kenya-Uganda borders with support from national governments and partners. The lessons learnt are informing larger resilience and development programming in the region including the World Bank Pastoralist Livelihood Resilience Programme.

Enhancing cross border trade

The concept of group savings and loans also known as Village Community Banking (VICOBA) in cross-border areas have enhanced trade between communities. For instance, traders from Moroto, Uganda cross over to Turkana, Kenya and vice versa for trade. Exchange visits between these communities have provided opportunities for networking and trade in various commodities across the borders. This is enhanced by the resource sharing agreements between communities which have increased trade in livestock and livestock products. Studies on informal cross-border livestock trade have shown that there exists substantial trade across borders requiring collective policy and investment actions including securing trade routes and investing in infrastructure and services along the routes.

Challenges and opportunities

Cross-border programming and collaboration in the region has largely remained localised and opportunistic, with efforts by communities, local and national governments not consistently linked. This is as opposed to the opportunity of it being a purposed, planned and holistic concept integral to policy, programming and investment by all stakeholders; bringing to fruition the benefits of harmony, economies of scale, greater access and opportunity not only to cross-border populations but indeed to the 200 million people in the IGAD region.

Cross-border initiatives and collaboration in the IGAD region have a good basis to be built upon communities from the same ethnic groups residing

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across borders, for instance, the Pokot of Kenya border the Pokot of Uganda, the Turkana of Kenya, border the Karamojong of Uganda, the Nyangatom of Ethiopia and South Sudan and Borana and Somali of Ethiopia and Kenya. There is a great opportunity for institutions and mechanisms at community and government levels to coordinate and link their efforts. In the case of Kenya-Uganda and Ethiopia-Kenya borders, the strengthening work by traditional institutions, their respective communities, the private sector together with the Joint Border Commissioners Fora will go a long way in positively reinforcing policy and investment actions that would substantially address important cross-border issues.

Parallel, unsynchronised and uncoordinated investment by governments in regard to cross-border areas increase transaction costs and substantially reduce its efficiency and effectiveness. For example, free livestock vaccination and treatment on one side of the border and cost sharing basis on the other; and construction of roads and water infrastructure on one side without linkage to the other side of the border. Joint planning and investment along the borders and regionally is therefore crucial in boosting concerted effort by communities and governments, and facilitated by IGAD.

Recommendations and way forward

It is worthy to note that IGAD Member States have continued to put in place mechanisms and systems that have opened up cross-border trade and brought about positive changes especially the development of infrastructure. For example, the Lamu Port and road and rail networks (LAPSET). There is, however, need to expand cross-border programming to other IGAD countries and sectors and harmonise policies that affect the free movement of people, animals, goods and services along the borders and in the region. For

example, common money transfer mechanisms and tariffs (regional M-PESA and international Western Union) in the region and accessible financial services.

Accelerate coordinated and joint policy and investment actions by IGAD Member States mainly on areas fundamental to resilience such as peace and security, infrastructure, basic social services, governance, alongside complementary information and coordination.

Adoption of cluster approach to management of common cross-border areas such as Karamoja, Borana, Somali and Dikhil clusters.

Foster linkages between institutions and mechanisms at government and community level. Consider expanding the role of the Joint Border Commissioners to include wider development issues, not just security, resilience and development, ensuring linkages to local and regional mechanisms.

Promote and pursue the recognition and registration of cross-border groups of traders and livestock keepers'/farmers' cooperative societies for them to access resources.

Facilitate and formalise the cross-border livestock informal trade and avoid double taxation and restrictions that hamper the growth of trade or restrict it to informal mechanisms.

Strengthen networking between countries on technical issues especially those of trans-boundary nature, for example, the existing national livestock policy hubs should be linked with the regional livestock policy hubs to ensure cross border priorities are considered when implementing national action plans. This should be extended to other sectors.

In the grey zone

Learning from ECHO's drought preparedness program

2006-2013

Abstract

After seven years promoting drought preparedness and the links between relief and development in the Horn of Africa, ECHO is closing its regional drought preparedness program. Here Sylvie Montembault, who has overseen the final phase of the program, reflects on the key achievements, lessons learnt and recommendations for governments, NGOs and donors. She highlights the importance of local level community and cross border approaches to DRR, the need for cross organization sharing and learning and the importance of advocacy to ensure that the underlying causes of vulnerability are adequately addressed.

For further information, please contact Sylvie Montembault, ECHO regional DRR advisor sylvie.montembault@echofield.eu

Introduction

Between 2006-2013 DG ECHO has invested 90million Euros in the Horn of Africa regional drought preparedness program (referred to as the DRRAP). 103 contracts were awarded over five, 12-18 month phases to NGOs and UN partners operating in Ethiopia, Kenya, Uganda, Djibouti, across the borders. The program also funded regional co-ordination, learning and advocacy programs including REGLAP, FAO's regional and country offices, UNISDR, the IFRC, and the development of UNDP DDC's resilience measurement tool: COBRA. A considerable amount of experience has been generated from this program which is of relevance to donors, governments and international and national organizations. Much of this learning has been documented by partners and is available on the specially designed website www.disasterriskreduction.net and a reflection document on the DRRAP is being compiled. The following summarizes some of the key successes, lessons learnt and recommendations for the future:

The piloting and scale up of community-based approaches

The main aim of the drought preparedness decision

was to strengthen the resilience of vulnerable communities in the drylands of the Horn of Africa by piloting community-based drought mitigation measures, which could then be tested and scaled up. It also aimed to influence other actors to address the underlying causes of vulnerability in these areas and ensure the integration of DRR in planning processes.

DRRAP partners developed and refined a number of community-based DRR approaches, which increased their engagement with communities on drought preparedness and supported some community led activities. Community managed disaster risk reduction (CMDRR), conflict sensitivity, reciprocal resource sharing agreements, and participatory natural resource management approaches were a particular focus. Many actors have now adopted these approaches developed under DRRAP and a number of evaluations have taken place, but further work is necessary to adapt them and promote their further scale up.

The importance of regional and cross-border programming

Just as drought knows no boundaries, the populations living in dryland border areas in the IGAD region share ethnicities, cultures and livelihood activities that transcend administrative boundaries. Adopting a cross border approach in drought management is essential, as populations often move across the border to seek grazing during drought and are affected by shocks that happen on the other side (e.g. animal disease, conflict, price shocks etc.) or significant changes in water and land use.

Considerable progress was made by DRRAP partners in some sectors, for example in promoting cross border reciprocal resource sharing and collaboration on animal health between the Kenya and Uganda governments resulting in a Memorandum of Understanding (initiated by ACTED and supported

by FAO and IGAD). There are many other areas where more collaboration is required, for example, on drought early warning and conflict mitigation, and the continuation of some positive approaches is threatened by lack of funding.

Successful cross border collaboration requires increased efforts by governments and strong political will, at all administrative levels, and consistent, coordinated and harmonized engagement with communities. The use of regional organisations, such as IGAD and the East African Community (EAC), is essential to ensure political commitment to support these community level needs.

Knowledge management and learning

Central to the overall strategy of ECHO's DRR programming in the Horn of Africa was documenting experiences and learning. REGLAP (now DLCI) has played a critical role in supporting NGO partners to reflect on their work. The regular publication of technical briefs, based on NGO experience, has informed stakeholders y about concrete actions that can be taken in the drylands. The consensual good practice principles were aimed at informing the broader development community with a view to scaling up such activities, or replicating them in other areas.

The resulting vast library of good practices is available at www.disasterriskreduction.net. This website is managed by FAO and accessed regularly by humanitarian and development actors from all continents.

Advocacy and influencing

Advocacy and influencing strategies helped promote improved donor strategies and funding mechanisms and in some cases contributed to improved policies and implementation. Increased efforts to mainstream DRR into all development policies and promote multi-sectoral holistic, community led planning processes that recognize the diversity of drought affected communities is still needed, as well as more effort to address the fundamental building blocks to development and resilience promotion including education, governance and land rights.

Keeping the drylands on the agenda

Of greater importance, but perhaps less tangible, is the effect of the interaction between this vast community of practitioners and affected communities over more than six years. The benefits of this were magnified by the presence of key NGO and UN actors, who have been repeatedly ringing bells on drylands issues from their bases in the region. Strengthened by a vast database of good practices, DRRAP partners have been able, over time, to ensure that these marginalized areas were kept on the agenda, and that the narrative surrounding the drylands centred on the potential offered by adapted and supported pastoralism. This advocacy allowed people to recognise the structural issues responsible for crises and that repeated cycles of drought response were sometimes causing more problems than they were solving for these otherwise marginalized communities. ECHO believes its investment in the DRRAP contributed to the momentum around the need to end recurring drought emergencies and fostered a realization that it was imperative to find new ways of tackling these issues.

Challenges encountered

The DRRAP was a complex program with a range of partners in different countries and with different mandates and focuses, thus it was not without its challenges.

The decision often stretched ECHO's mandate and depended significantly on ECHO's ability to influence development partners and donors, which was often challenging. Better coordination between donors is now being promoted, through the Global Alliance and dryland donor groups, but there are still gaps and inconsistencies.

Links were particularly difficult to make as the DRR decision was cross sectoral, yet many donors and government departments still operate in sectoral silos without sufficient linkages.

Policymakers also often fail to recognize that DRR also incorporates longer-term, resilience-building interventions required during and between droughts in sectors not normally included in humanitarian responses. For example, support to develop mobile, and alternative education systems to enable remote

and mobile children to attend school is rarely referred to as DRR.

Conclusion

The regional DRR decision has now ended and a period of reflection and lesson learning is taking place including a comprehensive evaluation which is due to be finalised in August 2014.

Yet from the reviews so far it, it appears that DG ECHO has laid a foundation of experiences for improved

interventions in the drylands of the Horn of Africa. Considerable learning has taken place and has led to the establishment of solid partnerships and fora for collaboration, experience sharing and advocacy. It is hoped that other longer term strategies will be found to build on these partnerships and more concerted action is put into addressing the underlying causes of vulnerability so that sustainable resilient livelihoods for the poor in the drylands of the Horn of Africa are promoted.



A framework for Inter-community Conflict Resolution in Uganda and Kenya

Abstract

The framework on ACTED's approach to pastoralist conflict resolution has been implemented in various forms across Uganda and Kenya. These experiences have provided insights on challenges, opportunities, and how partners can effectively work together to drive change. This short article outlines the process and draws recommendations based on ACTED's experiences.

Introduction

ACTED has been supporting communities in the Arid and Semi Arid Lands (ASAL) regions of Uganda and Kenya since 2007 to establish the building blocks of peace, and in some cases to successfully facilitate inter-community resource sharing and peace agreements.

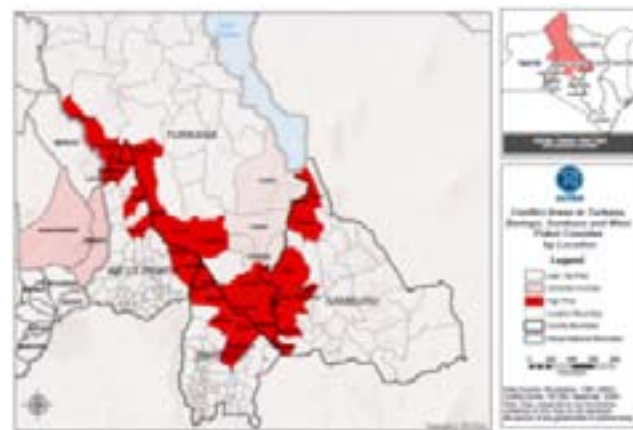
These activities have taken place across Kenya's international border (Karamoja, Uganda and West Pokot, Kenya) and many ethnic boundaries, including Samburu, Turkana and Pokot within the country.

Challenges in this process include:

- *Inconsistent linkages between local governments and communities:* The interaction between local authorities and traditional community structures

is a critical factor in this process. Some challenges include re-assignment/relocation of government authorities or lack of involvement of some critical government officials in inter-community exchanges.

- *Sub-divisions within communities (e.g. women, elders, and youth):* While the majority of local leadership structures may strongly support a reduction in conflict, some sub-sectors of society



Source: ACTED, 2013

Table 1: Framework for inter-community conflict resolution

PREPARATION	DIALOGUE	INTEGRATION
Promoting a positive attitude towards dialogue	Livelihood exchanges / Experience sharing	Joint natural resources management
Building community resilience	Trade -based relationships	Promoting and disseminating resource sharing agreements
Enhancing and diversifying livelihoods	Resource sharing dialogue and agreement	Resettlements and cultivation , including integrated settlements

Source: ACTED, 2013

(e.g. warrior youth) may not adhere to their leaders' wishes.

- *Multiple drivers of conflict must be addressed simultaneously:* Drivers of conflict in this setting include resources, ethnicities, traditions, and politics. Addressing these drivers in isolation may not produce durable peace.
- *A harmonised message to many communities:* Representatives from various communities may attend exchange visits and engage in dialogue. However, to reach all members of all communities with the same message can present a challenge.

Opportunities to enhance impact in this area include:

- *Continuing to build community resilience and strengthen/diversify livelihoods:* A resilient community with a strong economy has incentives to develop trade linkages with their neighbours, which has proven to be a critical building block of inter-community interaction.
- *Monitoring and upholding of existing resource sharing and peace agreements:* Recently, there have been quite a number of dialogue sessions and agreements among various communities in the ASALs of Kenya and Uganda. There is an opportunity to build on these past discussions

and agreements through re-engaging the leaders on a case-by-case basis and to draw lessons and revitalise agreements as appropriate.

- *Promotion of existing peace agreements:* For some existing agreements, there may be an information gap among the stakeholders, especially in vast areas where lack of information flow exists. In these areas, the use of radios or "peace caravans" is encouraged in order to widely disseminate vital information about peace agreements.
- *The addition of new groups to existing agreements:* In many cases, two communities may have reached agreements to the exclusion of their neighbours. In such cases, there is an opportunity to spread dialogue to third-party groups and expand resource sharing agreements to neighbouring communities.

Partnerships have been/can be used to:

- *Using relationships with agencies/government to promote dialogue between communities:* Some communities may have a strong relationship with an agency or government serving them, while their "rival" communities may not or are being served by a separate administrative authority. In such a case, strategic partnerships can be brokered between local governments or agencies to bring two communities together for dialogue.



The West Pokot community of Nasal (Kenya) diversified their livelihoods and received resilience training before entering into a successful resource sharing dialogue with the neighbouring Karamajong of Uganda.

- *Focusing on each actor's strengths:* While local level governments and agencies have direct relationships with communities, they cannot act in isolation from other actors. Higher level government offices must be involved as dialogue progresses in order to incorporate the community plans into government plans. Larger agencies (such as the UN) can play a key role in advancing community-level discussions at the next level by advocating to central or regional bodies.
- *Mainstreaming government participation (before, during, and after the process):* A critical partnership in conflict resolution is between the government and the communities which they serve. Any actor promoting conflict mitigation or management should ensure that the relevant government actors are involved at the right time. Government buy-in will enable the local authorities to follow up on existing dialogue and agreements to promote durable peace.

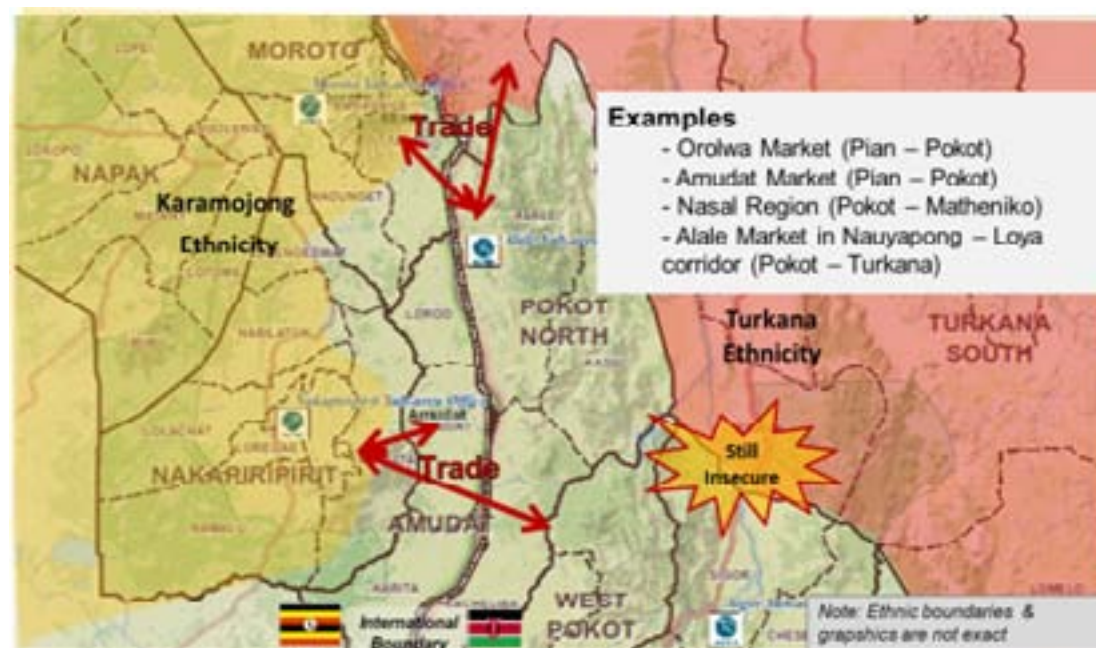
Emerging approaches to inter-community conflict resolution include:

- The use of CMDRR to encourage communities to identify local solutions: Community Managed Disaster Risk Reduction (CMDRR) approach encourages communities to take the lead in inter-community dialogue.



Karamojong and Pokot communities map out their shared resources and agree how to manage them

Figure 2:
Trade routes among the Pokot, Karamojong, and Turkana along the Uganda–Kenya border



Source:
ACTED,
2013

- Facilitation of inter-community exchange visits to promote interactions: Inter-community exchanges are a valuable tool to break down barriers and capitalise on the incentive for communities to engage in trade with their neighbours.
- Involvement of government at all local administrative levels is critical to add legitimacy to this process and ensure durable peace.
- Government should dedicate resources for monitoring and following up of these processes.

Recommendations

- Ensure that the communities are the driving force behind peace discussions through a Community Managed Disaster Risk Reduction (CMDRR) approach.



5 The Imperative Of Investing Differently

Context

Occurrence of extreme events (especially frequent droughts and occasional floods) have exacerbated the vulnerability of the local communities in the Horn of Africa. Consequently, humanitarian interventions have been inevitable in many instances in response to extreme livelihood shocks that jeopardise lives. In the past decade there has been growing appreciation that the problems underlying livelihoods of the local communities in the Horn of Africa cannot be solved by relief interventions alone; their solutions require long-term strategies to enhance livelihoods and manage risks. Investing in long-term solutions to enhance resilience in the drylands requires coordinated effort among a wide range of stakeholders. Leveraging public-private partnerships in the design and implementation of interventions is therefore a critical aspect. Similarly, supporting regional investments is a key ingredient towards achieving the ultimate development outcomes. There are many benefits of investing regionally such as: i) Fostering regional growth spillover benefits; ii) Benefit from economies of scale in investments; iii) Giving coherence to projects and programmes; iv) Promoting institutional strengthening, accountability and peer learning, among others.

This section focuses on understanding the nature of investments in the drylands of Africa. It aims at highlighting issues around recent investment trends and providing examples of areas which may be scaled up or show promise in addressing resilience effectively.

Investing in Agriculture for Hunger Reduction in the Drylands of the Greater Horn of Africa

A characterisation of recent interventions

Introduction

The drylands within the Greater Horn of Africa (GHA) face various socio-economic, political and climatic challenges that contribute to high and persistent poverty and food insecurity. In response to these challenges, for many decades the region has experienced substantial investments in relief and humanitarian interventions to protect the vulnerable from food insecurity in period of shock. While these interventions may have been effective in saving lives, there is an increasing appreciation of the need for more long-term solutions to address the key issues that make the local communities vulnerable through development-oriented projects and programmes. These ought to be in place at all times, even when there are no disasters. As a result, stakeholders in the region are increasingly designing and implementing more development-oriented interventions. The objective of this paper is to synthesise information on the nature of recent agricultural interventions (through projects and programmes) in the drylands of the GHA to provide policy makers and other development actors

with information on the kind of investments taking place in these areas to inform future planning and programming.

Objectives

The overall aim of this paper is to characterise recent agricultural interventions implemented in the drylands of the GHA so as to understand their nature and the implications for hunger reduction. The specific objectives of this paper are to:

1. Collate information on agricultural development interventions implemented in the GHA in the period between 2005–2013.
2. Characterise documented interventions to provide an understanding of their nature and implications for hunger reduction.
3. Recommend actions for future programming of agricultural interventions in the GHA.

Methods

Although there have been several types of interventions to address food insecurity and promote economic growth in the GHA, this paper focuses on interventions related to agriculture. Our motivation for focusing on this area is informed by the important role of reducing hunger and poverty that has been assigned to agriculture by the Comprehensive Africa Agriculture Development Programme (CAADP). The scope of this paper is limited to non-research interventions, though we appreciate the importance of agricultural research in the drylands. Data was collated from various databases including: The AgInvest Africa web portal developed by the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) and partners, the Intergovernmental Authority on Development (IGAD) website and the NGO (Non-Governmental Organisation) aid mapping web portal. A review of relevant literature was undertaken to fill information gaps.

Characteristics of recent agricultural interventions in the GHA

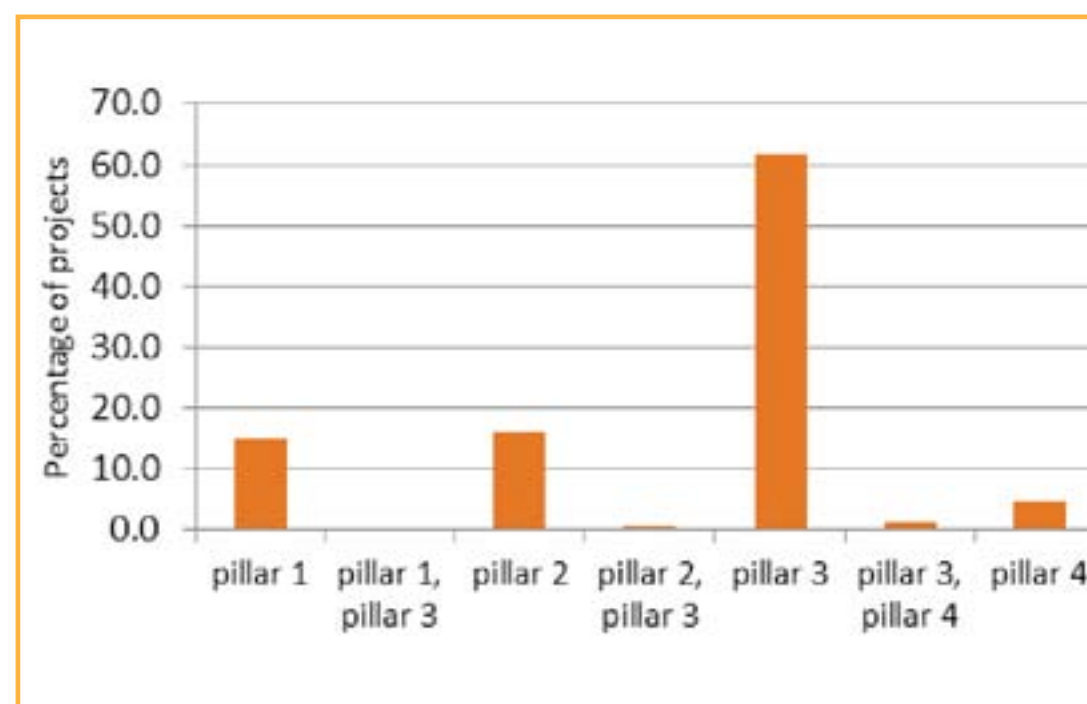
Based on data for about 300 projects, this study found that there have been many development-oriented

agriculture-related interventions in the GHA. The average project duration for these interventions is about four years. However, some projects are implemented for less than a year. The coverage of interventions is broad, ranging from development interventions (e.g. agricultural production and marketing), to emergency interventions. The investment areas cut across various CAADP pillars, with most interventions falling under Pillar 3 that aims at increasing food supply and reducing hunger (see Figures 1 and 2). The interventions are implemented in four stages of the disaster management cycle namely: 1) relief assistance; 2) reconstruction; 3) mitigation; and 4) preparedness. Apart from pillar specific interventions, there are also a wide range of investments directed towards key cross-cutting areas for achieving agriculture led growth such as: Policy improvements; capacity building for farmers, institutions, governments, private sector and other actors in the agriculture sector; support for strengthening of farmers/pastoralists or water users' organisations; gender issues, conflict resolution and management; monitoring and evaluation (M&E); learning and advocacy; knowledge management; and early warning systems and regional coordination.

Figure 1: Distribution of agriculture interventions in the Greater Horn of Africa according to CAADP Pillars 1 to 3.

Notes: As noted here, analysis did not focus on research related projects, hence very few are included.

Source: ReSAKSS collation based on a review of various project information sources and documented on www.aginvestafrica.org.



PILLAR 1	PILLAR 2	PILLAR 3
<ul style="list-style-type: none">• Development/rehabilitation of water systems (e.g. dams, boreholes, wells, ponds and water points)• Water harvesting techniques• Construction and/or improvement of irrigation infrastructure• Promotion and support to adoption of natural resource management techniques such as conservation farming, climate smart agriculture, agroforestry, evergreen agriculture, and improved range management• Emergency water supply systems• Participatory land use planning	<ul style="list-style-type: none">• Development of grain reserves• Construction/rehabilitation of rural roads (including feeder roads)• Support to local agricultural input distribution (including agro-dealers for crop and veterinary services)• Crop and livestock trade and marketing (including their products) in local, national, regional and international markets• Promotion of value chain competitiveness• Strengthening business support services and enterprise development• Supportive policies and institutional mechanisms to promote efficient agricultural trade• Capacity building for farmers, institutions and other actors in agricultural trade• Construction of fodder stores• In emergency situations: destocking, transport subsidies to the market, purchase for slaughter	<ul style="list-style-type: none">• Promotion of improved farming practices and productivity enhancing technologies• Support for improved animal husbandry, animal health and breeding• Promotion of alternative means of livelihood, e.g. bee keeping• Improvement of access to seed varieties and fertilisers, markets, credit and information• Adoption of improved agriculture technologies and inputs such as: fertilisers, improved seed and crop protection products• Improved fodder production• Access to agricultural finance• Capacity building for farmers, institutions and other actors in agricultural production• Value addition of crop and livestock products• Promote production of high value crops (e.g. fruits and vegetables)• In emergency situations: restocking, supplementary feeding of vulnerable groups, emergency seed distribution, emergency provision of livestock feeds, delivery of water for animals

Notes: Our collation did not focus on research related projects hence the omission of Pillar 4 in this diagram.
Source: ReSAKSS collation based on review of various project information sources.

An indicative list of activities implemented by recent agriculture projects in the GHA grouped according to CAADP Pillars 1 to 3.

The data also show that partnership efforts are becoming increasingly common in project implementation and financing. For example, about a third of the projects for which data on implementing partners was available were implemented by more than one organisation. Such developments are sensible as it is very difficult for any of the above interventions (e.g. productivity enhancing, etc.) to work in isolation and result in poverty and hunger reduction.

Conclusions and recommendations

Project data collated in this study show that development actors in the GHA are making efforts to “invest differently” through broadening of their investment portfolio towards development interventions rather than focusing only on emergency interventions. Investments across various CAADP pillars are clearly visible, demonstrating that the stakeholders in the GHA are promoting agriculture led strategy in line with the CAADP principles. If properly designed, well-targeted and implemented sustainably, these investments will go a long way in enhancing resilience among the local communities in general, and poor vulnerable pastoralists in particular.

For development agencies to enhance the effectiveness of agricultural interventions in reducing hunger and poverty in the GHA, the following aspects should be considered in the design and implementation of projects and programmes.

Enhance partnerships and promote complementary investments

Being able to implement complementary investments along the agriculture value chain so as to promote a holistic approach to food insecurity requires forging and/or enhancing collaboration among different actors in the agriculture sector. It also requires cross-sectoral partnership cooperation (e.g. health, education, finance and banking, and transport) and forging synergies between public and private sector investments. As noted above, such kinds of partnerships among agencies are already in place in various places within the Africa drylands; it is imperative that they be expanded and enhanced.

Strengthen targeting of projects so as to maximise the likelihood of achieving key development outcomes

Effective targeting of agricultural interventions in the GHA is necessary for the achievement of the goal of reducing hunger and food insecurity. Quite often, interventions are implemented without adequate measures to ensure that they reach the poorest of the poor.

Invest in the quality of design and implementation of agricultural interventions

This refers to the quality of the design of agricultural interventions to be implemented in the drylands.

Quality intervention design relies heavily on the extent to which local communities (beneficiaries) are involved in planning. Important aspects to consider with regard to the quality of interventions may include: How well is the project or programme strategy suited to achieve the desired outcome? Is the theory of change well-constructed? Is the intervention based on reasonable assumptions? It is important to also note that an intervention can be well designed but fail to achieve its objectives effectively due to poor implementation of interventions. Investments to ensure high quality implementation of agricultural interventions in the GHA are valuable.

Create conditions for sustainability of the gains from the interventions

Tackling the issue of sustaining success is an aspect that cannot be overemphasised. There is need for more commitment and actions by national governments and other stakeholders to ensure that good interventions are sustained. Most of the gains achieved by the interventions in the GHA only last for the project duration and stop almost immediately the external funding ends. This shows how important it is to have internal mechanisms for raising funds for agriculture in African countries. This requires addressing the following questions: How will the coordination of the intervention be undertaken during and after the project life? What challenges are likely to affect the project and what are the appropriate strategies to address them? Several issues need to be considered, such as: 1) Technical, managerial and financial capacity, and political will of the national government or local communities to sustain the activities after the project life; 2) Roles and responsibilities of different actors involved in implementing the project; and 3) Existence or lack of incentives to undertake the interventions, among others.

Document evidence of effectiveness of interventions

Eradicating hunger sustainably will require a significant increase in agricultural investments, but also an improvement in their effectiveness. To achieve this, there is need to enhance M&E systems including impact assessments as project management tools. It is important for all projects in the GHA to invest in collecting high quality quantitative and qualitative data to be able to have evidence of the results of their activities. More rigorous impact approaches are needed

to improve the ability of studies to attribute outcomes to interventions. To be able to have evidence-based information on effectiveness of interventions, there is need to plan for M&E and impact evaluation well before an intervention and not undertake it as an afterthought, as is generally common.

Upscale successful interventions

Many projects are thinly scattered across the region whose impact at the higher scale is minimal. There are many cases of interventions that have been effective

in increasing food security and incomes in the project sites, but positive outcomes at the regional level in the GHA have been negligible. Although, climatic and political factors are always blamed for this, one of the factors that seem not to receive adequate attention is the aspect of scaling up effective interventions. Achieving large-scale reductions in hunger and poverty in the GHA require investments at a larger scale than small project sites. Lessons from past interventions need to be scaled up.

Investing Differently to Strengthening Adaptive Basic Social Services

A case study: Building adaptable services for the management of acute malnutrition through Integrated Surge Capacity

Introduction

UNICEF conducted a recent review of policies, approaches and practices of basic social services (health, nutrition, education, and water, sanitation and hygiene (WASH) delivery in selected drought-prone areas of Kenya, Uganda and Ethiopia. The study identified common characteristics and criteria of what constitutes an adaptive approach for delivering a basic social service, and how an adaptive approach would reduce drought disaster risk and impact, and strengthen the resilience capacity of communities and systems. The recurrent drought crises in the Horn of Africa are partially attributed to structural problems manifested in poor infrastructure, low investment in social services and weak local capacities which deepen chronic conditions of vulnerability and exposing people to risk of recurrent droughts and other hazards. It has been increasingly acknowledged that emergency and quick fix approaches cannot respond to drought or address underlying causes of vulnerability in a sustainable way. Hence, governments and development actors adopted a paradigm shift towards strengthening community and systems resilience as a holistic and integrated approach. Several resilience frameworks were developed where investing in strengthening national and local systems, empowering and/or enabling communities are at the core of these frameworks.

Building facilities to be adaptable and flexible, so that they are able to provide services to their clients during a crisis, and absorbing increased demand during emergencies is crucial. At the same time, it has also been realised that relying on routine survey generated nutrition data to trigger early action and humanitarian response to drought impact might be insufficient because it amounts to triggering responses too late. Therefore, an integrated approach which considers caseload data and other indicators from other sectors such as health and WASH is needed.

The case study presented here – Building adaptable nutrition services through Surge Capacity for the Integrated Management of Acute Malnutrition (IMAM) - is an example of a successful adaptive approach to contexts of different localities in the arid and semi-arid lands (ASALs) which respond to the needs of people in normal times and during crises without undermining local capacities. The IMAM Surge Capacity model is currently implemented by Concern Worldwide in partnership with UNICEF in few counties in the ASALs of Kenya. The overall objective of the IMAM Surge Capacity model is to strengthen the capacity of government health systems to effectively manage increased caseloads e.g. of severe acute malnutrition during predictable emergencies without undermining ongoing systems,

and to strengthen the capacity and knowledge of local communities.

Table: Nutrition Thresholds Developed by the Kalacha Dispensary

The model

The model and how it functions is described below:

- During normal times, Community Health Workers (CHWs) work within communities promoting good nutrition, screening for malnutrition, counseling moderate cases, referring severe cases and following up on cured cases. CHWs also identify and refer positive cases of diarrhoea and pneumonia, Moderate Acute Malnutrition (MAM) and Severe Acute Malnutrition (SAM) which then are recorded at a facility and monitored against the facility predetermined thresholds. This is expected to prevent the deterioration of nutritional status and save lives of the vulnerable especially women of reproductive age and children under five years.
- Staff members of each health facility during normal times develop thresholds which are unique to each facility based on their previous experiences of when the facility may have had a greater demand for services than they could handle. Thresholds are set for SAM, MAM and combined SAM and MAM. The thresholds are written down in a table format defining the caseload numbers during the (i) normal, (ii) alert, (iii) serious and (iv) emergency times that are being received.

- The facility staff also discuss and document appropriate actions and responses that the facility should engage in during the four different phases in a document referred to as the response package. For example, if the facility experiences a caseload that changes the operating status from normal to alert, the facility could decide to train more volunteers and engage in mass nutrition screenings and campaigns. Development of the response package is a joint activity between the facility and DHMT, and the DHMT agrees to the response actions required for each phase by an MOU.
- During normal times, CHWs provide a link between the community and facility through the Community Health Extension Workers (CHEWs) at a facility level and lead mothers in mother-mother support groups at the community level. The CHWs also link other community groups such as Water User Committees and local leaders such as chiefs. They play a role in the promotion of good hygiene and disease prevention practices.
- Once a facility sets its thresholds, active monitoring and recording against the thresholds commence immediately, and monthly recording is done for SAM, MAM, pneumonia and diarrhoea. Recording is done on a monthly basis on a graph that can be used to show trends.
- For each data plotted, the facility refers to where it falls in the thresholds and determines an appropriate response from the previously discussed response packages.
- Monitoring against the thresholds tells if it is in a normal, alert, serious or emergency phase. An upward trend in cases is a trigger and is regarded as an early warning sign for the possibility of a drought leading to the need for early action.
- When a facility recognises an early warning sign for a drought, it communicates it to the County Nutrition Officer (CNO) who passes on the information to the multi-sectoral Country Steering Group chaired by the National Drought Management Authority (NDMA). Early warning signs from regions outside the facility are also communicated downwards from the Country

Steering Group to the CNO who informs the facility of the signs and recommendations for early action.

- An “extreme drought” is triggered when the County Health Management team receives multiple requests for surge capacity from different facilities and is unable to respond to these requests because the problem is in multiple facilities. A request for support from national level is then triggered. During a drought, the nutrition sector is coordinated through the Nutrition Technical Forum with the CNO being the link from the community and facility to the County Steering Group and NDMA.

Adaptability of the model and its contribution to resilience

Flexible and uninterrupted service: The model enables a facility to develop adaptable response packages where it puts certain measures in place to ensure continuity of operations that are scalable to face needs at all phases. It enables a facility to anticipate future needs and to put in place measures that are relevant to respond to those needs.

Context and risk informed: The Surge Capacity model is facility-based and all the components of the model are expected to be unique to an individual facility and the community it serves. The first activity of the model is the risk analysis activity and is developed by the facility staff and a few members from the community.

Knowledge and ability to adapt: It strengthens the resilience of both the facility and the community it serves. The facility increases the knowledge of the community it serves and the nature of caseloads it deals with regularly and will be able to define the abnormal and trigger appropriate response actions. To ensure accurate information on caseloads at a facility, the facility has to ensure that the CHWs and lead mothers working at a community are able to perform their tasks including increased good nutrition practices, hygiene and disease prevention practices within the community.

Access to basic services and responsiveness: The surge capacity model ensures that the community has access to health and nutrition services at all times including during a crisis. Though the surge capacity model is facility-based, its main role is to support IMAM and so there is a community-based

component of improving the health and nutrition status in the community including identifying and referring positive cases of malnutrition.

Equitability: The model includes active case findings and referrals for malnutrition, pneumonia and diarrhoea cases and allows reaching those who may be hard to reach or who may not be able to visit a facility.

Linkages with other sectors: CHWs also participate in other committee meetings such as water and education committees.

Sustainability and cost-effectiveness: As long as the government continues to provide health care services to people through the community health strategy, the Surge Capacity model remains relevant and sustainable and can be developed, implemented and managed by a facility with its own resources. Proper implementation of the health strategy is therefore key to the successful implementation of the model including proper training and supervision of CHWs and lead mothers. The model is relatively cost-effective in comparison with an externally driven and supplementary emergency response, especially

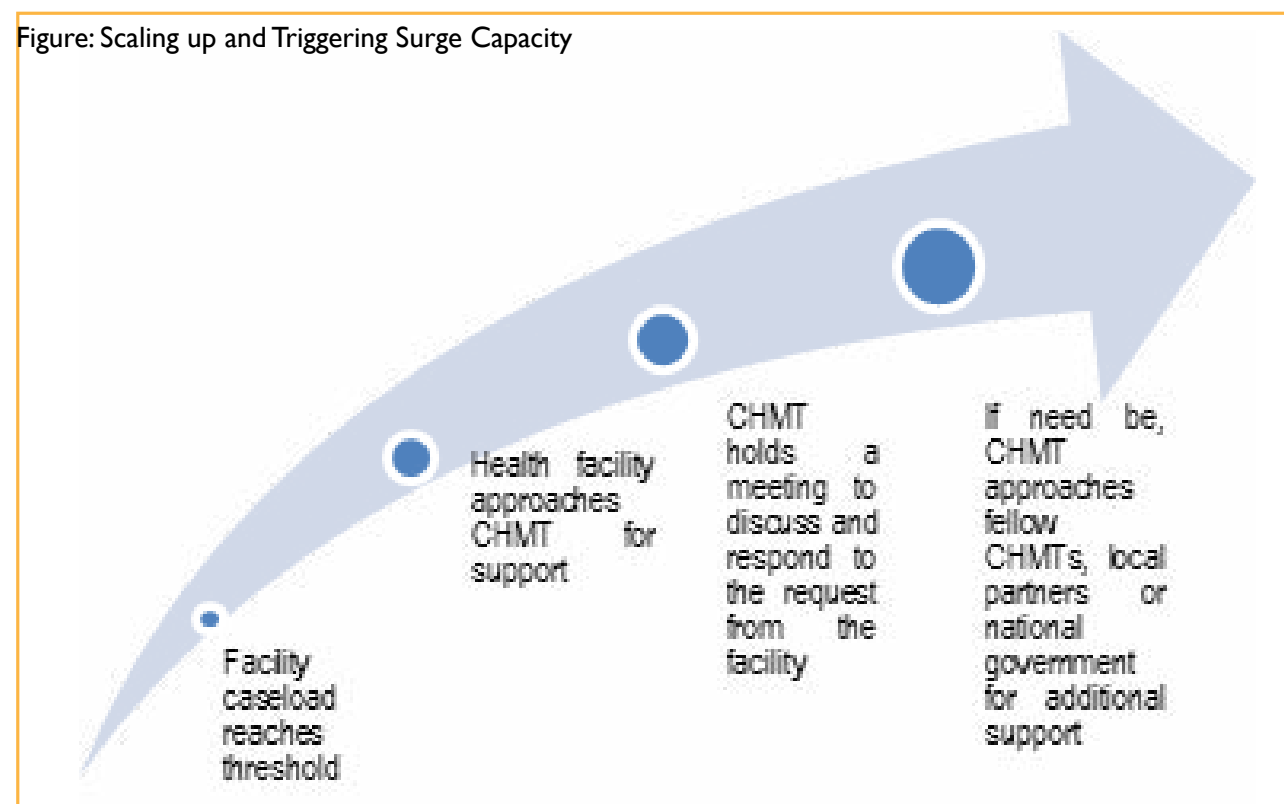
if the data collection becomes an integral part of the facility's IMAM and data strategy as well as regular recording of procedures.

KEY MESSAGE

Smart and cost-effective investments shall consider the following to strengthen community and systems resilience.

- Communities with poor (access, relevance and quality) basic social services are most likely to be affected by hazards as they lack the capacity to prepare, respond and even call out for assistance.
- Flexible and scalable social services where Surge Capacity (preparedness and response) is built on existing systems and capacities will be able to meet the regular and emergency needs.
- Internal linkages between different parts of the system i.e. health to be utilised, and the practice or approach links with others within and cross systems to ensure synergy and economy of scale.
- A pre-condition for the above is the investment into a community health worker system that is linked to a system of existing health facilities that can receive referral cases.

Figure: Scaling up and Triggering Surge Capacity





A summary of Drought Resilience Initiatives



DJIBOUTI

Summary of Drought Resilience Initiatives

Following the declaration in Nairobi on 9th September 2011 for ending drought emergencies, the government of Djibouti with the assistance of the technical consortium (CGIAR and FAO), drafted a Country Programme Paper (CPP). The expected goal of the CPP is to present coherent actions to meet the needs of affected communities together and strengthen the sustainable development policy by introducing measures of prevention and risk management, to reduce the vulnerability of populations to droughts and improve food security.

The major challenge includes Djibouti's small population of 818 159 people compared to other IGAD Member States as well as the low percentage of its rural population (29 percent) that have influenced the allocation of resources compared to other IGAD Member States. Lack of specialised institutions dealing with drought resilience at IDDRSI focal point is a constraint to pushing forward the IDDRSI strategy. Weak research and knowledge management



Figure 1: District boundaries map

Table 1. Country profile

Total Population	818 159 Male: 53.8 percent Female: 46.2 percent
Urban population	577 933
Rural population	240 266
Total arable land	10 000 ha
High potential areas	10 percent
ASAL's	90 percent
Cultivated	10 percent
GDP (million US \$) 2013	1 389
Total Agriculture, Livestock and Fisheries GDP	3.7percent
Live expectancy	61 years
Infant mortality rate	51.77/1000
Literacy rate	67.9percent
Access to potable water	92.5percent

institutions and poor technology transfer are also factors limiting regional integration. The opportunity is that both the government and the international community have shown an interest in the Djibouti CPP and are considering combining all the components in their programmes

and have already started funding the implementation of the CPP priority intervention areas. During the national forum on resilience to drought held in Djibouti in June 2013, a roadmap was drafted where the Cluster of Food Security and Rural Development (CFS-RD) is the national body for consultation chaired by the Ministry of Agriculture, Water, Fisheries and Livestock. It is also in charge of Marine resources (MAEPE-RH) with a secretariat shared by FAO, WFP and the University of Djibouti. It is technical in nature and was established in 2011. During the National Forum for Drought Resilience, it was agreed that the CFS-RD should be the national platform for

coordinating the Drought Resilience Initiative. The institutional and operational recommendations of the roadmap include:

- Putting in place an institutional structure for the coordination of drought resilience programmes and projects at central and district levels.
- Strengthening the rural development programmes and aligning them with the national government strategy policies.
- Supporting a consultative platform for concerted effort at central and district level in order to reinforce the rural community's resilience to drought.



Figure 2: A typical water catchment area

TABLE 2. LIVESTOCK POPULATION							
Species	Sheep	Goats	Camel	Cattle	Donkeys	Poultry	Total
Population	450 000	550 000	50 000	40 000	7 000	6 000	1 103 000

Source: Department of Livestock

Source: Department of Livestock



ETHIOPIA

Summary of Drought Resilience Initiatives

Opportunities and challenges

1. Institutional and policy reform-GTP, DRM policy, new state ministry for the livestock sector, new proclamation for livestock trade.
2. Government of Ethiopia and development partners consensus on paradigm shift from crisis response to building resilience and food security.
3. Lack of adequate capacity for planning, reporting and fragmentation of projects.

Partnership and coordination

1. Rural Economic Development and Food Security (REDFS) GOE- Donor Coordination platform, livestock technical working group, pastoral areas task force national coordination unit for drought resilience.
2. Sector task forces on food management,
3. Health, nutrition, agriculture, WASH, education.
4. Multi-agency coordination (MAC) group led by DRMFSS GoE task force chairs and donor representatives.

Ethiopia best practice innovation

1. Agreement between the GoE and partners on shift from six month to twice a year Humanitarian Development to an annual, allowing strategic planning and preparedness.
2. Contingency funding-crisis modifier allowing a flexible response to emergency from development funding.
3. Livestock emergency guidelines and standards allowing effective response to livestock diseases during emergencies

Recommendations & way forward

There is a strong need to revive the CPP and Regional Platform to deliberate on learning and sharing of experiences and best practice. IGAD should embark on capacity building of Member States if the EDE Initiative is to be implemented efficiently and effectively. Strong M&E tools and methods should be in place in Member States and at regional level to follow progress in implementation as well as documenting lessons for learning and improvement.



FACTOR	TOTAL	MALE	FEMALE
Population in millions	93.9	43.7	42.9

FACTOR	TOTAL	URBAN	RURAL
Percentages	100	16.2	83.8
Poverty prevailing rate (% 2010-11)	29.6 (national)	25.7	30.4

Life expectancy at birth (years)-average	55.9
Literacy rate	46.7
Infant mortality rate (per 1,000 live births)	68

Access to potable water (percent)	62.5%
Area (in million square kilometres)	1.13
Arable land (% of total area)	14.56
% high potential land area	29
% ASAL	61
% cultivated percent of total land area	0.9
Total no. of livestock (million head)	114.9
Cattle (million head)	52.1
Camels (million head)	4.5
Sheep (million head)	29.4
Goats (million head)	28.9
GDP (billions US\$)	44.4
Total agricultural GDP (billions US\$)	42.8
Contribution of livestock to GDP (percent)	9.1

Source: Central Statistics Agency, 2013, MoFED, 2011-13

KENYA

Summary of Drought Resilience Initiatives

Opportunities

- Devolution:** More resources are now available in previously marginalised regions. County governments also have the mandate to directly address drought in their counties, including funding their drought contingency plans.
- Kenya Vision 2030:** Ending Drought Emergencies (EDE) is integrated within the national development plan and is now one of the nine ‘foundations for national transformation’.
- National Drought Management Authority (NDMA):** A permanent and specialised institution has been created in government to provide leadership and coordination of drought management.
- Common programming:** The national government, county governments and development partners are developing a number of common programme frameworks to align and harmonise all investments that contribute to the EDE Medium Term Plan.
- Development partners group:** Development partners working in arid and semi-arid counties have organised themselves into a group to facilitate their internal coordination and alignment with government priorities.
- Private-public partnerships:** Are being encouraged in all spheres of development, including investment in the key foundations to end drought emergencies such as infrastructure, education, health, peace and security.

Innovation

- Modelling:** Pilot model integrated ending drought emergency interventions in selected counties.
- Scalability:** A mechanism to scale up cash transfers during drought is in design.

Recommendations and way forward

- Strengthen working relationships with IGAD / IDDRSI through the common programming process.
- Mobilise resources for implementation of the EDE based on the common programme frameworks.
- Strengthen the EDE and ASAL coordination structures.



Population (millions)	41.9
Male	20.8
Female	21.1
Urban	13.5
Rural	28.4
Total arable land (ha)	5,300,000
% high potential land	11
% ASAL	89
% cultivated land	1.9
No. of livestock	
Cattle	17,962,900
Sheep	17,562,100
Goats	28,174,200
Camel	2,970,000
GDP (USD Billion)	40.47
Agricultural GDP (USD Billion)	10.5
% contribution of livestock to GDP	12
Life expectancy at birth	56.9
Infant mortality rate	52
Literacy rate	87.4
Access to potable water	59%

SOMALIA

Summary of Drought Resilience Initiatives

Challenges and Future Directions

- Institutional and human capacity building to address challenges in drought-prone areas.
- Support sustainable reintegration of internally displaced persons to their places of origin in Somalia.
- Access to the physical asset base; improve access to decent employment, market systems and information.
- Political instability and civil rivalry.
- Create economic opportunities through livelihood diversification and intensification.
- Access to water points such as boreholes and wells to avoid shortages of water supply for humans and livestock.
- Strengthen the asset base, improve access to public/private/communal resources and services.

Endeavour and harmonisation

- The Government development strategies advocating increasing the distance of livestock trek to water and pasture land between clans.
- MS to facilitate trans-boundary migration policy & cooperation with development partners.
- Transparency, neutrality and professionalism are essential for effective coordination to achieve results.

Somalia inventive approach

The government should support the following:

- Ensure that those who might be affected by drought are aware of the risk and their responsibility, and that they are prepared and have the capacity to play their role in support of and in coordination with government officials and other key players responsible for drought management.
- Ensure that adequate infrastructure (roads, emergency boreholes etc) are in place.
- Promote public private partnership models to ensure delivery of services.

Recommendations

From the experiences and expertise built since 1973 the Somali government can support IGAD – IDDRSI and Member States in building resilience in order to stop drought emergencies in other countries in the Eastern Africa region.



IDDRSI Platform to support the establishment of a national platform in Somalia.

Factor	Total
Somalia area size	637,657 sq

Factor	Total	Agriculture	Pastoralist
Economic dependency	100%	40%	60%

Life expectancy at birth (years)	54.0
Literacy rate	29.3
Infant mortality rate (per 1,000 live births)	101.9
Access potable water (percent)	7.2%
Area (in million square kilometres)	0.64
Arable land (in million hectares)	10.0
% high potential land area	70.2
% ASAL	95
% cultivated percent of total land area	1.6
No. of Livestock by species (million head)	14.7
Cattle (million head)	2.3
Camels (million head)	1.3
Sheep (million head)	8.0
Goats (million head)	3.1
GDP (billions US\$)	2.6
Total agricultural GDP (billions US\$)	4.6
Contribution of livestock to GDP (percent)	44.0

SUDAN

Summary of Drought Resilience Initiatives

Challenges and opportunities

1. Institutional and human capacity building to address problems in drought-prone areas and promote investment, including social security.
2. Restoration of food production and improve access to basic services and marketing in DPAs.
3. Restoration and strengthening livelihood diversification in drought prone areas to reduce displacement and migration.
4. Support investment for water resources development and management.
5. Improve access to knowledge, research and technologies.

Partnership and coordination

- The Government development strategies are advocating for smart partnership and harmonisation of development assistance.
- Area based sectoral coordination between development partners is left to states and communities in the DPAs, as part of the federal governance system.
- Collaboration and cooperation between development partners through the existing community-driven partnerships can best boost sectoral development in the targeted DPAs' areas;
- Transparency, neutrality and professionalism are essential for effective coordination to achieve results.

Sudan innovative approach

The government should support the following:

- Empower and develop capacities of communities in the DPAs to strengthen their livelihoods and resilience.
- Focus on building the basic infrastructure to ensure access to basic social services.
- Promote public private partnership models to ensure delivery of services.
- Encourage and promote investment in DPAs.

Recommendations and way forward

From the experiences and expertise built in the last four decades (since 1973), the Sudan government can support IGAD –IDDRSI and Member States in building resilience and to stop drought emergencies in the Horn of Africa; IDDRSI Platform to support the



establishment of a national platform in Sudan.

Summary of country profile:

FACTOR	TOTAL	MALE	FEMALE
Population in millions	35.1	17.9	17.2

Factor	Total	Urban	Rural
Population in millions	35.1	13.7	21.4
Poverty prevail-ing rate (percent)	45.6	26.5	57.6

Life expectancy at birth (years)	63.5
Literacy rate	61.3
Infant mortality rate (per 1,000 live births)	43.6
Access potable water (percent)	60.5%
Area (in million square kilometres)	1.88
Arable land (in million hectares)	18.8
% high potential land area	12
% ASAL	77
%cultivated percent of total land area	0.9
No. of Livestock by species (million head)	104.3
Cattle (million head)	26.0
Camels (million head)	3.9
Sheep (million head)	43.9
Goats (million head)	30.5
GDP (billions US\$)	15.2
Total agricultural GDP (billions US\$)	4.36
Contribution of livestock to GDP (per-cent)	47.2

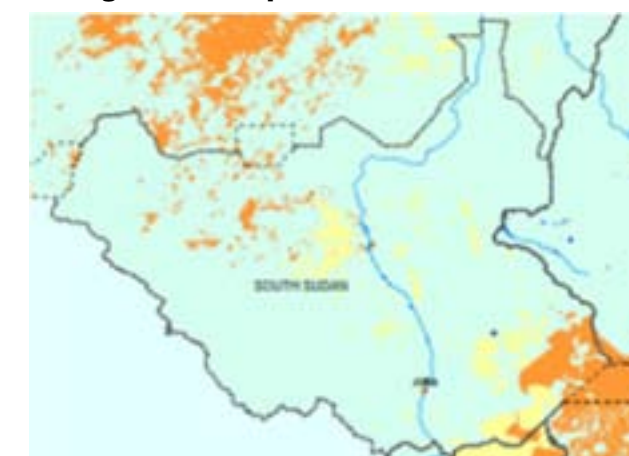
SOUTH SUDAN

Summary of Drought Resilience Initiatives

FACTS RELATED TO DROUGHT AND DROUGHT RESILIENCE

Human population	8,260,490
Rural population	82% of the population
Pop below poverty line	50.6%
Pop at risk of food insecurity (2012)	4.7 million
Arable land	80% arable, 50% prime land
Arid/semi-arid land	12-15%
Land under cultivation	4.2%
Livestock population (millions)	7 th largest herd in Africa: Cattle 11.7; goats 12.4; sheep 12.0
Main source of livelihood	76% involved in crop farming and animal husbandry
Most drought prone areas	The arid/pastoral zone, western flood plains and eastern flood plains
Factors that serve to exacerbate the impact of drought	Natural resource based conflict Political instability and insecurity Marginalization and low investment Focus on social off take rather than economic off take for livestock Youth unemployment and unrest

Drought Risk Map of South Sudan



Drought Risk Map: IGAD. 2013. IGAD Hazard Maps and Atlas

Way forward

- ❖ Consolidation of the CPP to reflect the realities of the South Sudan context: Broadening the agenda to include flood, and enhancing the discourse on conflict and the humanitarian – development continuum.
- ❖ Formalisation of the coordination mechanism and development of CPP implementation strategy and road map.
- ❖ Launch of the South Sudan CPP, and investment summit to mobilise support and resources.
- ❖ Integration of the CPP into medium and long-term government strategies.
- ❖ Development of investment proposals: Call for proposals to be submitted to the World Bank and second phase funding from the African Development Bank.
- ❖ Research to better understand and support drought and flood resilience in South Sudan.
- ❖ Technical representation of South Sudan within IGAD.

Drought and drought resilience in the South Sudan: Context	Progress achieved since 2011
<ul style="list-style-type: none"> ❖ The reporting period 2011 – 2014 coincides with the first three years of independence. Min. of Humanitarian Affairs and Disaster Management and Min. of Environment established. ❖ No drought since the drought of 2010-2011. ❖ Conversely, some areas experienced severe flooding in 2012 and 2013. 	<ul style="list-style-type: none"> ❖ Development of the Country Program Paper (CPP). ❖ Multi-stakeholder validation and positive indication from some development partners. ❖ Ministry of Environment instituted as lead entity. ❖ In process of recruiting a National Coordinator. ❖ Government agencies assigned to lead pillars.
Challenges encountered	Opportunities identified
<ul style="list-style-type: none"> ❖ Austerity measures and reversion to emergency responses due to resurgence of hostilities with Sudan and internal political conflicts. ❖ Inadequate in country human resources and technical capacity. ❖ Limited technical assistance from IGAD. ❖ Lack of a coherent policy framework. ❖ Lack of data on drought and resilience. ❖ Weak institutional structures and capacities. ❖ Poor coordination and lack of unified information and knowledge management systems. 	<ul style="list-style-type: none"> ❖ A functional coordination mechanism based on the Comprehensive Agriculture Master Plan (CAMP) model. ❖ A number of sectoral policy frameworks, policies and strategies reviewed or under review. ❖ Important initiatives that include drought and flood resilience: The Comprehensive Agriculture Master Plan, the Irrigation Development Master Plan, the Comprehensive Africa Agriculture Development Programme (CAADP). ❖ South Sudan to host the IDDRSI Drought Resilience Research Initiative/ Institute.

Sources: Sources: (i) South Sudan Drought Resilience Country Status Report 2014. (ii) Government of South Sudan. 2013. Technical Annex 1: Comprehensive Agriculture Master Plan. (iii) Drought Risk Map: IGAD. 2013. IGAD Hazard Maps and Atlas.

UGANDA

Summary of Drought Resilience Initiatives

Challenges and opportunities

- 1. Institutional and human capacity required to address challenges in the drylands.
- 2. Opportunity for all stakeholders to align new resilience-building programmes and activities to priorities defined in the Country Programming Paper (CPP).
- 3. Coordination and mobilisation of financial and technical resources to build resilience in drought prone areas.
- 4. Integration of commitments in the CPP to national planning and budgeting processes.

Coordination and partnerships

- a) Coordination of drought resilience initiatives is through the National Disaster Risk Reduction platform .
- b) Collaboration between development partners and with government is through existing mechanisms and harmonisation of development assistance in sectoral areas.
- c) Partnerships in communities and districts is left to actors but largely coordinated through the district local governments.

Innovative approach

- i) Empowering communities to participate in decision making processes to bolster their livelihoods.
- ii) Improving infrastructure such as roads and health and education facilities with staff housing to ensure access to basic services.

Recommendations and way forward

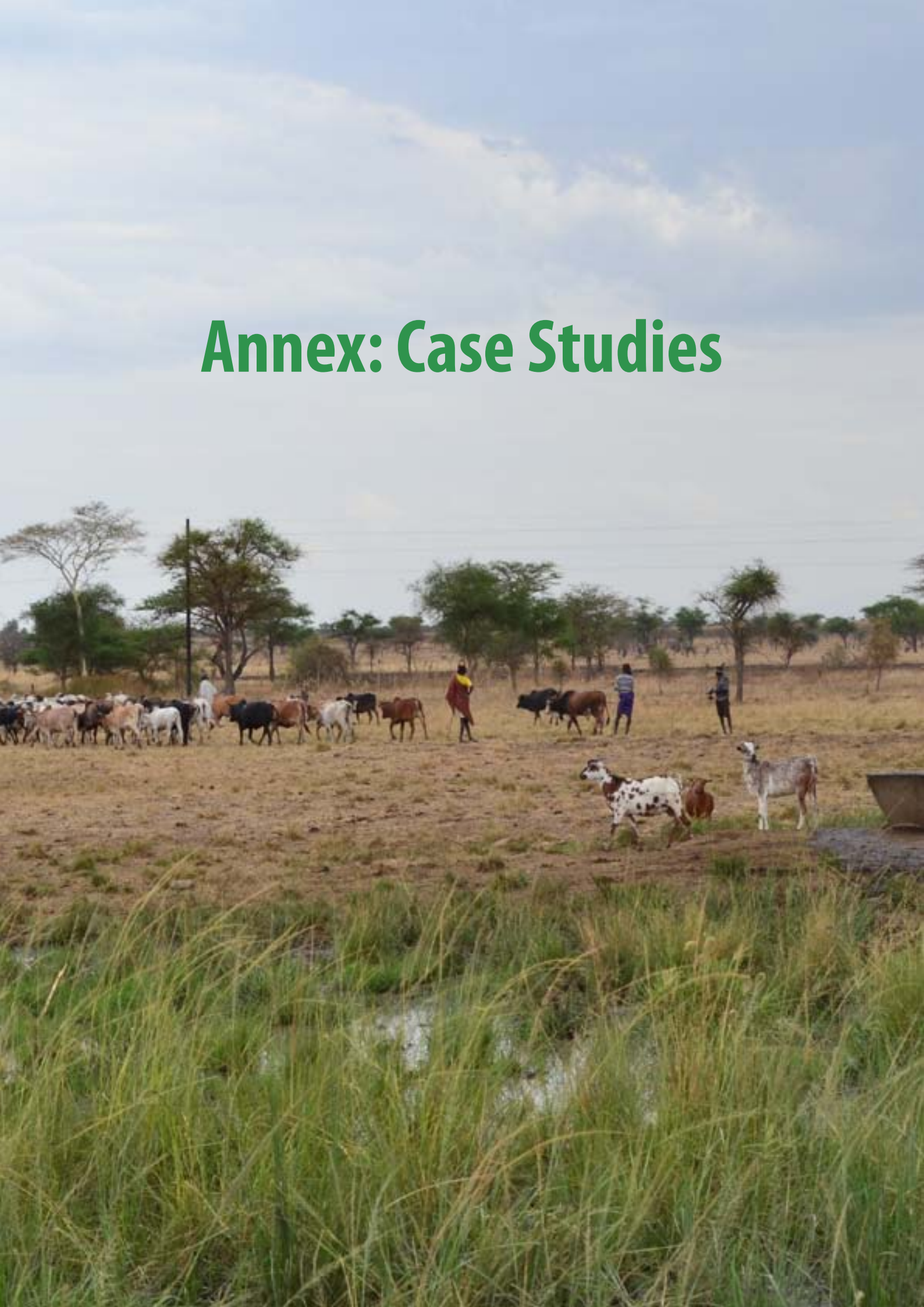
- i) Strengthen coordination mechanisms and capacity of institutions to address critical and transformative issues in drylands and promote sustainable development.
- ii) Enhance multi-stakeholder and cross-sector partnerships to build resilience.
- iii) Increase long-term development funding of programmes key to building resilience.

Total population (millions)	35.4
Male (millions)	17.4
Female (millions)	18.0
Urban (millions)	6.4
Rural (millions)	29.0
Arable land (million hectares) 83919 42%	6.8
% ASAL	35
%cultivated percent of total land area	49.6
Livestock (million)	80.1
Cattle (millions)	12.8
Goats (millions)	14.0
Sheep (millions)	3.8
Pigs (millions)	3.6
Poultry (millions)	45.9
GDP (billion US\$)	21.3
Total agricultural GDP (billion US\$)	4.7
Livestock contribution to GDP (billion US\$)	0.4
Life expectancy at birth (years)	50.4
Infant mortality rate (deaths per 1000 live births)	54
Literacy rate	73
Access to portable water	73.8

Table 1: Summary table of country profile

This is the IDDRSI coordination mechanism in Uganda. Members include government ministries, departments and agencies, development partners and non-state actors. It is chaired by Department of Disaster Preparedness and Management, Office of the Prime Minister, 5th Floor, Postel Building.

Annex: Case Studies



IGAD Climate Prediction and Applications Centre (ICPAC) Drought Monitoring Activities in the Greater Horn of Africa (GHA)

ICPAC drought monitoring activities in the Greater Horn of Africa (GHA) mainly reflect on the institution's mission of providing timely early warning information to enable the region to cope with various risks associated with climate variability and change. Much of the Greater Horn of Africa (GHA) is arid or semi arid with very large inter-annual climate variability hence the drought recurrence. With global warming, droughts are expected to become more severe and their frequency is likely to increase hence the dire need for drought monitoring and early warning. One of the climate systems that has been linked to worldwide occurrences of climate hazards such as droughts and floods is the El Niño/Southern Oscillation (ENSO) phenomena. Sea Surface Temperature anomalies over the Indian and Atlantic Oceans are however the main cause of climate variability in the Horn of Africa.

Drought related products produced by ICPAC include: Consensus Regional Climate Outlooks issued before the start of rainfall seasons over the region, Cumulative Monthly Rainfall Anomalies, Environment Monitoring, Rainfall Severity Index Maps, Cumulative Rainfall Series, Distribution of rainfall events over several locations, Maximum and Minimum temperature anomalies and Normalised Difference Vegetation Indices among others (see annex 1 for GHACOF 36). The role of the Meteorological and

Hydrological Services in Disaster Risk Assessment is in the provision of historical and real-time hazard data, meta data, hazard analysis, mapping methodologies, short- to medium-term weather forecasts and climate outlooks.

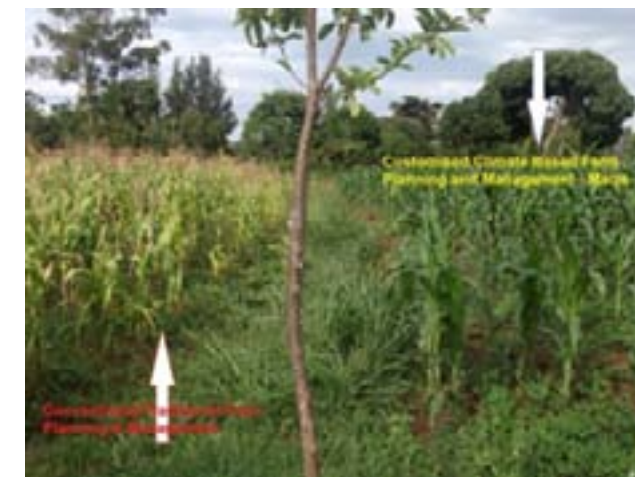
One of the project running at ICPAC funded by the Rockefeller Foundation aims at contributing to climate risk reduction in agriculture and food security sector by strengthening the capacity of ICPAC to provide downscaled demand-driven climate information. This is crucial for increased resilience in these sectors as well as reduced vulnerability to the risks associated with climate variability and change in GHA region. The project focuses on four case studies within vulnerable communities in Kenya located in Oloitokitok; Reru, Nganyi and Nyahera. Oloitokitok communities are predominantly nomadic pastoralists highly vulnerable to severe and frequent droughts; Reru area is characterized by semi-arid conditions and a large group of subsistence farmers; Nyahera is a peri-urban subsistence farming community; while the Nganyi are peasants with a long history of traditional weather forecasting commonly known by some locals to be rain makers. Over 200 crop farmers and pastoralists are currently participating in the project.



Images showing the impact of drought on crops and livestock in the GHA



Maasai women with pasture seeds ready to reseed their degraded pasture reserves in Imbirikani, Loitokitok with initial seeds provided by the Rockefeller project



A comparison of two adjacent farms in which one farmer utilised Rockefeller project's climate information in his maize (right) and the other who did business as usual (left) in Nyahera

The project has helped improve the capacity of farmers, their leaders and the extension workers in interpretation and proper use of climate forecast information and related agro-advisories for proper agricultural planning and management, hence increased farm output and sustainable livelihoods. Through the project, there is dissemination of seasonal and monthly weather forecast information; farmers are advised on how to diversify their livelihood systems through engaging in alternative income generating farm (and non-farm) activities. The project also issues out 10-day weather updates to registered farmers through their mobile phones using an SMS Broadcasting System based at ICPAC which guide farmers to make quick/short-term decisions about timing of farm management practices. This project has promoted the integration of Indigenous Knowledge (IK) with Scientific Weather Forecasting among the Nganyi community to enhance the uptake and proper utilization of climate outlook information. This led to the launch of a book on the integration of modern science and indigenous knowledge in the recently held GHACOF 36 titled "Coping with local disasters using indigenous knowledge".

An important element of drought early warning system is the timely and effective dissemination of the advisories to decision makers. There is therefore the need for continuous climate monitoring and prediction. This would require support and strengthening of the climate observation networks, enhancement of national and institutional capacities to develop decision support tools and services as well as developing skilled multi-disciplinary human resources. ICPAC's vision remains to become a viable regional centre of excellence in climate risk reduction to cope with present climate extremes and adaptation to climate change for sustainable development in the Greater Horn of Africa.

For more Information, contact: E-mail: director@icpac.net, Website: www.icpac.net

IGAD Centre for Pastoral Areas and Livestock Development (ICPALD)



The IGAD region covers over 5.2 million Sq. Km, of which some 80 percent is classified as arid and semi-arid areas (ASALs), with annual rainfall of 400 mm or below. The Region has a population of over 250 million people foreseen to increase at an average rate of 2.6 percent. Thus, existing natural and livestock resources are faced with challenges of overexploitation as increasing needs of population growth, urbanization and development trends rise. The region is also faced with frequent climate variability and conflict that lead to extreme food insecurity and deterioration of livelihoods of ASAL communities. It is noted that the region is habitant to 3 percent of the world's population and recipient of 40 percent of relief food aid. This necessitated the establishment of IGAD Centre for Pastoral Areas and Livestock Development (ICPALD), a people centred institution to address the needs of dryland communities.



In its two years of existence, the centre has identified and benchmarked priority areas of interventions on alternative livelihoods for ASAL communities; development strategies, service provision endeavours and policy areas through evidence based research on the areas of Non-Wood Forest Products and Artisanal Minerals (NWFP&AM), animal health and marketing, climate change adaptation, community based-eco, wildlife and cultural tourism in ASAL areas of the IGAD Region.

It is evident that the livestock sector has consistently provided more than 60 percent of the estimated value addition to the agricultural sector, and is a substantial contributor to regional GDP than was previously believed to be. It has also been established that rational and regulated exploitation of non-wood forest products (NWFPs) and artisanal mining (AM) would be much more important economically, than opportunistic farming done by pastoralists during seasonal rains. The ongoing activities of trans-boundary animal disease surveillance, setting of sanitary and phytosanitary standards, building trade partnership with the Middle East and North African net-importers of meat and exploring export opportunities within the African continent, supported by ICPALD, AU-IBAR, FAO and other partners, are aimed at maximising net benefits accruing to pastoralists and agro-pastoralists.



ICPALD's mandate is to "Promote and facilitate sustainable and equitable drylands and livestock development in the IGAD region" while its vision is to "Be the premier centre of excellence for promoting conflict, gender and environment sensitive and responsive sustainable drylands and livestock development." The overall objective of the Centre will be to "Promote conflict, gender and environment sensitive and responsive sustainable development of drylands and livestock underpinned by the development of supportive policy and legal frameworks in the IGAD Region."



Impact of the recurrent flood and drought disasters have persistent long-term negative effects on development in the arid and semi-arid areas (ASALs) of the IGAD Region. The prevailing inappropriate development choices and policies only serve to exacerbate vulnerabilities and aggravate the negative effects of such disasters. IGAD and her specialised institutions including ICPALD, ICAPC and CEWARN, aims to address disaster risk reduction by addressing the underlying risk factors in order to reduce avoidable loss of life, property and livelihoods. The establishment of wildlife conservancies, eco-tourism and cultural tourism in ASALs raises awareness to communities on the importance of building climate smart source of livelihoods, reduces the rate of desertification while conserving the dryland eco-systems and environment.

ICPALD's long-term goal is to champion for increased public and private sector investments in i) The livestock value chain to increase the returns due to local producers while ensuring quality exports; b) Value addition along the live animal and meat value chains, where appropriate and acceptable to the market; c) Alternative livelihood resources including non-wood forest products and artisanal minerals; d) Water harvesting and dryland agriculture where appropriate; e) Applied research and technology, and innovation transfer.



IGAD HIV/AIDS PARTNERSHIP PROGRAMME AMONG THE PASTORALIST AND CROSS – BORDER MOBILE POPULATION OF IGAD MEMBER STATES

Kassa A., Alwan F, Hassen A, Adan, F, Elduma M., Mwesigye I., Kazibwe F.

BACKGROUND: The IGAD Regional HIV & AIDS Partnership Programme (IRAPP) reflects the common objective of the National AIDS authorities of IGAD Member States and partners to work in a mutually supportive way to address the sub-regional Cross Border and Mobile Populations (CBMPs) including pastoralist aspects of the HIV/AIDS challenge. The Member States are Djibouti, Kenya, Uganda, Ethiopia, Sudan, South Sudan and Somalia. The objective of this study is to show the progress since 2009 to date which complement with the national HIV/STI response.

METHODOLOGY: The project was conducted in all IGAD Member States. The implementation at hot spots started in 2009 with the support of the World Bank and Canadian government. The project was represented by IRAPP country focal points in all Member States and IRAPP-NAC/MoH Steering Committee is responsible for monitoring the overall project performance. In addition, there are the Health and M&E Technical Working Groups established to support the project technically. The Project Facilitation Office (PFO) is responsible for coordinating and facilitating the project implementation in all selected sites of the IGAD Member States. The IRAPP supported sites send their progress reports to the IRAPP - PFO quarterly through NAC-MoH, are analyzed and shared by all Member States and partners. Joint Review Meetings and Joint Supportive Supervision are conducted in collaboration with the Member States and sites.

RESULT: A total of 48 sites are supported by the IRAPP, of which 14 are refugee camps and 34 are hot spots. More than 10 million people in the IGAD Member States receive HIV services from the programme. All sites have been enrolled following baseline assessment. Currently, there are 79 VCT, 76 STI, 53 PMTCT, and 33 ART sites in all IGAD Member States. HIV tested clients are 481,679. A total of 2,747 pregnant women are HIV positive of which 88.5 percent have received antiretroviral drugs for mother to child transmission. Clients treated for sexually transmitted infections are 71,254, are number that surpassed the target (65,021). Clients treated for chronic care were 18,977; while people living with HIV and are currently on ART were 14,329. The number of patients enrolled in HBC is 5,871. Since the onset of the programme, a total of 16,262 people received training. Out of these 23 percent are HCPs, 23.2 percent, peer educators, 9.6 percent, youth and 44.2 percent, PLHIV. The programme has also trained a number of CSWs and community members. A total of 9,583,608 male and 163,089 female condoms were distributed across all IRAPP supported sites and a total of 44 PLHIV associations were established in IRAPP supported sites.

CONCLUSION: The pilot project introduced in the seven IGAD Member States proved a good forum for continuum HIV prevention, care, treatment and support programmes for the CBMPs and pastoralist communities. The experience of this pilot project can be replicated in the remaining hot spots (80) of the IGAD Member States in order to create universal access for comprehensive HIV prevention and care and reproductive services to the most unreachable populations.

STATEMENT FROM THE THIRTY SIXTH GREATER HORN OF AFRICA CLIMATE OUTLOOK FORUM (GHACOF 36) FOR MARCH TO MAY 2014 RAINFALL SEASON: 26-28 FEBRUARY 2014

IMPERIAL BOTANICAL BEACH HOTEL, ENTEBBE, UGANDA

Summary

March to May constitutes an important rainfall season over the equatorial parts of the Greater Horn of Africa (GHA) region. The regional consensus climate outlook for the March to May 2014 rainfall season indicates an increased likelihood of near normal to above normal rainfall over northern, western and southern Tanzania, Burundi, Rwanda, much of Uganda, western Kenya, western Ethiopia and much of South Sudan. Increased likelihood of near normal to below normal rainfall is indicated over much of the northern, eastern and coastal areas of the GHA region. Key processes considered as major drivers of the regional climate during March-May 2014 season include cooler than average Sea Surface Temperatures (SSTs) over the western Indian Ocean and Arabian sea as well as warmer than average SSTs over central and eastern Indian Ocean; ongoing and potential formation of tropical cyclones over south-western Indian Ocean.

The outlook is relevant for seasonal time scales and relatively large areas. Local and month-to-month variations might occur as the March-May 2014 season progresses. It is likely that episodic weather events leading to flash floods might occur in areas with increased likelihood of near normal to below normal rainfall. Also, dry spells may occur in areas with increased likelihood of near normal to above normal rainfall. ICPAC will provide regional updates on regular basis while the National Meteorological and Hydrological Services (NMHSs) will provide detailed national and sub-national updates.

The Climate Outlook Forum

The Thirty Sixth Greater Horn of Africa Climate Outlook Forum (GHACOF 36) was convened from 26th to 28th February 2014, at the Imperial Botanical Beach Hotel, Entebbe, Uganda by the IGAD Climate Prediction and Applications Centre (ICPAC) and partners to formulate a consensus climate outlook for the March to May 2014 rainfall season over the GHA region. The GHA region comprises Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Sudan, Tanzania and Uganda. The Forum reviewed the state of the global and regional

climate systems and their implications on the March to May seasonal rainfall over the sub-region. Among the principal factors taken into account were the observed and predicted SSTs in the tropical Pacific, Atlantic and Indian Oceans. The dominant climate forcing processes included neutral ENSO conditions that are expected to persist through the forecast period, warmer than average SSTs over central Indian Ocean as well as colder than average SSTs over the western Indian Ocean and Arabian Sea, weak negative Indian Ocean Dipole (IOD); on going and potential formation of tropical cyclones over south-western Indian Ocean. Users from agriculture and food security, livestock, water resources, disaster risk management, health, Gender, civil society, Non-Governmental Organisations and development partners formulated the potential implications of the consensus climate outlook and developed mitigation strategies for their respective countries and sectors. The media on the other hand formulated strategies for effective dissemination of the consensus climate outlook and its potential impacts.

Projected global climate forcing processes beyond May 2014

Most computer model forecasts and the recent WMO statement indicate likely development of a weak El Niño during the second half of 2014. Updates will be released on regular basis and detailed climate outlook for the June to August 2014 rainfall season will be provided at the Thirty Seventh Greater Horn of Africa Climate Outlook Forum (GHACOF37) to be held in Khartoum, Sudan in May 2014.

Methodology

The Forum examined the prevailing and predicted SSTs over the Pacific Ocean as well as the Indian and Atlantic Oceans together with other factors that affect the climate of the region. These factors were assessed using dynamical and statistical models as well as expert interpretation. The regional consensus climate outlook also included inputs from National Climate Scientists who participated in the pre-COF 36 regional modelling workshop that was hosted by ICPAC from 16th to 25th February 2014. Additional

inputs were obtained from various centres worldwide including the World Meteorological Organisation's Global Producing Centres (WMO GPCs). The current capability of seasonal to inter-annual forecasting allows prediction of spatial and temporal averages and may not fully account for the physical and dynamical factors that influence regional and national climate variability.

The experts established probability distributions to indicate the likelihood of above-, near-, or below-normal rainfall for each zone (Figure 1). Above-normal rainfall is defined as within the wettest third of recorded rainfall amounts in each zone; near-normal is defined as the third of the recorded rainfall amounts centred on the climatological median; below-normal rainfall is defined as within the driest third of the rainfall amounts. Climatology refers to a situation where any of the three categories have equal chances of occurring.

Rainfall outlook for March to May 2014

The rainfall outlook for various zones within the GHA region is given in Figure 1 below.

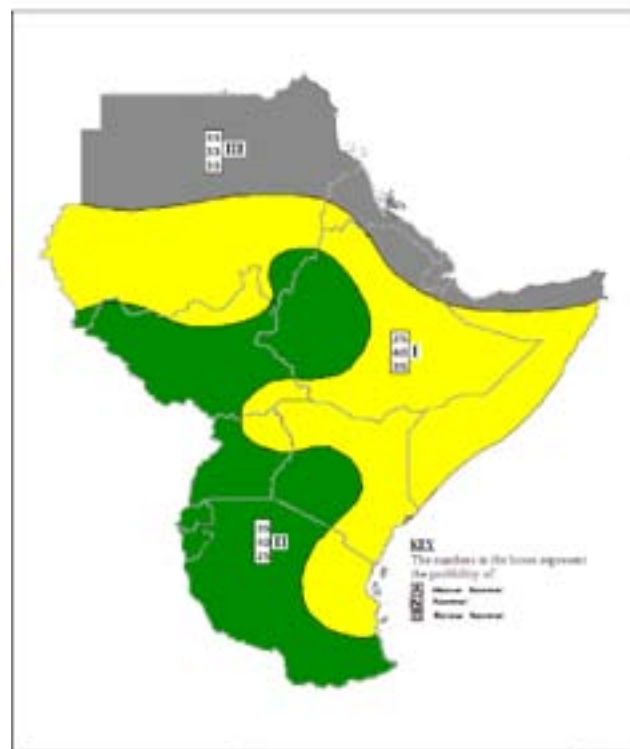


Figure 1: Greater Horn of Africa Consensus Climate Outlook for the March to May 2014 rainfall season

Zone I: Increased likelihood of near normal to below

normal rainfall.

Zone II: Increased likelihood of near normal to above normal rainfall.

Zone III: This zone is usually dry during March to May season.

NOTE:

The numbers for each zone indicate the probabilities of rainfall in each of the three categories, above-, near-, and below-normal. The top number indicates the probability of rainfall occurring in the above-normal category; the middle number is for near-normal and the bottom number for the below-normal category. For example in zone II, there is 35% probability of rainfall occurring in the above-normal category; 40% probability of rainfall occurring in the near-normal category; and 25% probability of rainfall occurring in the below-normal category. The boundaries between zones should be considered as transition areas.

Contributors

The thirty six Greater Horn of Africa Climate Outlook Forum (GHACOF 36) was organised jointly by the IGAD Climate Prediction and Applications Centre (ICPAC) and National Meteorological and Hydrological Services (NMHSs) of ICPAC member countries. Much of the support for the Forum was from the African Development Bank (AfDB) within the framework of the Institutional Support to African Climate Institutional Project (ISACIP). Partial support to the Forum was also provided by the World Meteorological Organisation (WMO).

Contributors to the GHACOF36 consensus regional climate outlook included representatives of the Meteorological Services from GHA countries (Institut Geographique du Burundi; Meteorologie Nationale de Djibouti; National Meteorological Agency of Ethiopia; Kenya Meteorological Services; Rwanda Meteorological Agency; South Sudan Meteorological Services; Sudan Meteorological Authority; Tanzania Meteorological Agency and Uganda Meteorological Authority) and climate scientists as well as other experts from national, regional and international institutions and organisations: IGAD Climate Prediction and Applications Centre (ICPAC); Met Office, UK; World Meteorological Organization (WMO) and WMO Global Producing Centres (GPCs); Korea Meteorological Administration (KMA); University of Nairobi; North Carolina State University and University of Connecticut.





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