



## **Annual Meeting 2016 Horn of Africa Joint Planning Cell**

[Meeting Report]

June 14<sup>th</sup> – 16<sup>th</sup>, 2016 – Radisson Blu, Addis Ababa, Ethiopia



## LIST OF ACRONYMS

AHADI	Agile Harmonized Assistance for Devolved Institutions
ASALs	Arid and Semi-Arid Lands
AU	African Union
BCC	Behavior Change Communication
CAPs	Community Action Plans
CDAP	Community Development Action Plan
CDC	Community Development Committee
CLTS	Community Led Total Sanitation
CM	Crisis Modifier
CPP	Country Programme Papers
DfID	Department for International Development
EU	European Union
FAO	Food and Agriculture Agency
FTF	Feed the Future
HH	Households
HoA	Horn of Africa
HORN	Horn of Africa Resilience Network
IDRISSI	IGAD Drought Disaster Resilience and Sustainability Initiative
IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority on Drought
IPC	Integrated Food Security Phased Classification
IRF	Internal Risk Facility
JPC	Joint Planning Cell
KDPG	Kenya Development Partners Group
MoU	Memorandum of Understanding
NDMA	National Drought Management Authority (Kenya)
NGO	Non-Governmental Organisation
NRM	Natural Resource Management
NRT	Northern Rangelands Trust (NRT)
OCHA	Organisation for Coordination of Humanitarian Affairs
OFDA	Office of U.S. Foreign Disaster Assistance
PLPA	Participatory Learning Planning in Action
PREG	Partnership for Resilience and Economic Growth
PRIME	Pastoralists' Areas Resilience Improvement through Market Expansion
REAL	Resilience and Economic Activity in Luuq
REGAL-IR	Resilience & Economic Growth in the Arid Lands – Improving Resilience
RLP	Resilience learning Project
SLI	Sequencing Layering & Integrating
SomRep	Somalia Resilience Project
TANGO	Technical Assistance to NGOs
UN	United Nations
USAID	United States Agency for International Development
VfM	Value for Money
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

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## 1. Executive Summary

The Annual Meeting of the Horn of Africa Joint Planning Cell (JPC) was undertaken from June 14<sup>th</sup>- 16<sup>th</sup>, 2016 in Addis Ababa, Ethiopia in order to inform the development of the Resilience Framework for Change 2.0 (RFC 2.0) (2017-2021). This was achieved through improving joint understanding of the United States Agency for International Development's (USAID) resilience approach and its impact on programming; sharing experiences and perspectives gained through implementation; and improving collaboration, learning and adaptation of programmes. The meeting was an opportunity to come together, exchange lessons learnt and work on further developing a shared regional vision for resilience.

Day One of the meeting focused on reviewing the existing Resilience Framework for Change (RFC 1.0) and comparing it to other conceptual and results frameworks in use in the region, including:

- IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Results Framework (2013);
- Kenya Ending Drought Emergencies (EDE) Common Programme Framework (2015);
- Building Resilience to Recurrent Crisis – USAID Policy and Programme Guidance Conceptual Framework (2012);, and
- TANGO Conceptual Framework for Resilience (2012).

Participants identified major areas where the RFC 1.0 has conceptual and structural gaps compared to other results frameworks (IDDRSI and EDE), and conceptual models for resilience (TANGO & USAID). Some clear gaps in the RFC 1.0 emerged from this exercise, particularly around the shocks and stresses which are a feature of the areas targeted by USAID resilience programmes and how the framework incorporates risk management at all levels. The collaborative and collective action, which is seen as a key component of the USAID resilience programming, was not reflected in the framework, and participants felt that links between Intermediate Results (IRs) were missing. The other conceptual frameworks reflect the need to build 'capacities' (including different types of capital or assets, e.g. human, social, financial assets) in the target communities and this is not explicit in RFC 1.0. They also have a stronger focus on government engagement and institutional capacity building. In comparison to other frameworks, RFC 1.0 appears to be missing key components such as creating reliable safety nets and nutrition-sensitive activities across sectors (particularly Water Sanitation and Hygiene (WASH)).

During Day 2, the participants further analysed the lessons learnt from implementing resilience programmes in the region and beyond, and reviewed each objective of the JPC RFC 1.0 and its component IRs to recommend how they should be re-structured to reflect the experience and learning that is emerging. Participants identified successes, what did not work, and what should be done differently.

Under Objective 1- Expanded Economic Opportunities, the key lessons learnt appear to be:

- The need to use successes in promoting increased economic opportunities to influence policy;
- The importance of linking resilience programming to new or existing safety net initiatives;
- The need to focus on exploring how to make more linkages between programmes through collaboration in programme design, shared clear deliverables and shared indicators which force collaboration and accountability;
- Programmes should have more youth engagement as well links between migration, skills (vocational training), and economic opportunities, especially in conflict prone areas;
- Financial services, livestock access to market, women's empowerment, and regeneration of rangelands are having more impact than other activities; Results have been weak in some areas, specifically:
  - Local ownership and management of the infrastructure developed,
  - Adaptation of institutions and markets to meet demand during drought, and
  - Engagement with the private sector (largely untapped opportunity).

Under Objective 2- Strengthened Institutions and Governance, key lessons learnt include:

- The need for more support to local and regional government, but with an emphasis on social accountability (government leadership and holding donors accountable for impact);
- The importance of strengthening institutions in all IRs in the framework and developing capacity to disseminate programme successes to influence policy;
- The need to measure the success of capacity development efforts
- The added value of a cross-border regional lens and further linkages across sectors (trade, NRM, livestock, etc.); and
- Community-based committees (especially those based on traditional structures for conflict mitigation, early warning and natural resource management) have been successful but have limited sustainability without links to government institutions.

Under Objective 3- Improved Health and Human Capital, key lessons learnt are:

- The use of soft conditionalities for cash and/or food transfers has been successful in increasing coverage of some health services;
- There is a missed opportunity to link vocational training and job creation within the resilience programming and a focus on youth should be built into programming;
- The need for a more holistic approach to nutrition sensitive programming, with sequencing across sectors and a systems strengthening approach; and

- WASH activities are key to the success of many other initiatives but are not explicit in the RFC 1.0.

On the last day of the meeting, representatives reflected on priorities for research and learning on the RFC by linking it with their mission experiences. The learning from different country teams including Uganda, Ethiopia, Kenya, Somalia and the Regional and Washington office were presented. Examples were given on:

- The establishment of the Karamoja Resilience Support Unit which supports the learning agenda, as well as the donors' group - USAID, DFID, EU, Irish Aid, FAO, WFP, etc., that comes together every month to share information and learning;
- The collaborative learning program within PREG (Kenya) which has developed a formalized learning process supported by the Africa Lead II team;
- The approach of Somalia, where learning activities are left open for implementers to identify how research and studies contribute to the resilience strengthening process; and
- How some of the implementing partners are doing learning at output and outcome levels, through the results from annual household surveys, baseline, midline and endline surveys.

Participants emphasized the need to inform decisions based on the learning that is emerging from the programming. Representatives from Regional and Washington office concluded this session by appreciating the diversity in the collaborative and learning looks, and noting the creative tension to put learning in one pillar of the RFC or to leave it as cross-cutting issue.

At the end of the workshop, participants concluded that the key recommendations for the development of the Resilience Framework for Change 2.0 are as follows:

1. The RFC 2.0 needs to be based on a clear, up-to-date context analysis and supported by a defined Theory of Change which can guide investment in the region to achieve resilience outcomes and be adapted to specific country situations by individual missions as required.
2. The ongoing and upcoming projects within the USAID's resilience programming need to refocus efforts to take into account the lessons learnt from implementation so far. Specifically, these should include a more collaborative, risk-informed approach which builds on social capital and includes missing components such as safety nets, nutrition-sensitive programming and a women's empowerment lens.
3. The learning cycle within the programme needs to be emphasised (raised up from the bottom of the RFC) and flexibility should be built into the programming to allow for adjustments in activities and results based on learning.

Following the finalisation of a revised framework, a participatory revision of outcome indicators in the M & E framework will be undertaken keeping topline indicators. By the end of October, the plan is to develop a regional

learning approach and plan. Finally, it was decided to rename the JPC network of USAID Missions and its implementing partners as the Horn of Africa Resilience Network (HoRN). By extension, this group will expand to include key government and donor working groups.

## **2. Proceedings**

### **2.1. Historical perspectives on the original JPC Resilience Framework**

The historical perspective on the JPC Resilience Framework was presented to participants (see Annex 1), based upon which the following observations were made. The concept of resilience does not seem to have changed over the years. If nothing new has been added to the approach, it is important to question what has been achieved and what are the real differences seen in terms of achieving resilience.

### **2.2. Future uses of the JPC Resilience Framework: Andre Mershon, Center for Resilience**

Resilience emerged as USAID's priority in 2011-12 and fundamentally changed where and how the Agency works. Joint humanitarian and development analysis, planning, and implementation are undertaken across sectors, with resilience as an analytic, programmatic and operational framework. The framework encourages collaboration through sequencing, layering and integration of humanitarian assistance and development assistance programs. Since 2012, the portfolio has grown to include countries such as Kenya, Ethiopia, Niger, Burkina Faso, Somalia, Nepal, Mali and Uganda.

The Center for Resilience was put in place to institutionalize resilience in USAID. The structure is shown in the diagram below. The Center is working towards formalizing pillar bureau focal points/advisors. Participation by pillar bureaus has been robust to date, and the experience of champions working on the ground is important. (see Annex1)

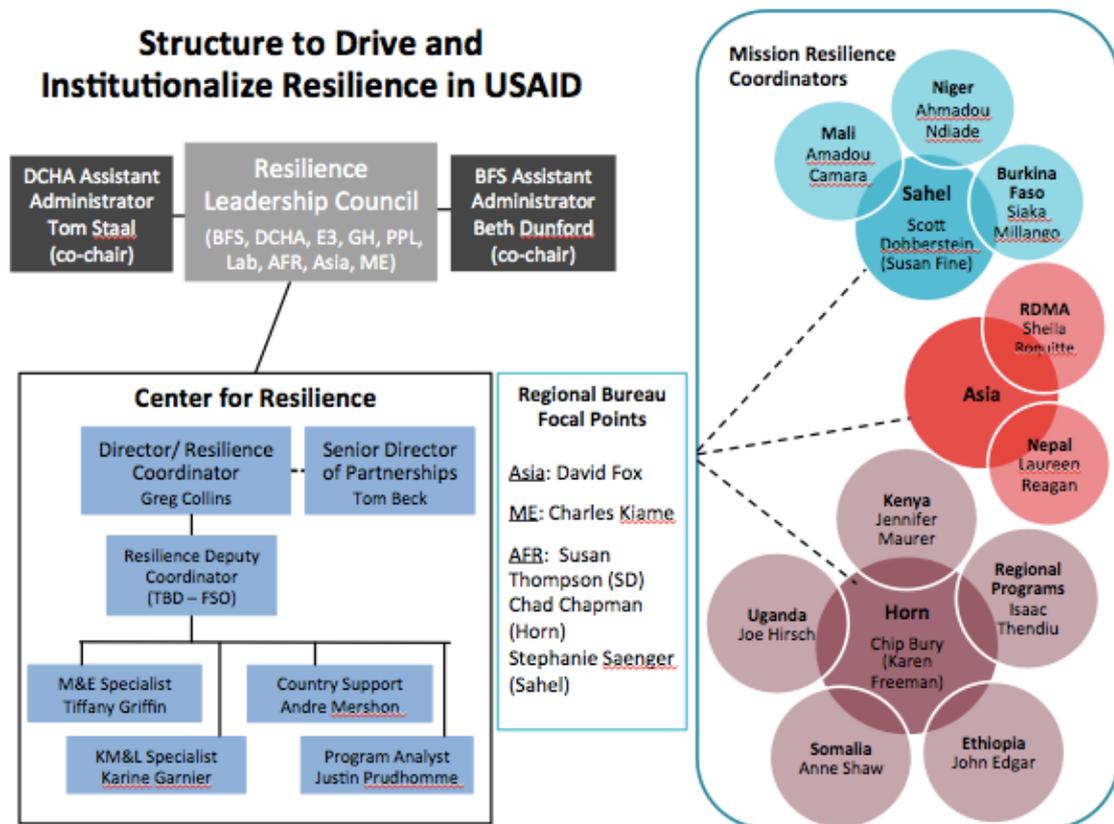


Figure 1 – USAID Institutional Structure for Resilience (Andre Mershon presentation, June 2016)

### 2.3. Analyzing JPC Resilience Framework

In order to enable participants to have a clear understanding of other relevant results frameworks and conceptual models for resilience, the following frameworks were reviewed:

- IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) Results Framework (2013);
- Kenya Ending Drought Emergencies (EDE) Common Programme Framework (2015);
- Building Resilience to Recurrent Crisis – USAID Policy and Programme Guidance Conceptual Framework (2012); and
- TANGO Conceptual Framework for Resilience (2012).

Participants discussed the key differences between the Regional Framework for Change and the other frameworks presented and identified results that are missing in RFC (1.0).

Some of the missing results from the frameworks were identified as:

- layering, sequencing and integrating
- linkages between IRs
- women’s empowerment
- resilience in the goals
- conceptualization of collaboration

- analysis of existing capacities
- coordination
- youth
- too much packaged in the cross-cutting issues
- contextualization based on shocks
- resilience-sensitive development
- government leadership in the purpose statement
- policy level interventions
- disaster RR/ EW I
- lack of recognition of shocks and use of crisis modifiers
- clarity on dealing with shocks and stressors in the goals
- clarity on when policy engagement will lead to working at scale
- lack of transformational resilience
- missing resilience capacities and pathways
- lack of prioritization
- lack of reflection on community capacities for action or response, etc.

Further comments were made on the fact that it is difficult to fit every issue in the frameworks, and how a narrative Theory of Change and a context analysis is important alongside these frameworks. Given that country-specific problems are different, it is also important to adapt these frameworks to local situations.

## 2. 4. Confronting drought in Africa's dry lands

A webinar on a new report undertaken by the World Bank and FAO was shown to participants (see full webinar [here](#)). Core messages from the webinar were:

- 1. Business as usual is not an option**
  - By 2030, up to 70% increase of population vulnerable to drought
  - Strong push to drop out of existing livelihoods (e.g. pastoralism)
- 2. Better management of livestock, farming, and natural resources is effective and affordable**
  - Opportunity to cut in half or more the size of the problem
  - The cost (\$0.4 - 1.3 billion/ year) is in the range of current development budgets
- 3. This needs to be complemented with:**
  - Better safety nets
  - Contingent finance mechanisms
  - Alternative livelihoods
  - Landscape restoration

### Notes from the discussion:

- There have been these kinds of interventions for a long time at donor, agency and different levels. The gap is still there and, therefore, there is

a need to ask why the gap is still there. For example, there is very little livestock or agricultural extension work going on in Kenya.

- When talking about being transformational, there is a need to talk about doing things at scale, integrating what the agency and governments are doing.
- There is a need to make sure that basic services, such as health are included at the top of productivity and safety net discussions.
- Some of the questions that have to be explored include - what are we not doing and what do we need to do better? How can we use this framework to help us focus on the things we need to do better? How can we use this framework to bring in all these experiences and make this framework more useful, etc.

## 2.5. Mapping contributions to the RFC (1.0)

A mapping exercise was undertaken by participants with the purpose of identifying where the efforts of USAID partners are focused within the Framework. Participants were invited to align their organization or consortium into the RFC IRs. The results are shown in Annex 2 below.

It was noticeable that there are relatively high numbers of interventions in Objective 1 (Expanded Economic Opportunities) and 2 (Strengthened Institutions and Governance) compared to Objective 3 (Improved Health and Human Capital). Furthermore, only one implementing partner (REGAL IR) is addressing the cross-cutting issues of Innovation and Knowledge Management, Gender, Private Sector Involvement and Functional Literacy.

## 2.6. Best practices on risk-sensitive programming

In early sessions, participants identified the lack of risk-sensitive programming as a weakness. Therefore, in this session participants were asked to identify the best practices in risk-sensitive approaches in their programmes by answering the following questions:

- How are your programs drought proof?
- What are the specific interventions which are addressing drought risk?

### **Best practices identified were:**

- Saving and credit
  - Improving saving (MFIs, VSLAs)
  - Village banking and food banks in Kitui county of Kenya
  - Promoting a culture of saving
- Vegetable production
  - Keyhole and home gardening
  - Conservation agriculture
- Livestock fattening and off take
  - Irrigation-based fodder production
  - Community-based animal disease surveillance
  - Animal health interventions during drought (vaccinations)
  - Hay production and distribution (reduce impact of drought)

- Milk value addition (long shelf life during drought)
- Milk/ meat vouchers during drought
- Private sector led veterinary services
- Index-based livestock insurance
- Social analysis and action groups for early warning, innovative activities such as keyhole gardening
- Potential for community-led approaches, like CLTS
  - Undermining customary institutions can compromise improved resilience
  - Approaches that are more “risk proof” than others
    - Community-led
    - Private sector
  - Skills training on preparation of local nutritious foods prevents/ reduces nutrition problems
  - Women’s empowerment/ IGAs
  - Use of resilience leaders/ committee as agents of change in Somalia (Champions of Change)
- Seasonal Livelihood Mapping (SLP) – mapping of seasonal opportunities and challenge points for different groups in community
- Communication 4 Development (C4D)- Seasonal messaging to prevent/ mitigate rising risks
- Season Resource Use agreements
- Water catchments for the dry periods
  - Linking wells and vegetable gardens
  - Rainwater harvesting (water catchments to be used during dry periods)
  - Livestock troughs at water points (near households)
- Resilience approach and CMDRR process
  - Turning crisis into opportunity for innovation
  - Integrating education support – linking it with other services so that children do not dropout during drought
  - Resource mapping as a tool for reduction of conflict
- Links and relationships
  - Linkages between producers and agrovets to cushion production
  - Linking community, regions can provide better collective decision making on resilience outcomes
  - Integration of WASH and health can lead to improved impact/ resilience

## 2.7. Experience from different partners

Experiences from different USAID partners - PRIME (Ethiopia), REGAL-IR, GRAD, Mercy Corps Uganda, Somalia APS Partners were presented in alignment with the different objectives of the RFC. (see Annex 1)

Discussions on the presentations are summarized below:

- PRIME - the importance of identifying what has been done to promote the participation of women in the different interventions was noted. In addition, points were made on the importance of taking into account cross-border issues when working on resilience. This should also be dealt with in the planning process.

- REGAL-IR - a comment was made that there seem to be winners and losers in the institutional arrangements. The customary institutions seem to be losing, because other institutions are being set up while the customary institutions could have been engaged. In response to this, it was noted that self-help groups are different from customary institutions, as they include women and youth who do not have leadership roles in the customary institutions.
- Graduation with Resilience to Achieve sustainable Development (GRAD) - the need for scaling-up or looking at impact, i.e. showing numbers, changes in landscape of the market, etc. was noted. It should be clear if the focus is transformative or if the program is promoting an approach or an innovation. In response, it was noted that the program is embedded in the Productive Safety Net Program (PSNP IV) of Ethiopia and was involved in the design of the new PSNP. It is trying to help beneficiaries graduate from the government safety net. The program is not expensive and committed to testing ideas.
- Somalia APS Partners - comments were made on the importance of understanding the amount of time needed to engage community. In trying to fast track implementation, there was a lot of rejection from communities that had been receiving aid for 25 years. Therefore, the programs used different mechanisms such as weekly participatory assessments, working on community plans, and getting local government into capacity-building activities. The fact that there were three multi-sectorial projects was important in cross-learning. It is also important for communities to feed into the Resilience Framework and definition. With regards to this, it was noted that community dialogues were used to coin a local term for “resilience”, but how it has not materialized in the Resilience Framework.
- ENGINE - Save the Children Ethiopia invoked comments about the need for a strong WASH component in order for a nutrition program to be successful. Behavior Change Communication (BCC) alone is not sufficient to address malnutrition. It is also important to ask if the money going into women’s pockets are contributing to improve nutrition. In addition to this, questions were raised for ENGINE about whether layering has been done. In addition, challenges were noted about attribution of the results to ENGINE.
- Mercy Corps Uganda - received questions on coordination and partnership and how the capacities were identified and prioritized. It was noted that all relevant development partners were involved in this process. Therefore, it coordination was already built-in to the work plan, with staff in place for the coordination role. The policy framework as well as the livestock working groups also reinforced coordination. The fact that government partners were involved helped in creating understanding about the magnitude of the problem, and assisted with the layering and sequencing. The resilience capacities that were identified were prioritized for specific groups and shocks. In these programs, attention is paid to thresholds in terms of number of people covered by a specific activity in relation to resources. The development of a Theory of Change with a resilience lens will help to identify capacities.

## 2.8. Summary of lessons learnt from Objectives 1, 2 and 3

Participants worked in groups to identify what worked, what did not work, what should be done differently and what is missing from each of the objectives of the RLP RFC. The full results of this group work is presented in Annex 3.

### **Objective 1 – Expanded Economic Opportunities**

#### ***What worked***

- Access to financial services (community savings and loans, esp women)
- Women’s empowerment
- Strengthening livestock access to market/reliable offtake
- Regeneration of rangelands, landscape rangeland management, fodder production

#### ***What did not work***

- Local ownership and management of infrastructure developed
- Adaptation of institutions and markets to meet demand during drought
- Engagement with the private sector (largely untapped opportunity)

#### ***What should be done differently***

- Use successes of increased economic opportunities to influence policy
- More linkages between programmes/more collaboration embedded within design, clear deliverables, shared indicators which forces collaboration and accountability
- Engage youth, link migration, skills (vocational training), economic opportunities (esp in conflict prone areas)
- Programming should be drought risk sensitive

#### ***Framework/resilience strategy***

- More/ clearer linkages between IRs/ boxes and between programs
- Knowledge Management and learning (capitalize on existing studies)
- Need more adaptive, more flexible programming and more space for research/ development/ creativity

#### ***What is missing***

- Safety nets often ignored or not given attention needed as key aspect of resilience (Missing from USAID framework)
- Trends:
  - Urban migration
  - Out of pastoralism – agro-pastoralism
- Institutional support/involvement of government/role of public and private institutions in developing economic opportunities
- Linkages, coordination and layering of partners for harmonizing project implementation

- Effective targeting of most vulnerable, responding to community felt needs

***Missing or not working in one area but working well in another***

- Women's financial empowerment
- Livestock access to markets
- Pastoralist/dryland focused interventions & targeting
- Climate change, climate forecasting/early warning and climate sensitive programming
- Micro-finance

**Objective 2 – Strengthened Institutions and Governance**

***What worked***

- Devolved government and/or engagement of local government in planning and coordinating drought-related interventions (esp Kenya)
- Promoting strong links between government institutions
- Community-based committees (esp for conflict mitigation, early warning and natural resource management – based on traditional structures)

***What did not work***

- Rather than system strengthening, creating parallel systems
- Power dynamics / politics pose significant risks to long-term legitimacy
- Sustainability of community-managed processes/linking community level groups up to government

***What should be done differently***

- Need to provide more support to local and regional government-build capacity, encourage leadership
- Need to have an element of strengthening institutions in all IRs in the framework and policy and measure capacity development
- Need a cross-border regional lens/ across sectors (trade, NRM, livestock etc.)
- USAID admin, contracting, legal processes hampering ability of partners to adapt quickly, Crisis Modifiers not working
- Reduce high staff turnover 'institutional spaghetti'
- Practical learning- need to make research/ lessons learnt available and consumable and celebrate successes!
- Collective impact approach and qualitative, transformational change approaches/storytelling rather than numbers game

***What is missing***

- Social accountability (government) and government needs to provide leadership and hold donors accountable for impact
- Influencing policy change/enabling environment

**Objective 3– Improved Health and Human Capital**

### ***What worked***

- Soft conditionalities for cash/ food (health messages, attendance at MCH, etc.)
- Moving to holistic approach to address malnutrition, based on health system strengthening and including surge model
- BCC integration into other sector programmes, esp. male change agents- empower women, enlighten men
- Unintended results, e.g. Education, from access to economic growth

### ***What did not work***

- Nutrition is not integrated into all activities for better nutritional outcomes (working in some programmes and not in others)
- Layering and integration - assuming increased food production = increased nutrition
- Lack of risk/drought-sensitive approach to health programming (attendance hit hard during Ethiopia drought)
- Inconsistent understanding/approach to vocational training (formal v. informal, who to target, links to market)
- Specific challenges on accessing skilled/professional human resources in areas with low literacy and minimum tertiary education.

### ***What should be done differently***

- Focus on youth should be built into programming – huge implications if not engaged and inc literacy (female)
- Holistic approach- nutrition-sensitive programming
  - sequencing
  - system approach
  - child malnutrition rates as prime measurement of resilience

### ***What is missing***

- WASH is silent, yet many are doing it and WASH-Nutrition integration missing
- Nutrition-sensitive programming
- Mismatch vocational training and job creation - job creation is not included in resilience projects

### ***Across objectives***

- Effective follow up and learning on sequencing, layering and integration

### **Notes from plenary discussion**

- Countries should be engaged to contribute or co-finance such activities as infrastructure development. However, the capacity of countries to use their own resources should also be developed. An example was given about counties in Kenya which do not have the capacity to utilize their annual budgets. This implies the need for USAID and other donors to contribute until such counties have grown the capacity to help finance their own infrastructure and the like..

- There is a need to work on coordination and mapping partners since USAID and UNICEF, etc. are not the only partners working on the issue. Many partners work on the same objective in one location, and government-led coordination would help in mapping who is doing what.
- IGAD's experience with donor mapping was shared. IGAD has a protocol for each of its states and, within its website, maps out the specific priority-intervention areas where partners are investing. This helped in identifying partners' engagements in Kenya and Djibouti. There is a plan to update that for Sudan, Uganda and Somalia..

## **2.9. Visualizing the Theory of Change**

After identification of key issues raised, such as shocks, links, policy, integration, learning, trends, resilience capacities, transformative capacities, government, partnerships, communities, women/ youth, climate and information among others, participants were invited to re-draw a resilience framework based on learnings during workshop. (See Annex 4).

## **2.10. Learning from USAID Missions and Regional Office - Priorities for research and learning on Resilience Framework for Change**

Missions presented their perspectives on why learning is important to resilience, what they have been doing, what has worked and has not worked.

### **Uganda**

- The USAID mission was engaged in planning adaptation. There is a Karamoja Resilience Support Unit. Learning has been made central in the Uganda mission with an agenda set on identifying learning through organized learning sessions. At the end of last year, there was discussion on what has worked and what had not worked.
- The Karamoja Resilience Support Unit explained that their project is designed to bring together all the actors, focusing on improving technical skills, learning and management. The project helps in mapping donors' investment decisions and learning. It involves government and tries to engage the Office of the Prime Minister in its programming and cross-policy work. There is a donors' group- USAID, DFID, EU, FAO, etc.- which comes together every month. This meeting is also used to synthesize and share learning.

### **Kenya**

- There is progress in the collaborative learning program of Kenya and the office has developed a formalized learning process. It has contracted the Africa Lead II team to support the partnership with a learning approach.
- Africa Lead II stressed the importance of learning from past programs and how learning and coordination should be budgeted in the program design.

### **Somalia**

- The representative noted that learning activities were left open for implementers who took up the initiative to engage in different research which contributed to the learning process.

### **Ethiopia**

- Ethiopia has different levels in the learning agenda, within PRIME. Some of the implementing partners are doing learning objectives at output and outcome levels. There are also annual household surveys, baseline, midline and endline surveys, which contribute to the learning process. However, the need to inform decisions based on the learning was also stressed.

### **Representatives from Regional and Washington Office**

- Representatives concluded the session by appreciating the diversity in the collaborative and learning tools, and noting the creative tension to put learning as one pillar of the RFC or to leave it as a cross-cutting issue.

## **2.11. Regional thinking, reflection and summary of next steps for development of Resilience Framework for Change 2.0**

The meeting was closed by a summary of next steps for development of Resilience Framework for Change 2.0. This framework will support the Horn of Africa bilateral programmes. Following that, a participatory revision of outcome indicators in the M & E framework will be undertaken keeping top line indicators. By the end of October, the plan is to develop a regional learning approach and plan. Finally, it was decided to rename the JPC network of USAID missions and its implementing partners as the Horn of Africa Resilience Network (HoRN). (See Annex 1)

### **HoRN**

- Promotes a common agenda around resilience in the drylands of the Horn of Africa
- Tracks progress through the Regional Resilience Framework Monitoring Protocol
- Supports the use of mutually enforcing activities to build resilience capacities to shocks
- Supports learning and collaboration across the network

## Annexes:

### Annex 1: Link to the presentations by participants

**The link to the presentations is**

<http://africleadftf.org/event/annual-horn-of-africa-joint-planning-cell-16/>

### Annex 2: Organizations and the IRs in which they contribute the most

Goal: Sustainable reductions in humanitarian assistance needs, prevalence/depth of poverty, household hunger, and acute/chronic malnutrition					
Purpose: Increased resilience of chronically vulnerable households and communities					
Objective 1: Expanded Economic Opportunities		Objective 2: Strengthened Institutions and Governance		Objective 3: Improved Health and Human Capital	
IR 1	IR 2	IR 1	IR 2	IR 1	IR 2
PRIME	REGAL-AG	PRIME	PROGRES S/ CRS	AVCD LC	PROGRESS / CRS
PROGRESS/ CRS	FAO Somalia	WVI REAL	WVI REAL project	PROGRESS / CRS	REGAL- IR
JRS WFP	OFDA Resilience	SIPED II	JRS/ WFP	ENGINE	GHG
CARE	GHG	PROGRESS CRS	CDRR (2)	Kenya / RAPID	AVCD LC
AVCD LC	AVCD LC	REGAL IR	PSNP/ DFAP	JRS/ WFP	PRIME
REGAL IR	AU- IBAR ICPALD	CARE	REGAL- IR	UNICEF/ Nutrition (Kenya)	CARE
USAID/ Somalia GEEC project	PRIME	STORRE	GHG	UNICEF Somalia (WASH, NUT, HEALTH, Education, Child Protection)	JRS WFP
FAO Somalia OFDA Resilience	USAID/ Somalia GEEC project	AVCD LC + Pearl Peace III	Kenya RAPID	UNICEF Somalia (WASH, NUT, HEALTH, Education, Child Protection)	ENGINE
GHG	REGAL IR	CRS	CRS	UNICEF Somalia (WASH, NUT, HEALTH, Education, Child Protection)	CRS
	WVI REAL	Kenya Rapid	FAO Somalia	UNICEF Somalia (WASH, NUT, HEALTH, Education, Child Protection)	Kenya RAPID
					Aphia Plus
					NHP +

CARE		FAO Somalia- OFDA RESIL (?) WFP	FFP  WFP	Aphia Plus  NHP +  GHG	
REGAL AG					
RWANU Karamoja					
IR 3	IR 4	IR 3	IR 4	IR 3	IR 4
WVI REAL	PRIME	SIPED II	SIPED II	REGAL IR	Tusome Ed
PRIME	REGAL- IR	WVI REAL	Kenya RAPID		Wing to fly ED
PROGRESS/ CRS	WVI- REAL	GHG, PEACE III Pearl	CARE STORRE	JRS WFP WVI REAL	REGAL IR
REGAL – IR					
CARE	REGAL – AG	PROGRESS / CRS	AHADI  REGAL IR	KES  PRIME	JRS WFP
RWANU	GHG				
GHG		REGAL IR	REGAL AG		
WFP			PROGRES S/ CRS		
CRS			WVI REAL Project		
USAID/ Somalia GEEC project			AU- IBAR and ICPALD		
			AVCD LC		
			ENGINE		
			CARE		
			CRS		
			WFP		
Cross-cutting- Innovation and Knowledge Management / Gender / Private Sector Involvement / Functional Literacy Africa Lead, Regional Learning, Tufts, REGAL AG					

### Annex 3: Summary of lessons learnt from Objectives 1, 2 and 3

Objective 1: Expanded Economic Opportunities	Objective 2: Strengthened Institutions and Governance	Objective 3: Improved Health and Human Capital
<b>WHAT IS WORKING AND WHY?</b>		
Mobile money and financial services	Kenya Evolution towards stronger country ownership - Ending drought emergency plans - Donors aligned by pillars - Home for drought: National drought management authority - created permanent responsible institution	Nutrition sensitive programming
Training of agro-pastoralists	Promoting strong links between government institutions (Ethiopia NMA)	SBCC integration to resilience
Development of markets for livestock	Traditional forecasters and NRM councils	Institutionalization of CMAM services at all times
Integration of women in program activities	Good balance between devolution of decision making and hierarchical links/ support to national level institutions	Cash transfers - for safe delivery - school meal - health and education
Increase in access to financial services	Uganda - Strong commitment to Karamoja (PLAN, Min of Karamoja affairs)	Health messaging integrated into nutrition activities, men and women taught together is an opportunity to address behavioral issues
Developing affordable and accessible but also profitable financial services for low income households - success in Kenya, lots of work underway in Ethiopia Challenge - unconditional support can undermine efforts to support development/ growth in private sector	X-border programming addressing x-border links, movements  CEWARN expansion and EW effective of conflicts	Unintended results, e.g. Education, access to economic growth activities (indirect)
Increasing market information	In-depth capacity building	Moving to integrated

provision	with vigorous follow up supportive supervision	nutrition programming (holistic approach to address malnutrition)
Savings groups and women empowerment. e.g. Somalia	Local peace committees building on traditional	Workforce development because of good enabling environment and MFIs
Government support in infrastructure development e.g. Kenya	Collaboration with other project (PEACE III + GHG, PAL, REGAL IR) which are cross border and with similar objectives	Linking apprenticeship to entrepreneurship
REAPP- Eth Community managed DRR- Communities as their own analysis - New to Ethiopia- government involved good community uptake during drought inclusive process for collective action - Economic opportunity – vegetable production stopped during drought, started up after drought- bought own seeds- helping with nutrition	Water user groups (private sector)	Adapting programs to include WASH
Links between community and government – civic empowerment	Cost share with community groups (shrub removal)	Early warning and early actions in HA
Women’s saving groups- saving to maintain gardens	Water conservation/ good agricultural practice – benefits to HHS seen	Mother care group: Peer + appropriate information (male change agents)
Landscape restoration and CSA practices – water recharge, soil health	Resource use agreements- prevents conflict/ prevents overuse	Male change agents- empower women, enlighten men
Somalia- Resilience programs - S + L component (SILC). This group is also used for training and convening - Not linked yet to outside forces, - Opportunity to do so - Savings- change in attitudes	Development and negotiation skills- build relationship	Link nutrition and health system strengthening (nutrition surge model)
PRIME - Climate services- predictive material on when to sell off stock when healthy instead of waiting to be tracked	Community driven approaches- supporting community- identified priorities, grassroots planning	Linking financial services to health care (savings at pregnancy)
Think about climate to guide decision making and optimize	Flexibility at program design phase and or adaptive management to	Soft conditionality’s for cash/ food (health messages)

<p>Need to know</p> <ul style="list-style-type: none"> <li>- How and when do HHS make decisions? Triggers?</li> <li>- How to disseminate information?</li> </ul>	<p>respond to community identified needs</p> <p>Also members of community members serving as actors / agents in the program</p>
<p>ILRI (AVDC)</p> <ul style="list-style-type: none"> <li>- community management of livestock markets</li> <li>- detailed baselines of livestock decision making to decision programs that reflect realities and target social change</li> <li>- testing animal health delivery using local suppliers from animal disease response- to build capacity and markets- community disease surveillance- market expansion with mobile coverage</li> </ul>	<p>Recognize and strengthen customary institutions for NRM (but land use entitlement is a challenge)</p>
<p>AU- IBAR</p> <ul style="list-style-type: none"> <li>- getting livestock to market across borders</li> <li>- other trade infrastructure</li> </ul>	
<p>Market access and extension services: 24-25 standard livestock markets; built on traditional market; access to water and other facilities; appropriate management system established (district and community involved); combining market infrastructure and adequate governance and capacity building</p>	
<p>Regeneration of rangeland and common community grazing areas</p>	
<p>Fodder production able to sustain during drought spells;</p>	
<p>Income diversification</p>	
<p>Saving groups increased (31 now; in five additional communities outside the project area); used for business expansion, health services; to empower women;</p>	
<p>Use of "Zakat" saving system</p>	

for restocking and strengthening community support in Innovation Grants: Private sector development		
Involvement of private sector		
<b>WHAT HAS NOT WORKED AND WHY?</b>		
Local ownership and management of infrastructure developed (particularly by government)	Regional framework not designed for different levels of member state progress	Nutrition is not integrated to all activities for better nutritional outcomes
Engagement with the private sector (largely untapped opportunity) e.g. Somalia	Insufficient country level human and financial capacity	Nutrition was added to some projects instead of incorporated in the original design
Sustainable job creation in targeted area - Skill sets and household sustainability	Rather than system strengthening - creating parallel systems - salary top ups	Food security interventions and link to nutrition missing e.g. Fortification etc.
Livestock support- generally emergency in nature not sustainable solution (but better in some places than others)	Sustainability of community managed systems	Not enough resources for BCC
Policies and resources for not favor pastoralism	DRR committees- training done but no action/ training government is only one piece	Inadequate awareness/ Communication on therapeutic nutrition production - Message not shared with households
Safety nets often ignored or not given attention it needs as key aspect of resilience e.g. Missing from USAID framework	Land registration of pastoralist	Number of jobs created - > handling of dropouts (look at IRs 1 and 2 together)
Learning and sharing agenda – not benefitting from knowledge generation value of KM What is appropriate for private sector to invest versus public sector? drop infrastructure education Institutions and markets struggle to adapt during major shocks/ drought	Cross border “county” government collaboration in peace building  Need to provide more support to local and regional government- build capacity, encourage leadership Linking community level groups up to government- Working from government level down is not working	Gaps in monitoring data  We attach vocational training with institutions – can use informal Why- Timing of activities
Private sector and financial institutions better serve stronger and more capable	USAID admin, contracting, legal processes hampering ability of partners to adapt quickly	Assuming increased food production = increased nutrition

<p>You can not solve the markets not functioning and integrating during droughts, must work on this before</p> <p>How to link implementation with policy discussion to scale approaches and efforts</p>	<p>Non systematic in how we are using early warning to make decisions about crisis and use of crisis modifiers</p> <p>Funding restriction on geographic areas are hampering ability to address conflict</p>	<p>Layering/ depends on personalities</p> <p>Staffing is a big issue – human capital is limited, Transition post-uni is difficult/ unclear, who funds these positions, brain drain</p>
<p>Conflict area which prevent implementation of projects</p>	<p>We have replaced key local governance structures and institutions (sustainability?)</p>	<p>Need to commit to capacity building professional salaries beyond the five-year donor funding cycle</p>
<p>Difficulty for communities to diversify the livelihood combining agriculture production to pastoralism in areas where resources allow; no proper value chain approach (loss of goods due to improper food conservation)</p>	<p>Commitment by government to local capacity building and sustained funding</p>	<p>Taxation/ tax collection challenges (transparency is an issue)</p>
<p>Overuse of water resources for rangeland management</p>	<p>No infrastructure/ public works planning for disaster risk management</p>	<p>Don't tap into enough private initiatives – concerns about funding terrorism (Somalia)</p>
<p>Saving schemes: still no use of saving for school fees; still under investigation because community members also</p>	<p>Power dynamics / politics pose significant risks to long term legitimacy (people are posturing for influence)</p>	<p>Impact of drought on education and Health has been huge in Ethiopia (i.e. drop out rates)</p>
<p>Proper system of management not included in the setting of livestock market; stakeholders not taken into account when building the market</p>	<p>Lots of people/ organization working in one place – no coordination</p> <p>Institutional spaghetti = big dogs coming and out every five years</p> <p>Mixed ethnic groups in some countries (potential for violence)</p>	<p>- shocks amplify inequalities</p> <p>People want to understand programs in their silos</p>
	<p>Institutions being co-opted by political actors higher up in the food chain</p>	
	<p>Continuous conflict creates a different context (contextual</p>	

	constraints)	
	Staff turnover- lack of institutional memory	
	We are addressing long term challenges on short term time horizons	
	Donor lack of flexibility makes contextual challenges even more difficult	
<b>WHAT SHOULD WE DO DIFFERENTLY?</b>		
Need indicators more relevant in arid lands	Capacitate local NGOs and local put sector to support local government institutions	We need to target women and men – General understanding on the issue
Need more adaptive, more flexible programming that does not get bogged down in USAID progress	Documentation of grazing routes	Focus on youth should be built into programming – huge implications if not engaged
More space for research/ development/ creativity	Domesticating national policies/nationalizing local policies	Adult literacy missing in some contexts- some good level of competence should be the aim. Otherwise waste of funds
Better understand utility of development programming that targets groups versus individuals	Increase efforts to bring conflict resolution (dialogue) into Ethiopia (how do we talk about this)	Holistic approach- - sequencing - system approach
Understand/ engage economic development efforts with policy environment	Communicate activities (Eth) in concept noted to make “work plans”	
Create opportunities for training/ education for income diversification	Need to have an element of strengthening institutions in all IRs in the framework and policy	Business development skills follow on and mentoring
More/ clearer linkages between IRs/ boxes and between programs	Bringing institutions at a later stage in programme implementation – delayed institutional capacity building	Incubation hubs
Support safety net development – where possible government-led	Long term dynamic processes that support institutional development framework (five year programs are not adequate)	Let child malnutrition rates be prime measurement of resilience
Vocational skills training that links to local jobs and opportunities	Creating institutions to advocate our programs (such as community associations) need to be done with care for sustainability	Opportunity – cost of collaboration- build into design stage (through field visits, coordination)
Advocacy around policies	Need to recognize public	Backbone organization

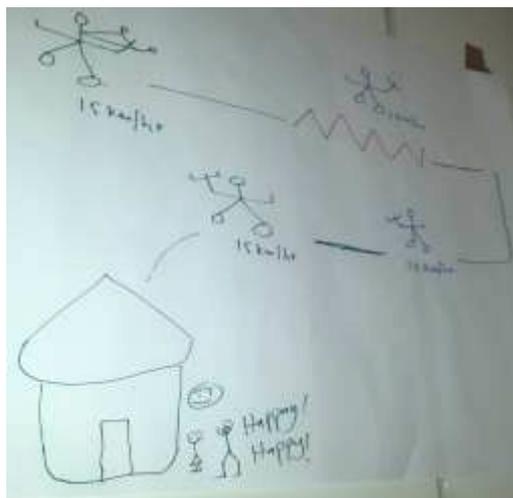
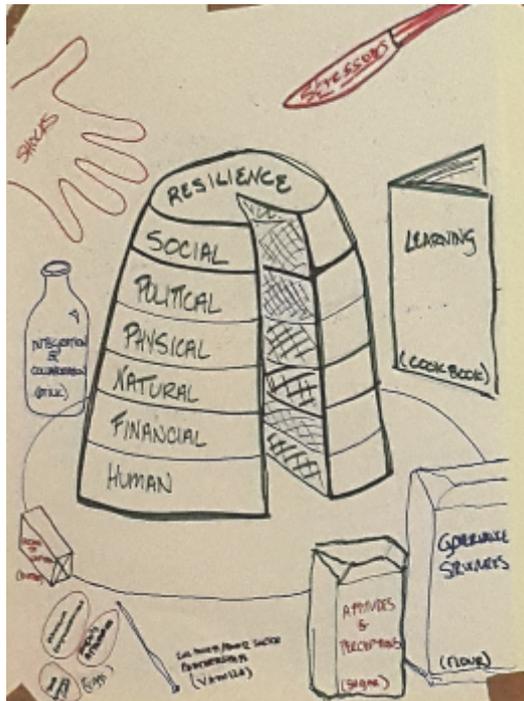
for enabling environment (including regional engagement and awareness raising)	institutions at different levels	to facilitate collaboration
More collaboration embedded within design, clear deliverables, shared indicators which forces collaboration and accountability Need leadership for collaboration	Be careful of government capacity to implement our programs	Quantify collaboration?
More focus on youth	Be careful in establishing institutions that are sustainable	
You can not solve the markets not functioning and integrating during droughts, must work on this before	Look and monitor impact of institutional capacity building activities (beyond just casing number of trainings)	
Need to look at alternatives before the drought	USAID engagement on national level policy issues	
NGO/ government approaches must be coordinated to develop markets, so approaches do not contradict	Better link conflict management with other IRs	
Migration- Skill development and economic opportunities need to be better linked	Practical learning- Need to make research/ lessons learnt available and consumable (not 200 page reports) - exchange visits, report summaries and highlights	
Framework needs to guide sequencing of interventions, especially for poorest of the poor	Need a cross border regional lens/ across sectors (trade, NRM, livestock, etc.)	
How to link implementation with policy discussion to scale approaches and efforts	No mention of social safety nets in USAID regional framework	
Adequate stakeholder involvement in project identification and implementation: genuine stakeholder participation; inclusive community engagement	Need to better recognize and celebrate success (party!!!)	
Enhancing PPP for sufficient and adequate community ownership and project area assessment and feasibility	Invest in country institutions (public and private)- agriculture research and extensions	

study		
Peace dividends; enhancing economic opportunities and providing tailored vocational training in the conflict-prone areas; job creations for youth	Take a collective impact approach – for monitoring, activity coordination, beneficiary lists	
Organizing in SME and support access to credit facilities	Shift from numbers focus to storytelling approach – qualitative/ transformational change approaches, to give understanding of dynamics - TANGO	
KM and learning: capitalize on existing studies	Formalize/ support existing (traditional) organizations so that they become viable partners (capacity building)	
	Encourage local government to partner with these organizations	
	We have a responsibility to work at different levels (interface up and down) e.g., Sub county, county, national	
<b>WHAT ARE WE MISSING?</b>		
Urban issues and migration	Importance of strengthening social relationships	WASH and nutrition need to be integrated
Women’s economic empowerment	Lateral links in framework	How to measure nutritional outcomes in a resilience progress- which indicators to use
Micro-entrepreneurship	Strengthening resilience sensitive development	Mismatch vocational training and job creation - job creation is not integrated to resilience project
Youth economic engagement	More explicit emphasis on policy change	Follow ups and follow-ons & SLI - Follow ups (interventions that have worked e.g., layering nutrition) - Follow-ons (bridge program gaps based on activity timelines)
Climate change and climate sensitive approaches	Role of public and private sector in policy development and implementation	Challenge - to maintain SLI with other USAID and other donors (including

		<p>coordination across donors and timelines)</p> <ul style="list-style-type: none"> <li>- not focused on life skills (we have focused on vocational skills)</li> </ul>
Safety nets	Discussion of information models should include cell phones/ tech use monitoring	Employment opportunities for youth
Demographics	Focus on enabling environments	WASH integration (Eth example)
Layering/ connections	Harnessing and use of traditional knowledge or other existing knowledge	Nutrition sensitive programming
	- anthropological approaches	
Still working with predominantly climate sensitive livelihood	Social accountability (government)	Education (formal/ literacy) educational attainment
Non- agriculture livelihoods	AAP throughout program cycle	Reproductive health – birth spacing
	- accountability to affected population	
Migration		WASH is silent, yet many doing it
Expectations- movement of our agriculture	Government need to provide leadership and hold donors accountable for impact/ code of conduct	Multi-sectoral collaboration
	- donors need to be honest that sometimes they do not want government leadership	
	- differences in policies between donors	
	-	
Rural-urban linkages		Flexibility/ adaptive management
Lack of government involvement for sustainability		
More regional thinking on cross border trade		
Not enough focus on youth- responding to their needs. Interests		
Where do institutions and private sector lie in economic opportunities?		
Coordination and layering of partners for harmonizing project implementation and avoiding duplication of	<p><b>Questions</b></p> <p>What is more important- Community or re-competing contracts?</p>	<p><b>Questions</b></p> <p>Do we understand linkages using indicators?</p>

efforts: National platform to support cross-fertilization		
Adequate targeting of the beneficiaries for project identification and implementation: identify the vulnerable HH for intervention	Is the size of our projects appropriate for piloting and learning given the need for “a good burn rate”?	Women choose to spend money on education and health – Are these improvements resilient?
Cross-border perspective for project implementation (livestock marketing, animal health services, NRM, informal cross-border trade, conflict management)	How do we tap into creativity/innovation? What level for resilience?	

## Annex 4: Visualizing the Theory of Change





### Annex 5: List of participants

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