



Drylands Learning and
Capacity Building Initiative
for Improved Policy and
Practice in the Horn of Africa

From Commitment to Action: Are donors meeting their pledges to build resilience in the Horn of Africa?

Final Draft

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Introduction

Background

The 2010/2011 drought in the Horn of Africa (HoA) affected more than 13.5 million people and highlighted the fact that drought prone countries in Africa have received minimal funding from the international community over the last 20 years to address the underlying causes of vulnerability². The majority of efforts and finances have been focused on costly emergency drought response measures that are often late and in cases detrimental to longer term development efforts.

The severity of the drought crisis brought about renewed reflection on humanitarian action in dryland areas, and resulted in calls to focus on building resilience to drought, to end the repeated cycles of humanitarian crisis. The Nairobi Summit in 2011 saw IGAD member states, and development partners pledge to support a regional initiative to 'End Drought Emergencies' (EDE) later termed the IGAD Drought Disaster and Sustainability Initiative (IDDRSI). It also saw calls for the Intergovernmental Agency for Development (IGAD) to take on the mandate of coordinating drought resilience actions across the region, promoting greater collaboration and sourcing financing for long term activities.

The overall objective of the IDDRSI is to reduce drought/disaster risks and improve livelihoods in the HoA using an integrated programming framework at national and regional levels. It seeks to shift the balance in financing from humanitarian to development and resilience-building, and to ensure more sustainable sources of funding. The IDDRSI is led by IGAD, has a General Assembly consisting of Member States, a Steering Committee and Coordination and Management Unit at regional level, and national level Steering Committees and Coordinators.

IDDRSI is one significant part of a general shift towards resilience thinking in the Horn of Africa, and particularly with regards to its drylands. All governments, donors and implementing agencies in the region have adopted '*resilience-speak*' in their communications, and strategies commonly call for DRR and adaptation to be mainstreamed, and long term investment to tackle the underlying causes of vulnerability. The question remains, to what extent has this paradigm shift resulted in a change in practice, and to what extent is it really just *business as usual*?

Aims of the study

This study seeks to review what is now being funded in the Horn of Africa, and determine how this corresponds with our understanding of what is needed for sustainable development in the drylands.

In particular it aims to:

- Determine what/who is being funded and what/who has been left out and why;
- Analyse the implications of these decisions on building resilience in the drylands based on the evidence gathered so far (since 2008 to date).

The study focuses predominantly on Uganda, Kenya and Ethiopia (the REGLAP/DLCI focal countries) with reference to other IGAD countries where possible. The full TOR of the study is included in Annex 1.

²Kellett, J. and Caravani, A. 2013. *Financing Disaster Risk Reduction: A 20 year story of international aid*. Global Facility for Disaster Risk Reduction/Overseas Development Institute.

The study was not intended to replace the need for proper monitoring and transparency mechanisms for donor funding streams, which are managed by national governments and IGAD. Existing mechanisms under IDDRSI are supported by the World Food Programme (WFP), Food and Agriculture Organization (FAO) and others and need to be developed and updated continuously and made publically available.

It can be challenging to determine exactly how much has been provided by different donors under IDDRSI in part because it is not a programme but more a guiding framework and as such financial contributions should align with its priorities rather than fund specific interventions. Contributions directly to IDDRSI structures and strategies may therefore be easier to ascertain than funding streams that have been influenced by the focus on resilience building in the region but are part of ongoing or large programmes of work. What this analysis can show us however is the extent to which the way funding is provided and for what, has shifted since the commitment by IGAD and development partners to 'do things differently'.

Methodology

More than ten donor and development partners were invited to engage in the stakeholder consultations. These included the United States Agency for International Development (USAID), UK Department for International Development (DFID), Danish development agency (DANIDA), German Development Cooperation (GIZ), Swiss Agency for Development and Cooperation (SDC), Italian Development Cooperation (CIS), World Bank (WB), African Development Bank (AfDB), Japan International Cooperation Agency (JICA), European Commission (Development Cooperation – EuropeAid [DEVCO] and European Commission's Humanitarian Aid and Civil Protection Department [ECHO]), World Food Programme (WFP) and the IGAD Centre for Pastoral Areas and Livestock Development (ICPALD). In addition, interviews were sought with members of IGAD to ascertain the anatomy of funding streams for the IDDRSI and other activities building resilience in the drylands.

This group was selected based on their membership of the Global Alliance for Action for Drought Resilient Growth and/or their involvement in relevant resilience activities in the HoA. In-person discussions with REGLAP staff confirmed the choice of stakeholders for the consultations.

The donor focal points provided details of current and planned resilience-building initiatives in Ethiopia, Kenya and Uganda as well as, where relevant, broader details of activities in Somalia and South Sudan. Discussions focused on the level and scope of funding, as well as the extent to which it was contributing to resilience building based on the priorities of IDDRSI, and the following questions:

- How are dryland communities participating in determining the project priorities?
- How do you consult different groups within communities, for example women, mobile, disabled/elderly, youth/children, minorities and other marginalised groups etc.?
- Are your projects working at landscape/watershed³ level including across administrative and national borders?

³ Landscape level, or watershed level programming use much larger ecological units to delineate programme areas. In drylands, where social and, ecological systems function at much larger scales landscape level or watershed level approaches are considered more appropriate.

- How do your projects support integrated planning processes – long and short, multi-sectoral, multi-scale and community led?
- How are your projects addressing the REGLAP-determined gaps in resilience building e.g. education, communal land rights, and support for livestock based livelihoods or activities that have the potential to undermine resilience such as large scale irrigated crop agriculture, processes that support sedentarization.

It should be noted that, due to the short time-frame for stakeholders to submit data, and security challenges in Nairobi at that time⁴, the information presented in this paper should be considered as indicative and used as a basis for further investigation and verification.

Resilience in the Horn of Africa (HoA)

Basics of Resilience

The notion of resilience and how to measure it is a hotly debated topic, with a range of definitions and frameworks being developed. One definition of resilience is:

“The ability of countries, communities, and households to anticipate, mitigate, adapt to, and/or recover from the effects of shocks and stresses in a manner that protects livelihoods, accelerates and sustains recovery, and supports economic and social development”⁵.

It is not the mandate of this paper to review or analysis these various definitions or frameworks, but it is useful to note that all place an emphasis on the need for sustainable development to take a dynamic perspective, and put adaptive capacity and innovation at its centre, and on the importance of risk management, focusing more on people than on physical infrastructure, and on all risks, not just natural disasters.⁶

Defining resilience in the drylands of the Horn of Africa is particularly challenging due to the complexity, and dynamism of these areas. Drylands in this region are subject to significant changes that are altering the socio-economic and environmental landscapes. Demographic shifts as a result of population growth and in-migration are putting pressure on land and resources. This, coupled with recurrent losses of livestock is leading to increasing urban migration and the burgeoning of urban centres that become home to extremely poor, and vulnerable populations, as well as more wealthy traders and livestock owners who are benefiting from the increasing commercialisation of pastoralism. At the same time government investment priorities and private sector interest is increasing the fragmentation of rangelands, as often key resource areas are allocated for agriculture, energy or minerals. This breakup of the landscape is increasing vulnerability as pastures and key water sources are lost and traditional risk management strategies centred on mobility are curtailed. Upon this context, is the challenge of climate change, which is increasing variability and uncertainty, increasing resource competition and further reducing the populations’ capacities to cope.

⁴ Interviews took place during the week of the Westgate terror attack in Nairobi,

⁵ Frankenberger, T., Spangler, T., Nelson, S. and Langworthy, M. (2012). *Enhancing Resilience to Food Security Shocks in Africa*. World Bank/USAID/DFID Discussion Paper. Tango International.

⁶ Levine, S., Pain, A., Bailey, S. and Fan, L. (2012). *The relevance of ‘resilience’?* HPG Policy Brief 49. Overseas Development Institute (ODI).

This complex context calls for different approaches for the increasingly diverse populations to strengthen adaptive capacities and resilience to future shocks. It requires attention to how dryland systems work, environmental and economic. Resilience should be about targeting the most vulnerable *and* harnessing capabilities and protecting development gains. This requires an understanding of the increasing heterogeneity of dryland populations, and their needs. The biggest challenge is achieving multiple elements at the same time: resilience responses must be large scale, or system wide, and long term, whilst being community-led and contextually appropriate.

Resilience can therefore be seen to encompass a broad range of interventions from relief to reconstruction, preparedness and prevention, disaster risk reduction, and climate change adaptation. It is not an end-point but a dynamic process because no community is immune to the impacts of shocks, and factors that affect vulnerability and resilience are constantly changing. Resilience aims to empower people to cope with shocks in a way that allows for flexibility and choice so that they can adapt and make good decisions as circumstances change⁷. Whilst this range is important it also poses a challenge, especially for those wishing to monitor resilience work, as it could become a catch all phrase for every type of intervention, and a way of rebranding the same work that was previously being delivered under a different label.

As such it is useful to provide a framework against which to measure the extent to which funding in the Horn of Africa is more focused on resilience building. Levine et al note the call for placing resilience at the centre of aid was not so much intended to pose a new conceptual challenge but rather the call was for a political change in aid prioritisation and targeting. As such a review of 'resilience' funding in the Horn of Africa should consider both the mechanisms through which financial support is provided, as well as the content of particular programmes.⁸

The IDDSI provides a common framework to which resilience efforts are supposed to align. The strategy (2013-2017) has the following pillars:

IDDRSI Pillars	Natural Resource Management
	Disaster Risk Management
	Access to markets and trade issues
	Livelihoods and Access to basic services
	Knowledge Management and research
	Conflict Resolution and Peace building
	Coordination and Institutional Strengthening

⁷ Turnbull, M., Sterrett, L. C. and Hilleboe, A. (2013). *Toward Resilience: A Guide to Disaster Risk Reduction and Climate Change Adaptation*. Practical Action Publishing.

⁸ Levine, S., Pain, A., Bailey, S. and Fan, L. (2012). *The relevance of 'resilience'?* HPG Policy Brief 49. Overseas Development Institute (ODI).

Whilst this provides a useful, if not somewhat broad framework against which to analysis funding and interventions, there has also been recognition that this strategy does not sufficiently address some core issues, which are:

- Education
- Land rights
- Governance

Evidence indicates that education directly affects pastoralists' capacity for livelihood diversification and drought resilience. Pastoralists value education as a means of diversifying livelihoods in the long term as opposed to 'traditional' approaches that provide immediate small-scale income generating activities. In areas where household members have had greater access to more formal education, income-generating ability from non-pastoral activities is higher, and therefore income levels in general tend to be higher⁹. Investment in formal education, therefore, is one of the most significant diversification strategies employed by households. It is not surprising that there is a strong correlation between livestock wealth and education levels, and education is probably the highest return investment for positively diversifying the economy¹⁰. However, education systems are not responding to this demand and provision of education for pastoralists still lags behind that for other people in the region. The existing education indicators in pastoralist regions are extremely poor relative to those in other regions. There is need to change this and fund effective strategies that meet the demand for education among pastoral communities if resilience is to be enhanced¹¹. This is only achievable where long-term funding support is available.

In addition there are some widely accepted principles of building resilience that must be incorporated into these pillars in order to ensure that things are really working different. These are:

- 1) Putting communities at the core of resilience building efforts,
- 2) Understanding and focusing on social and ecological systems rather than their individual components,
- 3) Promoting integrated multi-sectoral planning and implementation approaches,
- 4) Increasing emphasis on longer-term investments that address the underlying causes of vulnerability and,
- 5) Recognising and responding to the different needs, capabilities and aspirations of different individuals, households and communities¹².

⁹Fratkin, E. (2013). Seeking alternative livelihoods in pastoral areas. In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 197 – 205). Routledge

¹⁰Morton, J. and Kerven, C. (2013). *Livelihoods and basic service support in the drylands of the Horn of Africa*. Brief prepared by a Technical Consortium hosted by CGIAR in partnership with the FAO Investment Centre. Technical Consortium Brief 3. Nairobi: International Livestock Research Institute.

¹¹Siele, D., Swift, J. and Kratli, S. (2013). Reaching Pastoralists with Formal Education: A distance-learning strategy for Kenya. In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 206 – 214). Routledge

¹²Tilstone, V. (2013). *Resilience in the Drylands of the Horn of Africa: What it means for practice*. REGLAP.

Previous efforts in the drylands

Governments and development agencies increasingly recognise the need for longer-term approaches for reducing vulnerability to shocks beyond the short-term emergency funding cycle. There is growing evidence that building resilience to shocks and stresses saves money as well as lives but it needs to be well integrated with the full spectrum of development issues¹³. Identifying realistic interventions requires appreciation of the constraints faced by communities in the drylands and the opportunities open to them. For instance, pastoral livelihood vulnerability can be reduced through policy and practice change intended to reduce risks within the pastoral system while expanding options for economic mobility. However, although pastoral economies are increasingly integrated into national economies, poor understanding of their potential and dynamics exemplified by investment biases, a host of institutional issues and poor policies means their contribution is not sufficiently recognized or supported^{14, 15}.

Current efforts to build resilience for communities in the drylands have remained largely at a pilot/demonstration level with limited opportunities for scaling up. Typically, activities have also been short-term in nature, despite provisions for maintenance and delivery of longer-term outcomes recognised as vital for sustainability.

These characteristics have traditionally been the hallmark of many interventions in the drylands, which tend to receive much less finance for DRR than the region's more productive agricultural areas. In fact, drought prone countries receive negligible funding for preparedness-related DRR activities in the ASALs but often receive large amounts for short-term emergency response activities, in the event of a disaster occurring. There is evidence that donors commit adequate resources for building resilience, but the effectiveness of these interventions can quickly become limited, and financial contributions wasted, if they are not part of a longer-term plan of support and founded on participatory approaches^{16, 17}.

Therefore, donors and governments need to shift far greater portions of funding into resilience promotion while ensuring that interventions are effective at leading to real outcomes for resilience at community-level. Additionally, as Headey et al. (2012) noted, interventions that reduce the risks faced by pastoralists could encourage higher return on investments¹⁸. For instance, evidence shows that investing in access to formal education can support the pastoral livestock sector, which has a lucrative and strong comparative advantage in growing urban and export markets, by strengthening capacity of

¹³ Venton, C. C., Fitzgibbon, C., Shiterek, T., Coulter, L. and Dooley, O. (2012). *The Economics of Early Response and Disaster Resilience: Lessons from Kenya and Ethiopia*. DFID.

¹⁴ Aklilu, Y., Little, P.D., Mahmoud, H., and McPeak, J. (2013). *Market access and trade issues affecting the drylands in the Horn of Africa*. Brief prepared by a Technical Consortium hosted by CGIAR in partnership with the FAO Investment Centre. Technical Consortium Brief 2. Nairobi: International Livestock Research Institute.

¹⁵ Oba, G. (2013). The sustainability of pastoral production in Africa. In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 29 – 36). Routledge

¹⁶ Harris, K. (2013). Background Note. *Finance for emergency preparedness: links to resilience*. ODI

¹⁷ Kellett, J. and Sweeny, H. (2011) *Analysis of financing mechanisms and funding streams to enhance emergency preparedness*. Wells: Development Initiatives.

¹⁸ Headey, D., Taffesse, S. A. and You, L. (2012). *Enhancing Resilience in the Horn of Africa: An Exploration into Alternative Investment Options*. IFPRI Discussion Paper 01176

pastoralists to link activities into those markets^{19,20}. There is also potential for the private sector to engage more in pastoral development based on dialogue and mutual respect²¹.

Status of resilience funding

This section presents an analysis of funding provided by the humanitarian and development community for resilience-building in the HoA since 2011. It demonstrates that the composition of financial contributions is complex, and influenced by institutional priorities at both the recipient and donor level.

An overview of how funding has evolved since 2011

Over the period 2011 to 2013, funding provided for drought-affected communities in the Horn of Africa has evolved. At the start of the period, in 2011, funding was primarily targeting emergency humanitarian activities. Finance was short-term in nature, and budgets were designed for programmes to be completed by the end of the financial year. As the number of people affected by the chronic drought in the HoA reached 13 million, evidence that systemic challenges were limiting the provision of effective support to the most vulnerable became obvious to governments, donors, the UN and NGOs.

After the IDDRSI was established under IGAD, the humanitarian and development community launched a new level of dialogue in support of the joint vision to operate through an integrated programming framework at the regional and national level. In 2012, funding started to flow to build the capacity of IGAD to implement the IDDRSI. Institutions commenced restructuring of organisational strategies, recognising that management of the risks, not the crises, needed to underpin all current and future initiatives.

With the increasing priority given to risk-reduction, preparedness and response in 2012, some institutions directed funds for resilience-building programmes to the community level. Organisational strategies influenced this spending, often with donors 'layering' onto existing programmes to maximise efficiency and strengthen institutional partnerships. In 2013, these and other programmes continued to be implemented and some donors set about developing new programmes for implementation in 2014. Unfortunately in many cases projects at community levels continue to focus on small scale WASH, or nutrition interventions under the banner of DRR or resilience, despite the knowledge that these do not make long term differences to communities or increase their capacities to cope with shocks.

Between 2011 and 2013, some donors deferred the finalisation of planned resilience-building programmes in order to ensure that programmes, upon implementation, would be aligned to the in-country priorities of national governments, civil society and NGOs. These national priorities would be formalised through a series of Country Programming Papers (CPP), developed over the same period. The CPPs are national frameworks based on a common architecture that are developed by each IGAD member state to highlight priority intervention areas for ending drought emergencies in the ASALs.

¹⁹ Catley, A. and Aklilu, Y. (2013). Moving up or moving out? Commercialization, growth and destitution in pastoralist areas. In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 85 – 97). Routledge

²⁰ Mahmoud, A. H. (2013). Pastoralists innovative responses to new camel trade export market opportunities on the Kenya/Ethiopia borderlands. In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 98 – 107). Routledge

²¹ Morton, J. 2013. 'Responsible companies' and African livestock-keepers: helping, teaching but not learning? In Catley, A., Lind, J. and Scoones I. (Eds.), *Pastoralism and development in Africa: Dynamic change at the margins* (pp 108 – 118). Routledge

Despite some seeming uncertainty about the integrity of the CPP process (particularly the consultative process adopted in some cases) some donors perceive the finalisation and national endorsement of the CPPs as crucial for the disbursement of funds. This is especially the case when organisational strategies require funded programmes to respond to the in-country demand.

Kenya is the only country having completely operationalised the CPP therefore donors have provided greater focus to resilience-building activities in Kenya than in Uganda and Ethiopia to date. As of November 2013, all CPPs had been completed, with endorsement pending only for Sudan and Djibouti. While the view has been to increase funding for implementation of activities once priorities have been concretized through the CPPs, in the interim period while CPPs are finalised, donors seem to have prioritised regional-level initiatives, including supporting the work of IGAD at the Djibouti level.

In summary, since the peak of the HoA crisis in 2011 the development and humanitarian communities have worked through various partnerships to restructure the way that programmes in the HoA are conceptualised and operationalized. However, despite several programmes already being implemented or in the pipeline, pledges for resilience-building activities in communities have not been fully met by donors. Instead, a surge of funding has been provided to IGAD for the strengthening of IDDRSI and plans have been made to step-up funding within countries as and when CPPs are operationalized. The plethora of different resilience frameworks and systems of measurement being developed is also suggestive of continued competition rather than collaboration between some partners. This in addition to the fact that most of these frameworks have been developed without the participation of the governments who would ultimately need to use them in their planning and development processes, suggests there continues to be a large role for IGAD in bringing stakeholders, and their visions together.²²

A break-down of funding at the regional level and national level, by donor, is provided below. These figures are indicative only and need to be verified through further consultations with the respective donor agencies.

Regional-level funding

This study finds that there has been a significant amount of funding transferred to IGAD for regional-level processes in support of resilience-building. Most of this support targets the development and effective functioning of IDDRSI through providing funds to the IGAD Secretariat as the coordinating institution. However, support has also been provided to ICPALD, an IGAD specialized institution which is mandated to promote and facilitate sustainable and equitable drylands and livestock development in the IGAD region.

1) African Development Bank (AfDB)

The AfDB has seconded a technical expert to the resilience platform, and is supporting the recruitment of technical staff and the procurement of equipment. The AfDB is also supporting regional studies on water resources and livestock. In addition to the technical, human, and institutional support to IGAD,

²² CoBRA, FAO, ILRI frameworks for measurement.

the AfDB is also developing the **Drought Resilience and Sustainable Livelihoods Programme (DRSLP)** in line with the IDDRSI, and CAADP processes in the region. This phased project is planned to run for 15 years, across the IGAD region, with the first phase (2013-2017) covering Kenya, Ethiopia, and Djibouti including the IGAD Secretariat and the second phase capturing the remaining countries of Eritrea, Somalia, Sudan, South Sudan and Uganda. The loan amount for the programme is estimated at 57.66million USD. The DRSLP is well aligned with the IDDRSI RPF and the countries CPPs, and will be coordinated out of the IGAD division of Agriculture and Environment, and has 3 main components:

- 1) Natural resource management- including a focus on water development and rangeland management
- 2) Market and Livestock infrastructure – including animal health and disease control
- 3) Institutional capacity building – including conflict management, water management,

Where possible the design documents of this programme suggest a focus on trans-boundary issues that are of particular relevance to the IGAD region, such as trade, disease control and management of trans-boundary water courses. In addition certain interventions were rejected such as large scale dams and irrigation systems, due to their potential to encourage settlement and create environmental and livelihood degradation.²³

2) European Union (EU)

The EU regional response to drought is guided by the EU's "Agenda for Change"²⁴, the "EU Strategy for Disaster Risk Reduction in Developing Countries"²⁵ and through the recently adopted "EU Approach to Resilience: learning from food security crises"²⁶. It is a major developmental and humanitarian donor and has provided €791 million to the Horn of Africa since 2011.

The EU is a core funder of the IGAD Secretariat, providing equipment and staff training. It has approved an USD \$ 8.0 million (€ 6.0 million) project on animal disease surveillance with IGAD, implemented by AU-IBAR, and is supporting a Livestock Information and Pastoral Policy Advisor seconded to the headquarters in Djibouti. Additionally, USD \$ 1.3 million (€1.0 million) has been allocated for the continued development of ICPALD and USD \$ 2.3 million (€ 1.8 million) has been entrusted to IGAD for the management of the East Africa component of the Africa, Caribbean, and Pacific Group of States/ European Union (ACP-EU) Natural Disaster Facility (to which the EU is providing a total of €12 million)²⁷. This is in addition to supporting the Inland Water Resources Management Project, the Biodiversity Management Programme, and the Coping with Drought and Climate Change project.

²³ MULTINATIONAL: DROUGHT RESILIENCE AND SUSTAINABLE LIVELIHOODS PROGRAMME IN THE HORN OF AFRICA: Annex Ethiopia Project, Page 3.

²⁴ EC (2009) Agenda for Change. Brussels, 13.10.2011 COM(2011) 637 final . Available at: http://ec.europa.eu/europeaid/what/development-policies/documents/agenda_for_change_en.pdf

²⁵ Commission Of The European Communities (2009) Communication From The Commission To The Council And The European Parliament Eu Strategy For Supporting Disaster Risk Reduction In Developing Countries. Brussels, 23.2.2009 , COM(2009) 84 final. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0084:FIN:EN:PDF>

²⁶ EUROPEAN COMMISSION (2012) EU COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL THE EU APPROACH TO RESILIENCE: LEARNING FROM FOOD SECURITY CRISES. Brussels, 3.10.2012 . COM(2012) 586 final. Available at: http://ec.europa.eu/europeaid/what/food-security/documents/20121003-comm_en.pdf

²⁷ European Union Delegation to Sudan (2013) European Union Ambassador addresses the Ministerial Meeting for IGAD on Disaster Risk Management (22/04/2013). Available at: http://eeas.europa.eu/delegations/sudan/press_corner/all_news/news/2013/20130422_01_en.htm

The EU is also funding the **Supporting the Horn of Africa's Resilience (SHARE) initiative** which was born out of the 2011 crisis. SHARE seeks to promote a joint humanitarian and development approach that addresses recovery as the foundation for longer term development. The SHARE programme will provide more the €270 million initially to Ethiopia, Kenya, Djibouti and Somalia. So far it has operationalised over USD \$47.1 million (€35 million) of a total of USD \$ 188.4 (€140 million) mobilised to support the drylands of the HoA, as of September 2013²⁸. This funding includes 1) support (up to 2018) to the ASALs of Kenya through the Kenya Rural Development Programme (KRDP) for USD \$ 84.8 million (€ 63.1 million) and; 2) support for DRR, emergency preparedness, early warning, community contingencies and food assistance in Kenya, Somalia, Djibouti, Ethiopia (HIP 2012 + HIP 2013) for USD \$ 112.7 million (€ 83.8 million).²⁹ Disbursement is guided by the European Commission's (EC's) Humanitarian Implementation Plan (HIP) for the Horn of Africa and new projects under the SHARE envelope will be funded through the remaining allocation of USD \$ 134.5 million (€100 million) from 2014.

The EU also provided funding for the **Regional Livestock Initiative In Support Of Vulnerable Pastoralists And Agro-Pastoralists In The Horn Of Africa' (RISPA) Project**, until October 2013. With a total budget of USD \$ 4.4 million (€3.3 million), RISPA sought to provide an institutional and policy framework for the strengthening of resilience of (agro) pastoral communities, specifically through livelihoods diversification. Implemented by FAO and IGAD, approximately USD \$ 1.4 million (€ 1.1 million) was budgeted for community planning and action, and approximately USD \$3.0 million (€ 2.2 million) was budgeted for 'national coordination and coordination', 'regional project coordination', 'regional policy, coordination and linkages', and 'human resources'.

While SHARE and RISPA initially channelled funding for shorter-term interventions, they have the potential to provide useful lessons and recommendations for longer-term approaches to address the core principles of resilience. However, to date, there have been no impact assessments or evaluations completed under RISPA, and the extent that the approaches have effectively enhanced resilience on the ground is still uncertain. The focus on livestock, marginal populations (including refugees and the more mobile communities in the case of SHARE) and multi-stakeholder partnerships (in the case of RISPA), is promising, and the EC recently stated that an 'integrated approach means the inclusion of health/nutrition, WASH programmes and DRM'**Error! Bookmark not defined.** However, the slow rate of organisational change towards more integrated humanitarian and development programming is concerning. Particularly enhanced collaboration, and disbursement of funding towards joint working between the two main delivery organs, ECHO and DEVCo, and the low priority given to wider principles of resilience, such as basic education, cross border watershed/landscape level approaches etc. has raised concerns among some stakeholders³⁰.

²⁸EU(2013) Supporting Horn of Africa Resilience (SHARE), Update September 2013, (unpublished)

²⁹ EC (2013) Horn of Africa – SHARE. http://ec.europa.eu/echo/policies/resilience/share_en.htm

³⁰ Interview: DG ECHO: 24.09.13

3) The European Commission Humanitarian Office (ECHO)

ECHO invested USD \$94.3 million (€70 million) in supporting drought risk reduction in the Horn of Africa between 2006 and 2012, through the **Disaster Risk Reduction Action Plan (DRRAP)**. In 2012, at the DRAPP stakeholders meeting, ECHO announced that USD \$26.9 million (€20 million) would be provided in the 2012 – 2013 phase, bringing the total funding to 90 million Euros³¹. Implemented by 25 NGO and UN partners in Ethiopia and Kenya, and to a limited extent Uganda, the DRRAP programme is the 5th phase of the DG ECHO support to drought risk reduction projects in the HoA. Outputs of the DRRAP have provided significant evidence to indicate that cross-border approaches to resilience-building are essential for reducing vulnerability to drought in the HoA³². DRRAP also focused on knowledge sharing and communication across stakeholders, funding the Regional Learning and Advocacy Programme (REGLAP), now DLCI.

4) Danish Foreign Ministry (DANIDA)

Since 2010, Denmark has coordinated a group of Nordic countries including Denmark, Finland, Norway and Sweden to support IGAD's **Institutional Strengthening Acton Plan (ISAP)**. The ISAP, which has a variety of functions outlined in Text Box 1, is linked to a core pillar of IGAD's governance structure, the IGAD Partners' Forum (IPF). It is therefore a powerful tool for enhancing the effectiveness of drought resilience and sustainability responses at the regional level. Through the Technical Assistance to IGAD for Resilience Working Group³³, donors have agreed to align all activities with the ISAP.

A further channel of support from Denmark to IGAD includes funding the development of a facility within IGAD which will facilitate the engagement of civil society with environment, water and natural resources governance issues in the drylands and to enhance stakeholder participation in the regional platform, IDDRSI. This facility will receive support provided through DANIDA's **Horn of Africa Productive Capacities and Resilience Programme**³⁴. This USD \$36.4 million programme seeks to ensure 'local development is addressed through integrated, consultative planning processes rooted in local societies and addressing the issues from a multi-sectoral approach'.

³¹ EC (2012) Drought Risk Reduction Action Plan For The Horn Of Africa Region Partners Planning Workshop, 23rd To 25th July, 2012 , Elementaita, Kenya Speaker: Echo Head Of Regional Support Office-Mr. Aldo Biondi.
http://www.disasterriskreduction.net/fileadmin/user_upload/drought/docs/DRRAP%20Partners%20Planning%20Workshop%20Report.pdf

³² See Reflections on the DRRAP 2006-2013, DLCI, REGLAP website

³³ Technical Assistance for Resilience Donor Working Group (2013) Development Partners Supporting IGAD's Drought Resilience Platform in the Horn of Africa. September 2013.

³⁴ DANIDA (2013) Horn of Africa Productive Capacities and Resilience Programme (2013-2015): Supporting productive capacities for food security and resilience in the Horn of Africa. Unpublished.

Denmark, Norway, Sweden, and Finland channel support to the Institutional Strengthening Action Plan (ISAP) through a Joint Financing Agreement (JFA). The ISAP is focused on strengthening the capacity and performance of the IGAD Secretariat, as well as its linkages with member states, development partners, and external stakeholders. In its second phase (2012-2014) ISAP is providing an organizing framework for tracking the full range of activities of the IGAD Secretariat, to which the other donors are aligning their technical assistance contributions, both within and outside of the JFA. The ISAP is also supporting improved mechanisms such as common annual work plans, standard reporting formats, and joint audits to pull all management procedures into IGAD's own systems operating according to international standards, rather than responding to separate procedures required by different donor agencies.

Text Box 1: Institutional Strengthening Action Plan (ISAP)

As of February 2014 the IGAD Regional Civil Society Drylands Governance Facility had issued a call for proposals from regional CSOs, for programmes up to 500,000USD to run for a maximum 17 months. Whilst action to improve the engagement of CSOs in regional processes and in particular IDDRSI is commendable, this approach is in danger of replicating and promoting the small scale, short term local actions that the move towards resilience building is supposed to avoid.

The Productive Capacities and Resilience Programme is also the umbrella programme for DANIDA's support to Somalia through the Food and Agricultural Organisation (FAO) and support to Ethiopia through the World Bank.

5) Food and Agriculture Organisation (FAO)

The FAO is supporting the development of the regional **Comprehensive Africa Agriculture Development Programme (CAADP)**, which is an initiative, related to IDDRSI, similarly agreed at the Heads of State Summit in 2012³⁵. With a technical advisor seconded to IDDRSI based in Djibouti, FAO is also a provider of technical support to the resilience platform. The FAO further supports data collection on cross-border trade, and technical cooperation programmes on livestock and fisheries value chains and on rangeland rehabilitation. Monitoring and evaluation (M&E) systems are being backed by FAO, as well as tools and platforms to enhance regional knowledge sharing and learning. The FAO Investment Centre is coordinator, along with ILRI, of the Technical Consortium to IDDRSI that receives funding from USAID. Finally, FAO is providing technical support to IGAD, its member states, and development partners to develop regional investment programmes such as the World-Bank financed Regional Pastoral Livelihoods Resilience Project.

As a member of the Rome-based agencies FAO along with WFP and UNICEF agreed a joint agenda for action for managing DRM at a meeting held in October 2013. This joint agenda includes:

- Coordinated and complementary approaches in support of national priorities,
- Information and monitoring of risks, and vulnerabilities,
- Joint advocacy to influence governments, donors and regional institutions

³⁵ European Centre for Development Policy Management (2012). Regional approaches to food security in Africa : Early lessons from the IGAD Regional CAADP process. Available at: [http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/719580110B4B52B1C1257AA3003BD0C4/\\$FILE/12-128e-%20FINAL%20d.d%2010121026.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/719580110B4B52B1C1257AA3003BD0C4/$FILE/12-128e-%20FINAL%20d.d%2010121026.pdf)

- Promote innovation and technology.

As part of this partnership WFP, UNICEF and FAO are also in the process of establishing the **Resilience Analysis Unit (RAU)**. This is planned to serve as a regional hub in supporting IGAD countries in producing analysis and data with respect to investments made in resilience building. It will serve as both a regional technical support hub and a unit to produce strategic cross-sectoral and cross-country knowledge on resilience building. Commitment has been received from ECHO to support this unit. These agencies also work together on joint resilience strategies in Somalia, Uganda and Ethiopia.

As a follow-on to the EU –funded RISPA programme which was implemented by FAO and IGAD, FAO have developed a concept note for **RISPA II outlined as a FAO/IGAD Partnership Programme (PP)**. RISPA II is planned to run for 5 years, for approximately USD20 million, supporting IGAD’s capacity to facilitate and lead on change across the region towards greater resilience. The PP has 4 areas of focus: 1) Cross border community action, 2) support to drought resilience policy design and implementation, 3) Resilience analysis and knowledge and 4) Coordination and capacity development of IGAD functions. The PP will be managed under the structure of IDDRSI, and will contribute to the capacity development of many of IGADs sectoral programmes including: CEWARN, ICPALD, IDDRSI PCU and ISTVS.

6) German Development Cooperation (GIZ)

German programmes for resilience-building are based on the Regional Strategy for Resilience in the HoA. Unpublished, it steers the learning process for programme planning, encouraging the support of long-term processes for the combatting of food insecurity and the promotion of non-earmarked funds. The focus of funding from Germany for 2014 onwards is expected to include funds for projects implemented by the African Development Bank or the World Bank as well as funding for joint programming and a variety of other initiatives. Grants are likely to be made available for NGOs via GIZ and/or KFW as part of Germany’s 2014 – 2016 funding commitments for resilience-building in the region³⁶.

The German Development Cooperation (GIZ) has provided long-term support to the IGAD platform including support to the Djibouti team. Two specialist advisors are seconded to the IGAD Secretariat to enhance the advisory services provided by GIZ. A special unit established in the Secretariat manages funding for: a) regional programming to improve individual skills and institutional capacity in thematic areas including trans-boundary resource management, pastoral and agro-pastoral management systems, regional trade, and risk management; b) regional knowledge management (including M&E and Geographical Information Systems (GIS), and c) IGAD’s capacity development to Member States³³. Local grants also support IGAD with training, consultative meetings, equipment, and materials. In 2014 further funding is expected to be provided for an upcoming IGAD regional fund (details not yet published).

³⁶ Interview: Julia Kronberg, German Embassy Nairobi: 26.9.13

7) Italian Development Cooperation (IDC)

Italy chairs the **IGAD Partners' Forum (IPF)**, bringing together 27 countries and organizations at the ambassadorial, ministerial, and technical levels to meet twice a year. Italy, with FAO, is also contributing funds to operationalize the IGAD Regional CAADP in addition to providing support which will further strengthen the IGAD Secretariat³³.

The Regional CAADP was launched in 2012. Whilst some see the CAADP as a way to ensure that IDDRSI links up to existing continental frameworks, others have expressed confusion over the role of the CAADP and IDDRSI. The CAADP has many similar priorities to the IDDRSI, focusing on: livestock mobility and cross border trade, trans boundary disease control, NRM, CPR, DRM and knowledge management and policy harmonisation. In order to ensure that these mechanisms are useful in achieving alignment and coordination clarity on their functions, and the support they both provide to IGAD members states in their delivery is required.

8) Swiss Agency for Development and Cooperation (SDC)

SDCs new Cooperation strategy (2013-2016) for the Horn of Africa³⁷ focuses on 1) food security and rural development – including building adaptive capacities, NRM and agricultural services 2) health, 3) migration, 4) good governance and has a total budget of CHF140.05m. Its strategy centres heavily on working on conflict as being one of the main drivers of fragility in the region, focusing heavily on Somalia, and those countries with shared, and volatile borders such as Ethiopia and Kenya. It attempts to combine long term development support with existing humanitarian programmes, and seeks to build partnerships with IGAD, and IGAD organs including the ICPALD.

9) United Nations Development Programme (UNDP)

Major lines of support from the UN include the United Nations Development Programme's (UNDP) cooperation with IGAD. UNDP has supported the development of the regional food security strategy and the broader regional effort to develop resilience to drought disasters. UNDP has collaborated with IGAD in the organisation of high-level events including the IGAD-High-level Development Partners Meeting in April 2012 and the IGAD-UN High Level Meeting in May 2012, which underscored the important, central coordination role of IGAD. UNDP is also supporting IGAD through the **'Strengthening the Capacity of IGAD in Building Resilience in the Horn of Africa'** project, which was developed by UNDP together with IGAD and other Global Alliance partners. The project has four main outputs:

1. Strengthened capacity of the IGAD Secretariat to plan, implement and coordinate Drought Emergency activities in the Horn of Africa under the Institutional Strengthening Action Plan (ISAP) Framework;
2. Drought Resilience and Disaster Risk Management related knowledge products, policies and systems made available;

³⁷ SIDA (2013) Cooperation Strategy: Horn of Africa 2013 – 2016: (Djibouti, Eritrea, Ethiopia, North/North-Eastern Kenya, Somalia)A "Whole-of-Government" Approach, Available at: <http://www.swiss-cooperation.admin.ch/hornofafrica/>

3. Development and implementation of IGAD's resource mobilisation and partnership strategy to strengthen drought resilience in the region;
4. Strengthened National Coordination Mechanisms of Member States for Drought Resilience.

It builds on previous work, including the Initiative to Address Climate Change in Least Developed Countries (LDCs) (also known as 'Boots on the Ground'), which covered three (Kenya, Ethiopia and Djibouti) of the eight countries of the HoA³⁸. The project is capturing past lessons and experiences in building drought resilience and importantly linking these activities to broader national development planning processes. The project is also founded on the outputs of the recently completed Africa Adaptation Programme (AAP) (2008-2012) which covered 20 countries in Africa including both Ethiopia and Kenya, and developed a cross-ministerial platform to support an effective multi-sector response to climate change adaptation.

In addition, UNDP has provided regional-level support through developing a response strategy for the HoA, providing additional technical and operational support for capacity-building at country and regional level through the 'SURGE' deployment mechanism (the Protection Surge Capacity Project in partnership with United Nations High Commission for Refugees (UNHCR))³⁹ and; formulating a roadmap in consultation with UNDP Country Offices for enhanced recovery and resilience.

Inter-agency means of support are also used by the UN for regional resilience-building in the HoA. The Data Exchange Platform for the Horn of Africa (DEPHA), for example, was launched in 2002 'to promote the awareness, application and availability of geographic information with the aim of improving access to accurate, timely and reliable data to assist in the prevention, mitigation and preparation for disasters as they occur in the Horn of Africa'. The platform⁴⁰ has supported agencies with the enhanced provision of critical data, services and the required information base for humanitarian, emergency and development communities to deliver their interventions in the eight countries of the Horn⁴¹.

UNDP Dryland Development centre, based in Nairobi is also a UNDP focal point for the UNCCD. This centre is a thematic lead within UNDP for sustainable development and poverty reduction in the drylands. This centre has been working within the DRRAP, with ECHO-funds to develop a conceptual framework and standardised methodology for measuring the impact of community-DRR on local resilience.⁴²

³⁸ UNDP (2011) UNDP: Supporting Least Developed Countries to Address Climate Change. Available at: http://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Climate%20Change/Capacity%20Development/Flyer%20of%20Boots%20on%20the%20Ground_Final_rev%20rc.pdf

³⁹ UNHCR (2013). SURGE, <http://www.unhcr.org/pages/4a16a15b6.html>

⁴⁰ (accessible here: <http://www.un-spider.org/sites/default/files/DEPHA.pdf>),

⁴¹ Data Exchange Platform for the Horn of Africa (DEPHA) and UNEP. Information Sheet. Available at: <http://www.un-spider.org/sites/default/files/DEPHA.pdf>

⁴² http://www.disasterriskreduction.net/fileadmin/user_upload/drought/docs/CoBRA%20Conceptual%20Framework%20and%20Methodology%20-%2016%20May%202013.pdf

10) United States Agency for International Development (USAID)

As one of the largest bilateral donors to the HoA, and the lead funder of the Famine Early Warning Systems Network (FEWS- NET), USAID has a wide-variety of resilience-building initiatives in the HoA. Over the period 2011 – 2013, USAID provided USD\$2 million in technical and financial assistance towards regional resilience-building. This involved building human resource capacity, supporting the knowledge management programme, and strengthening the broader administrative and financial management systems of the Secretariat. Support was provided directly to IGAD in coordination with that of other donors through IGAD's Institutional Strengthening Action Plan (ISAP). This support also included that provided to the **Technical Consortium for Building Resilience to Drought in the Horn of Africa** (referred to as the Technical Consortium), which is coordinated by the International Livestock Research Institute (ILRI) on behalf of the Consultative Group on International Agricultural Research (CGIAR) centres and the FAO Investment Centre⁴³. Support to the Technical Consortium is facilitating the finalisation of the CPPs and Regional Programming Papers (RPPs), and the development of a knowledge management and M&E system. This support will currently continue until the end of 2014, but the Technical Consortium is envisaged as a longer term research and development facility that will complement the implementation of investment plans across the region, and provide MEL support to the CPPs within member states.

As part of an expanding drought resilience portfolio in the region, USAID has recently announced a USD10 million, **Resilience Learning Project (RLP)**. The project concerns learning and knowledge management amongst strategic partners operating in the region, and aims to generate evidence and test innovations for improved resilience so as to influence policy and practice. This project is part of USAID efforts at establishing a Joint Planning Cell between missions in Ethiopia, Kenya, and East Africa and OFDA and Food for Peace offices in order to improve collective action across the region, especially between humanitarian and development programming.

USAID East Africa has also released a call for the implementation of a cross border peacebuilding project that is due to start in the first half of 2014. **PEACE III** will run for 5 years, building off previous phases and will operate within the areas in which the IGAD CEWARN is active namely the Karamoja Cluster around Northern Kenya, Southern Ethiopia and Northern Uganda, and the Mandera Cluster including North Eastern Kenya, Southern Somalia and Southern Ethiopia. The maximum value of this programme is USD22 million.

11) World Bank (WB)

Within the framework developed by the IGAD platform, the World Bank is organizing a long-term **Regional Pastoral Livelihoods Resilience Project (RPLRP)** through IGAD member states, including initially Kenya, and Uganda. The project has a total budget of USD122 million, and consists of 5 components: 1) NRM, 2) Market Access and Trade, 3) Livelihoods support, 4) Pastoral Risk Management and 5) Project Management and Institutional Support. The project seeks to take a landscape approach

⁴³ ILRI (2013) Technical Consortium for Building Resilience to Drought in the Horn of Africa, Available at: <http://www.ilri.org/node/1325>

focusing on cross border routes and corridors within the respective countries. The IGAD Secretariat will be supported to coordinate the implementation of the project and to perform regional tasks. The RPLRP Coordination unit will be based within the IDDRSI PCU for this purpose, and national implementation will be carried out by relevant national ministries.⁴⁴

The project has developed extensive environmental and social safeguards, with each country preparing an Environmental and Social Management Framework. Initially the first phase of the project was to include Ethiopia, but due to lack of consensus on the role the project might have in promoting resettlement of pastoralists, the Ethiopia component has presently been removed.

12) World Food Programme (WFP)

In 2010, the World Food Programme (WFP) was the first UN Agency to sign a Memorandum of Understanding (MOU) with IGAD. Since then, support has been provided in the areas of early warning, disaster risk management, and nutrition. An updated MOU reflecting progress since 2011 will further enable WFP to align all operations with IGAD's Drought Resilience and Sustainability Strategy. In line with this, regional vulnerability maps and regional DRR initiatives, among other services are being shared with IGAD and IGAD specialised institutions.

13) Department for International Development (DFID) UK

Since the beginning of 2013 DFID has been implementing, the project design phase of the **Building Resilience and Adaptation to Climate Extremes and Disasters Programme (BRACED)**. The total budget available for the whole programme is GBP 110 million and will be delivered in up to 10 countries in the Sahel, the HoA and Asia. The programme has a heavy focus on Sahelian countries, and out of the projects funded during the project design phase only 4 are implemented in the HoA; 2 in Ethiopia (led by Farm Africa and Christian Aid), and 2 cross border initiatives between Kenya and Uganda (led by Mercy Corps and ACF). If awarded full grants, average fund sizes will be around GBP5 million with initial phases running for 3 years, with the potential for an additional 3 year extension.

BRACED seeks to build evidence from practice as to how climate resilience can be bought to scale and to influence policy and institutional change. Given that programme duration is actually quite short BRACED seeks to achieve more transformational impact through investing heavily in 2 separate programme components on knowledge management and evidence, and building national capacities to prepare and plan for change.

Table 1 below indicates that a significant amount of effort and resources have been put into building the capacity of IGAD as an institution, and particularly in regards to delivering its role in coordinating drought resilience efforts in the region. Given the responsibility given to IGAD in coordinating the IDDRSI process as well as the development of the regional IGAD CAADP, this support appears to be justified. However it's important to remember that support to IGAD and the technical consortium was intended to facilitate IGAD's support to member states, in the design and implementation of the CPPs

⁴⁴ The RPLRP will be implemented by the Ministry of Agriculture, Livestock and Fisheries in Kenya and the Ministry of Agriculture, Animal Industry and Fisheries in Uganda.

and investment plans, and then assistance in promoting them to donors. To date, member states have received little if any support from IGAD in funding their plans. Support given to IGAD's Secretariat in Djibouti has also been done without liaison with member states to determine what would be most useful to them. Without clarity on this relationship, questions will be raised on what capacity building of IGAD is for, if not to facilitate their support to improved resilience in their member states.

Other programme such as the DSLRP and the RPLRP appear to have been designed with IDDRSI in mind, with their sectors mirroring those of IDDRSI. This is promising. Few programmes however appear to deal with the additional factors raised as gaps in IDDRSI, such as education, governance or land.

Table 1 – Summary of Regional Resilience Funding in the Horn of Africa

Donor	Programme Description	Focus/Pillar	Geographical Scope	Budget	Time period
AFDB	Drought Resilience and Sustainable Livelihoods Programme (pending)	<ul style="list-style-type: none"> • NRM • Market and Livestock Infrastructure • Institutional and technical Support to IGAD 	Phase 1: Kenya, Ethiopia, Djibouti Phase 2: Eritrea, Somalia, Sudan, South Sudan and Uganda	USD 57.6 million	15 years
World Bank	Regional Pastoral Livelihoods and Resilience Project (pending)	<ul style="list-style-type: none"> • NRM • Market and Trade • Livelihood Support • Pastoral Risk Management • Project Management • Institutional Support • Trans-boundary systems 	Phase 1: Kenya, Uganda (Potential for Ethiopia to join)	USD122 million	Phase 1 - 5years
European Union	Bilateral support to IGAD Institutions	<ul style="list-style-type: none"> • Animal Health, • Pastoral Development 	IGAD Secretariat	USD11.6 million	On-going
	DRRAP	<ul style="list-style-type: none"> • DRR • EWS • NRM • Cross border 	Kenya, Uganda, Ethiopia, Djibouti,	90 million from 2006.	2006- 2013
	SHARE	<ul style="list-style-type: none"> • Recovery • Livelihood Development 	Kenya Somalia, Djibouti, Ethiopia	EURO 270 million	
	Support to the RAU in IGAD, implemented by WFP, FAO, UNICEF	<ul style="list-style-type: none"> • Knowledge management - measuring resilience unit 	IGAD region and IGAD Secretariat		
	RISPA	<ul style="list-style-type: none"> • DRM - Community Action planning • NRM – Holistic RM • Policy influence/linkages 	Kenya, Uganda, IGAD Secretariat	EURO 4.8million	2010-2013
UNDP	Strengthening the Capacity of IGAD in Building Resilience in the Horn of Africa' project	<ul style="list-style-type: none"> • Institutional and technical support to IGAD • Knowledge management 	IGAD Secretariat	n/a	
GIZ	Bilateral support to IGAD Institutions	<ul style="list-style-type: none"> • Institutional and technical support to IGAD 	IGAD Secretariat	n/a	

Donor	Programme Description	Focus/Pillar	Geographical Scope	Budget (where available)	
WFP	Technical support to IGAD	<ul style="list-style-type: none"> • Early Warning • Nutrition • DRM 	IGAD Secretariat	n/a	On-going
USAID	Bilateral support to IGAD institutions	<ul style="list-style-type: none"> • Institutional and technical support to IGAD 	IGAD Secretariat	USD2 million	On-going
	ILRI Technical consortium	<ul style="list-style-type: none"> • Knowledge managements • Institutional and Technical support to IGAD 	IGAD Secretariat	Included in USD2 million	2012-2014
	Resilience Learning Project	<ul style="list-style-type: none"> • Knowledge management • Monitoring and Evaluation 	Kenya, Uganda, Ethiopia	USD10 million	5 years not yet awarded
	PEACE III	<ul style="list-style-type: none"> • Conflict management • NRM 	Kenya, Ethiopia, Somalia, Uganda	USD22 million	5 years, not yet awarded
DANIDA	Bilateral support to IGADs ISAP	<ul style="list-style-type: none"> • Institutional and technical support to IGAD 	IGAD Secretariat	n/a	On-going
	Civil Society Drylands Governance Facility	<ul style="list-style-type: none"> • Public Engagement 	IGAD Secretariat	USD36.4million	2013-2015
SDC	SDC Cooperation Strategy	<ul style="list-style-type: none"> • Food Security and NRM • Conflict Management • Migration • Health 	Somali, Kenya, Ethiopia	Whole strategy CHF140 million	2013-2016
IDC	Support to IGAD Regional CAADP and Chair of IGAD Partners Forum	<ul style="list-style-type: none"> • Institutional and technical support to IGAD 	IGAD Secretariat	n/a	On-going
FAO	Development of CAADP, support to IGAD Secretariat,	<ul style="list-style-type: none"> • Institutional and technical support to IGAD 	IGAD Secretariat	n/a	On-going
	RISPA II	<ul style="list-style-type: none"> • Institutional Support to IGAD • Trans-boundary action • Policy dialogue • Knowledge management 	IGAD Secretariats Member States	20 million	5 years
DFID	BRACED	<ul style="list-style-type: none"> • Climate risk • Markets and Trade • NRM • Institutional support • Knowledge management 	Kenya – Uganda cross border. Ethiopia	Approx. GBP20 million	3 years

National and community level funding

Since 2011, donors have also provided support for resilience-building initiatives direct to countries. Some of these initiatives are new; others are an attempt to align existing programmes to the resilience agenda. From available literature and interviews with donors, this section provides further synthesised information about what has been funded and by whom, for resilience-building within countries.

A. Kenya

A donor mapping exercise was conducted by FAO Kenya in 2013, which has provided significantly more data than is available for Ethiopia and Uganda. FAO Kenya collated all donor-funded resilience activities being implemented in the drylands since 2011 through a multi-stakeholder consultation process. Table 2 provides a summary of total funding for resilience projects in Kenya, by donor, since 2011 (funding covers past, present and future projects).

Table 2 - Estimated past, present and future funding for resilience-building in Kenya, aggregated by donor.⁴⁵

Donor	Total funding in Kenya (USD \$)
African Development Bank (AfDB)	57,693,327
Australian Aid (AusAID)	28,155,600
Department for International Development (DFID) UK	487,864,020
European Union (EU)	300,450,037
Swiss Agency for Development and Cooperation (SDC)	18,000,000
United Nations Development Programme (UNDP)	7,041,000
United States Agency for International Development (USAID)	123,423,179
World Bank (WB)	80,600,000
World Food Programme (WFP)	436,407,058
Total (of data available)	1,539,634,221

1) Australian Aid (AusAID)

Australia's strategic approach to African aid during 2011–15 is to help selected African countries progress towards achieving the Millennium Development Goals. The core strategy, to tackle poverty and

⁴⁵ Based on available data from FAO Kenya, 2013

food insecurity is to increase agricultural productivity through farming systems intensification, diversification and improved market access.

In Kenya, AusAID is providing funding support to Index Based Livestock Insurance (IBLI) alongside DFID, USAID, the EU, the World Bank and the IFC (USD \$3.1 million) that is being tested by ILRI in Marsabit County. AusAID is also contributing to the Hunger Safety Net Programme (HSNP) (USD \$8.3 million), and wider DRR initiatives (USD \$2.1 million) and is planning future funding for the HSNP (USD \$ 14.6 million)⁴⁶. In 2014 AusAID was downgraded to a department within the Department of Foreign Affairs and Trade and its funding is likely to reduce.

2) Danish Foreign Ministry (DANIDA)

The Danish Government has allocated USD \$ 36.4 million (DKK 200 million) to address food security and resilience in the HoA since 2010/11. Finance is mostly channelled through DANIDA's Productive Capacities and Resilience Programme (introduced in Section 3.2.3 above)

Various resilience principles are addressed by the funding, particularly areas related to the livestock sector. The initiatives include enhancing livestock production and productivity through improved management of water resources and rangelands; animal health and livestock marketing. These areas are supported through cross-border approaches, especially the initiatives addressing disease control, livestock trading and pastoral mobility. In addition, initiatives are integrated, with cross-cutting issues including climate change adaptation and mitigation, livelihoods diversification, and general pastoral disaster risk management, as well as productive safety nets initiatives, being woven into activities on the ground.

3) Department for International Development (DFID) UK

DFID is significant developmental donor in Kenya. The following is a list of projects that have contributed to resilience-building in the dryland areas of Kenya since 2011⁴⁷:

- **Building Resilient and Adaptive Livelihoods in Kenya's Arid and Semi-Arid Lands (ASALS)** (USD \$ 440,000). This project aimed to increase income, livelihoods, resilience and food security for 3-5 million people, therefore reducing poverty, conflict and the need for emergency aid. It was implemented up to March 2012.
- **Enhancing Nutritional Surveillance Response and Resilience (ENSURRe)** (USD \$27.0 million / GBP16.8 million). This project ran from 2012 until 2015 aimed at addressing acute malnutrition in the ASALs to reduce mortality and morbidity of malnourished women and children.
- **Strengthening Adaptation and Resilience to Climate Change in Kenya Plus (StARCK+)**. The original phase of the project StARCK, ran from 2011-2013 with a total budget of GBP6.6 million. StARCK+ will run for another 4 years from 2013-2016, with an additional budget of GBP5.4 million. The project seeks to achieve transformational change by helping Kenya scale up low carbon and adaptation products, services and assets. It is also supporting the strengthening of

⁴⁶ FAO Kenya (2013) donor mapping spreadsheet.

⁴⁷ DFID Kenya (2013) Development Tracker: Kenya. <http://devtracker.dfid.gov.uk/countries/KE/projects/>

County governments to pilot mainstreaming adaptation into longer term development plans in 5 counties: Isiolo, Garissa, Wajir, Kitui, and Makueni.

- **Arid Lands Support Programme (ASP)** (USD \$ 23.0 million / GBP14.3 million). The project complements the HSNP by seeking to improve the coping strategies for over 500,000 of the poorest people in Northern Kenya (Turkana, Wajir, Mandera and Marsabit counties). The programme provides grants to many NGOs to improve government coordination and planning in the region, support existing community-level adaptive initiatives, scale up a livestock insurance scheme and create a fund designed to improve rapid disaster response and reduce risks associated with shocks such as droughts⁴⁸. It will run from December 2012 to December 2016.
- **Hunger Safety Net Programme (HSNP)** (USD \$120.4 million / £75.0 million). The current phase of the HSNP programme is running from September 2013 – March 2017. It provides the poorest households in Kenya's ASALs with regular, predictable cash transfers, thereby reducing the vulnerability of 720,000 people to extreme shocks, by stabilising their incomes, protecting their assets and strengthening their livelihoods.
- **Social Protection Programme (Phase II)**, (GBP£38.2 million). The broader social protection programme is designed to enhance the social protection system within Kenya to reduce extreme poverty, improve access to primary education and promote gender equality and empowerment of women. Funds are being provided from July 2013 to March 2017.
- **Kenya Essential Education Programme** (USD\$33.7 million / £21.1 million). This programme aims to increase access to and improve the quality of education of 300,000 children in primary schools in the arid lands and in urban slums, from July 2012 to December 2015.

DFID Kenya also provided £11.2 million in humanitarian interventions to northern Kenya in 2011, in response to the chronic drought.

4) European Union (EU)

The European Union is another significant donor in Kenya. It is supporting resilience building in the country through a number of mechanisms:

- **The Isiolo Water, Sanitation and Hygiene Community Project for Drought-Prone Arid and Semi-Arid Lands.** Implemented by Kenya Red Cross Society, this €2.4 million project is supporting the provision of drinking water and basic sanitation for communities in 3 areas of northern Kenya. The project will run from 2011-2015.
- **Turkana Millennium Development Goals WASH programme.** Implemented by Oxfam GB this €2.3 million programme supports access to potable water and sanitation and hygiene for populations in Turkana. It will run until mid-2014.
- **Water, sanitation, and hygiene programme to reduce water-borne diseases for the most vulnerable communities in rural areas of northern Kenya.** This €1.8million project is run by Solidarities in the Marsabit area and again focuses on WASH. It will run until mid-2014.

⁴⁸ <http://devtracker.dfid.gov.uk/projects/GB-1-202619/transactions/>

Many of these interventions appear to be relatively small scale and short lived, focusing on traditional WASH interventions, and behavioural changes amongst a selection of the population that have been found to have limited impact. The EU does however fund some interventions in Kenya that respond to longer term needs and structural challenges, and institutional mechanisms for DRM:

- **Supporting the Horn of Africa's Resilience (SHARE) Initiative.** As shown above significant funds under the SHARE initiatives have come to Kenya. Support to the ASALs through the Kenya Rural Development Programme (KRDP) has provided USD \$ 84.8 million (€ 63.1 million). These funds provide support to the NDMA in conjunction with FAO and numerous small grants to NGOs. Previously called the DMI, this programme provides significant technical assistance to the NDMA but is phasing out in 2015. In addition a proportion of the USD \$112.7 million (€ 83.8 million) for DRR, emergency preparedness, early warning, community contingencies and food assistance was also disbursed to Kenya through the 2012 + HIP 2013.
- **Works contract for the upgrading of Merille River - Marsabit Road (A2) in Kenya.** This is an €80 million project that is due for completion in 2016. It is expected to have a huge impact on the lives of those living in Marsabit county in terms of access to a trade and information.

5) German Development Corporation (GIZ)

Since 2011, Germany has provided funding for short-term humanitarian assistance in Kenya, Uganda and Ethiopia, totalling USD \$ 159 million (€118 million) and USD \$ 74 million (€ 55 million) for activities that contribute to longer-term resilience building. Of this, USD \$ 18.9 million (€ 14 million) was provided to GIZ for equal disbursement between agriculture and health projects.

In Kenya, much of GIZ's focus is on regional peace, climate change, health and support to the devolution process. They are also funding an agricultural support programme including two ASAL counties: Turkana and Marsabit and are planning to design a governance and support programme in 2014⁴⁹.

Germany could do more to fund multi-sectorial activities. However management hurdles must first be overcome to improve the business case for multi-sector programmes. Similarly, there is a lack of flexible funding for resilience-building in the region and ear-marking of funds, with its limitations, could further be reduced³⁶.

6) Japanese International Cooperation Agency (JICA)

Since 2011, JICA has funded and implemented the project for Enhancing Community Resilience against Drought in Northern Kenya (ECoRad). This seeks to improve the resilience of pastoralist communities against drought in Turkana County and Marsabit County. JICA are delivering approximately USD \$ 9.3 million (KES 0.8 billion) of funding for this project, over a three year period 2012 – 2014.

According to JICA, the project is addressing some of the fundamental principles of resilience, including having communities at the centre of the risk management and disaster preparedness process. The

⁴⁹ Communication between Vanessa Tilstone and Christopher Langerkamp, consultant, Giz

project planning process, which involves focus groups developing community action plans under a Community Managed Disaster Risk Reduction (CMDRR) approach, seeks to underpin the participatory approach adopted for providing the support. Additional resilience-building activities include: local level natural resource management, improvements to livestock value-chains, and cross-sector initiatives aimed at diversifying livelihoods and enhancing the ability for local government to catalyse community risk-reduction.

There have been some secondary impacts of the JICA support on access to basic education at community level. While education was not a targeted outcome of the ECoRad intervention, one community in northern Kenya, which has become more empowered financially as a result of a community fund supported by JICA, have decided to invest in building a new classroom to enhance education in the community. The impact that this will have on household literacy and numeracy will help to build resilience to drought and other shocks and stressors experienced in the area⁵⁰.

The extent, to which these initiatives are implemented at the watershed/landscape level, is uncertain. However, some elements of the project operate across traditional administrative and ethical borders, such as the support provided for children's peace-camps, which bring parents and children from different groups together for joint peace and resilient-building activities.

From April 2014, JICA will replicate and scale-up activities to strengthen resilience in an additional 11 communities in Turkana County. Examples of planned initiatives include community-based flood management projects, and goat merry-go-rounds. Support for capacity-building of district livestock production officers, could also enhance integrated and multi-partner resilience-building, although the results are yet to be seen⁵¹.

7) United States Agency for International Development (USAID)

In Kenya, the U.S Government has provided USD \$85.5 million in FY 2013 for vulnerable populations, in addition to USD \$73 million in emergency food assistance⁵². According to a map showing active US government 'humanitarian' programmes in Kenya the U.S Office of Foreign Disaster Assistance (OFDA) was implementing programmes in 2013 with the a range of partners across the ASALs.⁵³ USAID programmes labelled as 'humanitarian' assistance address several principles of resilience, and are different from what USAID terms 'emergency' assistance. Sectors funded include security and population displacement, food security and livelihoods, nutrition, health and WASH, among other humanitarian assistance. However given these are funded by OFDA, it can be assumed that these programmes are short term in nature, and responding predominantly to community-DRR and/or recovery needs.

One such programme is **the Millennium Water Alliance—Kenya Programme (MWA-KP)**, which is implemented in drought-prone rural areas of Kenya, targeting the provision of safer water, improved

⁵⁰Interview: Fumiaki Murakami, Team Leader (ECoRAD): 25.9.13

⁵¹JICA(2013)*The Project for Enhancing Community Resilience Against Drought in Northern Kenya*. Unpublished.

⁵²USAID (2013) Kenya – Food Insecurity Fact Sheet #1, Fiscal Year (FY) 2013 May 24, 2013

⁵³ (available here: <http://www.usaid.gov/sites/default/files/documents/1866/Kenya%20USG%20Humanitarian%20Programs.pdf>),

sanitation and hygiene education (WASH). USAID is providing USD \$8.0 million for these community-driven, livelihoods-focused projects in five counties, namely Garissa, Isiolo, Marsabit, Turkana, and Wajir⁵⁴. USAID is also funding a large scale project called the **Resilience and Economic Growth in Arid Lands- Improving Resilience (REGAL-IR)** project, which aims to reduce hunger and poverty, increase social stability and build strong foundations for economic growth among pastoral and transitioning communities⁵⁵. REGAL-IR is a 5 year programme (2012-2017) covering Garissa, Wajir, Marsabit, Isiolo and Turkana, with a budget of approximately USD45 million. It focuses on NRM, conflict management, marketing and livelihood diversification, and DRM. REGAL-IR is implemented in coordination with the **Resilience and Economic Growth in the Arid Lands–Accelerated Growth (REGAL-AG)** programme, supported by a five-year period of funding (USD \$20 million) for more inclusive and competitive livestock value chains in Marsabit and Isiolo. The projects are implemented by ADESO and ACDI/VOCA respectively as part of the U.S government’s expanded Feed the Future strategy in Kenya⁵⁶.

8) World Food Programme

As it transitions from drought relief to recovery activities in northern areas of Kenya, WFP is expanding its food assistance for assets (through food and cash transfers) activities, which are designed to promote food security. These activities focus on rainwater harvesting for human and livestock use, soil and water conservation, rehabilitation of degraded agricultural land and the production of drought-tolerant crops. Through new or rehabilitated assets, and the development of relevant skills, communities can improve their resilience to climate change and can invest in a more sustainable future. In 2013, some 700,000 people – about 70 percent of those receiving food assistance in Kenya -- will benefit from these projects, either through food distribution or cash transfers. WFP also provides school feeding support to vulnerable children in Kenya’s drylands, to support their continued attendance in school⁵⁷

B. Ethiopia

1) Danish Foreign Ministry (DANIDA)

DANIDA’s Productive Capacities and Resilience Programme is also implemented in Ethiopia. Through a multi-donor trust fund, the intervention supports the joint Government of Ethiopia and multi-donor, **Productive Safety Nets Programme (PSNP)** and its associated **Household Assets Building Programme (HABP)**. This finance is directly in support of the IGAD EDE objectives and funds elements prioritised within Ethiopia’s CPP. Together these two food security programmes reduce asset depletion in times of stress and improve access to agricultural and financial services.

⁵⁴Millennium Water Alliance (2013) Kenya Program. Available online: <http://mwawater.org/programs/kenya/>

⁵⁵ African Development Solutions (ADESO) (2013) Overview of REGAL-IR, available at: <http://adesoafrika.org/improving-resilience-and-economic-growth-in-kenyas-arid-lands/#sthash.RAZKgivy.dpuf>

⁵⁶ ACDI/VOCA (2013) Kenya Program Improves Resilience by Building the Livestock Value Chain, available at: <Http://Www.Acdivoca.Org/Site/ID/Kenya-Resilience-Economic-Growth-In-Arid-Lands-Accelerated-Growth>

⁵⁷ <http://www.wfp.org/countries/kenya/operations>

2) Department for International Development (DFID) UK

DFID is a significant donor in Ethiopia providing support to drylands and other areas of Ethiopia through a number of mechanisms. Humanitarian aid is supported through multi-year support to WFP relief, including to the HRF to address acute non-food humanitarian needs. Significant funds are also provided to the **Productive Safety Net Programme (PSNP)** and **Protection of Basic Services programmes**, which together are seen as keys to ensuring the resilience of vulnerable communities. These two programmes are in their 2nd and 3rd phases respectively and are being rolled out into the pastoral areas of Ethiopia with some success. The Protection of Basic Services provides block grants to improve operationalization of education, health, agriculture, WASH and infrastructural services throughout the country. The PSNP is a social protection programme, designed to protect assets, provide regular and predictable income and provide opportunities for households to 'graduate' out of poverty.

DFID has invested heavily in the education sector in Ethiopia. In 2012 it completed the **Scaling up access and quality education in Somali region** programme. This GBP4 million programme sought to reduce tensions and increase development through the delivery of quality services to citizens

In support of the Climate Resilient Green Economy (CRGE) of the Ethiopian government DFID is also providing funds to build the capacity of government, civil society and the private sector to enhance adaptation and resilience and benefit from the opportunities of low-carbon growth. The Strategic Climate Institutions Programme provides GBP10 million in funds, and will run until 2015. Complementing this is the **Climate High-Level Investment Programme**, which provides GBP30 million to improve institutional capacity to implement the CRGE, as well as developing policies and pilots to support the testing of climate smart technologies and innovations for adaptation, DRM and REDD.

DFID is also supporting the implementation of the **Peace and Development Programme** in Somali region of Ethiopia. This 5 year programme will run until 2017 and provide GBP36 million in funds in order to improve access to basic services such as health, education and water strengthen employment opportunities and improve security and justice.

These programmes are in the most part large scale, and work closely with government institutions to achieve their impacts. Many are addressing the structural drivers of vulnerability such as access to services, financial security and risk management and by addressing causes of fragility such as conflict and insecurity.

3) German Development Cooperation (GIZ)

GIZ is implementing the **Capacity building for Strengthening Drought Resilience in Afar** programme, from 2013-2018. This programme works with responsible institutions from government and community and focuses on land and resource management, including land use planning, improved watersheds through soil and pasture management, and safe guarding migration corridors. It also contributes to

improved income generation through livestock fattening and small-scale irrigation. The **Civil Peace Service Programme** has also been running from 2008, and seeks to improve the capacities of institutions to management peace and improve dialogue.

4) United States Agency for International Development (USAID)

Ethiopia was the recipient of USD \$ 212.2 million for ‘vulnerable populations’ in 2013. USAID partners with the FAO, UN Children’s Fund (UNICEF), WFP and WHO on population, food security and livelihoods, and nutritional and WASH interventions. Health and education receives less funding. A break-down of USAID and State Humanitarian assistance to Ethiopia, provided in financial year 2013 is available at⁵⁸: http://www.usaid.gov/sites/default/files/documents/1866/ethiopia_complex_emergency_fs02-09-30-2013.pdf. While labelled as ‘humanitarian activities’ by USAID, this finance is supporting enhanced resilience over the longer-term. This is in addition to the emergency food assistance provided to drought-affected and refugee populations (USD \$140.2 million from USAID/FFP in 013) and from USAID/Feed the Future Programme for protection and multi-sector assistance for refugees and other vulnerable Ethiopian migrants (USD \$ 47.6 million from State/PRM funds in 2013).

Further major projects supported by USAID include the **Pastoralist Areas Resilience Improvement and Market Expansion (PRIME)** (USD \$53 million), which is aimed at supporting improvements in livestock trade and markets, access to financial services and NRM among pastoralists to allow them to withstand increasingly frequent weather and market shocks⁵⁹. PRIME works with the private sector to promote sustainable investment and to develop the institutional capacity for adaptation and disaster management. The project will run until 2017 and is implemented by a consortium led by Mercy Corps and involving CARE, Kimetrica, SOS-Sahel and various local NGOs and academic institutions.

5) World Bank

The World Bank plays a significant role in funding and delivering the **Productive Safety Net Programme (PSNP)** and **Protection of Basic Services programmes**, and the **Household Asset Building Programme**. As shown above these are all operating in the ASAL areas, to varying degrees of success, and combined have been seen to improve the resilience of local households. In addition to this the Bank also supports the **Pastoral Community Development Project**, which is now in its 3rd phase. This phase will run for 5 years until 2018 and will cover 1) Community Driven service provision, 2) Rural livelihoods including financial and advisory services, 3) Knowledge management and policy influencing, and 4) project management and M&E. The Bank has committed a loan of USD110million for this phase

⁵⁸ USAID (2013) Ethiopia - Complex Emergency , Fact Sheet #2, Fiscal Year (FY) 2013 September 30, 2013.

[Http://www.usaid.gov/sites/default/files/documents/1866/Ethiopia_Complex_Emergency_Fs02-09-30-2013.Pdf](http://www.usaid.gov/sites/default/files/documents/1866/Ethiopia_Complex_Emergency_Fs02-09-30-2013.Pdf)

⁵⁹ USAID (2012) USAID Launches New Program For Pastoralist Resilience Improvement And Market Expansion (PRIME), available at:

<http://www.usaid.gov/ethiopia/press-releases/usaaid-launches-new-program-pastoralist-resilience-improvement-and>

C. Uganda

Resilience work in Uganda is predominantly focused on the marginal and dryland Karamoja region in Northern Uganda. This region experiences significant levels of poverty and insecurity, two significant drivers of vulnerability.

1) Department for International Development (DFID) UK

Projects that are contributing to resilience-building in the dryland areas of Uganda since 2011 include⁶⁰:

- **Post conflict development in northern Uganda:** (GBP100 million). This project is running from 2009-2016, and aims to reduce poverty in Northern Uganda by improving service delivery supporting the most vulnerable (including internally displaced persons), helping 10,000 young people to find jobs and funding conflict resolution and peacebuilding activities.
- **Enhancing resilience in Karamoja, Uganda** (GBP38 million). This project is running from October 2013 –March 2016, and aims to increase resilience to climate extremes and weather events through a focus on nutrition, animal health, and income improvements through public works. This project is implemented in partnership with FAO and WFP.
- **Improving rural market value chains in Northern Uganda,** (GBP, 100,000.) This is a small scale project planned to run until 31 December 2018 to increase agricultural productivity, and promote market regulation and standards.

2) German Development Cooperation (GIZ)

Following on from their Food Security and Peace Programme, GIZ is funding a programme in Karamoja called the **Adaptation of Agricultural Cultivation Methods of the Karimojong to Climate Change**. This project is running from 2011-2016 and focuses on DRM and adaptive planning, sustainable NRM, water and agricultural adaptation. This project is relatively small in scale, but uses community-driven approaches and seeks to develop cooperation between government and communities.

3) Swedish International Development Cooperation (SIDA)

Democracy and human rights, education and health, and economic development are the main focal areas for SIDA in the Horn of Africa.

Example projects indicative of SIDA's funding in the Horn of Africa, is the support provided to 15 local Civil Society Organisations (CSOs) in Northern Uganda and Karamoja. The objective is to reduce poverty and to assist partner organisations in their effort to change the situation for the most marginalised and vulnerable communities and populations

4) United States Agency for International Development (USAID)

In Uganda, the three major U.S. presidential initiatives: Feed the Future, the Global Health Initiative and the Global Climate Change Initiative are implemented. Through these, the U.S is funding several

⁶⁰ DFID Uganda (2013), Development Tracker, <http://devtracker.dfid.gov.uk/countries/UG/projects/>

initiatives to enhance resilience to drought. While many target the agricultural areas, activities specifically aimed at building drylands resilience, include the following⁶¹:

- **‘Resiliency through Wealth, Agriculture, and Nutrition in Karamoja (MYAP)’** project, implemented by ACDI/VOCA (approximately USD \$50 million). This is being implemented between August 2012 and August 2017 to reduce food insecurity among chronically food insecure households.
- **Growth, Health and Governance (GHG) In Karamoja**, formerly SUSTAIN (53USD million) implemented by Mercy Corps, in partnership with World Vision, Tufts’ Feinstein International Center (FIC), and a number of local NGOs. Beginning with emergency assistance, transitioning to medium-term response and now a programme that combines market development with targeted support to the most vulnerable. This programme will run for 5 years until 2017.
- **Northern Uganda Health Integration to Enhance Services (NUHITES)**, implemented by PLAN International USA (\$50 million (Nutrition component \$4 million)) between August 2012 to August 2017, to improve and sustain the health and nutrition status of the population of northern Uganda through delivery of essential nutrition services at the facility and community level.

Overview of funding decisions

A key challenge of probing what is being financed in resilience building is teasing out exactly what is funded. Most activities funded are categorised broadly such as rural development, diversification of livelihoods, pastoral and agriculture development, and ‘resilience-building activities’. But without knowing the details of such activities, it is difficult to determine specifically what resilience component is funded. Although we appreciate that donors need to safeguard their strategic interests, it is also unclear what informs funding decisions beyond donors’ strategic and regional plans.

This overview indicates that many of the projects that are being implemented in countries are not responding well to the call for changes in the way aid is provided. Funding decisions are conceptualised around the general principles of resilience, which have been internalised through organisational strategies and concept notes. However, it becomes clear that much of the narrative is not necessarily being reflected in project outputs. There has been no major increase in long-term development funding, despite the agreement that provision of key infrastructure and basic services in the drylands over several years can form a foundation for building resilience. Thus, short-term funding is still being directed at the same “traditional” interventions with very little being provided to address critical and transformative issues. Many projects remain small-scale working with limited numbers of beneficiaries targeting nutrition, livelihood diversification or water and sanitation (WASH) activities. Few projects appear to target substantial funds to critical issues such as education, and transformational factors such as good governance, or land rights are still rarely considered under a resilience agenda.

There are exceptions to this. Some projects are addressing governance issues to create the enabling conditions critical for mainstreaming resilience building in development work. Structures and processes

⁶¹ USAID (2013) Feed the Future/Uganda Implementing Partners and Activities

determine community access to resources, skills, appropriate technology, services, markets and information to make informed decision making. If these projects develop policies that strengthen national and local institutions, advocate for participatory and gender sensitive decision-making, strengthen coordination and linkages between various levels of governance, they will enhance the adaptive capacity of communities. StARCK in Kenya appears to be seeking to achieve more sustainable institutional changes, working closely with government ministries and County administration to model participatory, adaptive planning within institutionalised government planning cycles. It would appear that the BRACED programme, once implemented could also model change. Its heavy focus on knowledge management and institutional strengthening should see the evidence from smaller interventions feeding into longer term, systemic policy change. The PRIME programme in Ethiopia also appears to be seeking to achieve sustainable changes by working closely with the private sector to stimulate more sustainable investment, and across the heterogeneous dryland population connecting rural and urban communities, and thus targeting both vulnerable groups as well as wealthy, commercial stakeholders operating in the same system.

Stakeholders interviewed indicated that it is typical for resilience-building activities implemented at community-level to involve communities in the planning process. Similarly, multi-sectoral programming is prioritised, and implemented through involving a variety of sector-based organisations in the project cycle (for instance WHO and WFP). Water-shed/ landscape level planning is seen as important, as is the need for longer-term project cycles. However, the social, political, economic or environmental context on the ground, which varies by location, is a limiting factor. As a result, projects are still short in duration, usually around 2-3 years and unlikely to change for locations that are viewed as politically, economically (or otherwise) 'high-risk'.

The larger government-led programmes such as PSNP, and PCDP in Ethiopia, and HSNP in Kenya are also examples of more appropriate investments. Whilst these programmes were not designed to respond to the learning coming from the 2011 crisis or the IDDRSI framework, they have been seen to adapt and reanalyse their potential contributions to a resilience agenda, and to consider how they can be made more 'climate smart'.

These findings support the ASAL Donor Group comparative estimates of government/donor spending by sector, presented in Figure 1. Factors which address the underlying causes of vulnerability are still underfunded by donors, despite the agreement to jointly prioritise these issues well in-advance of disasters occurring.

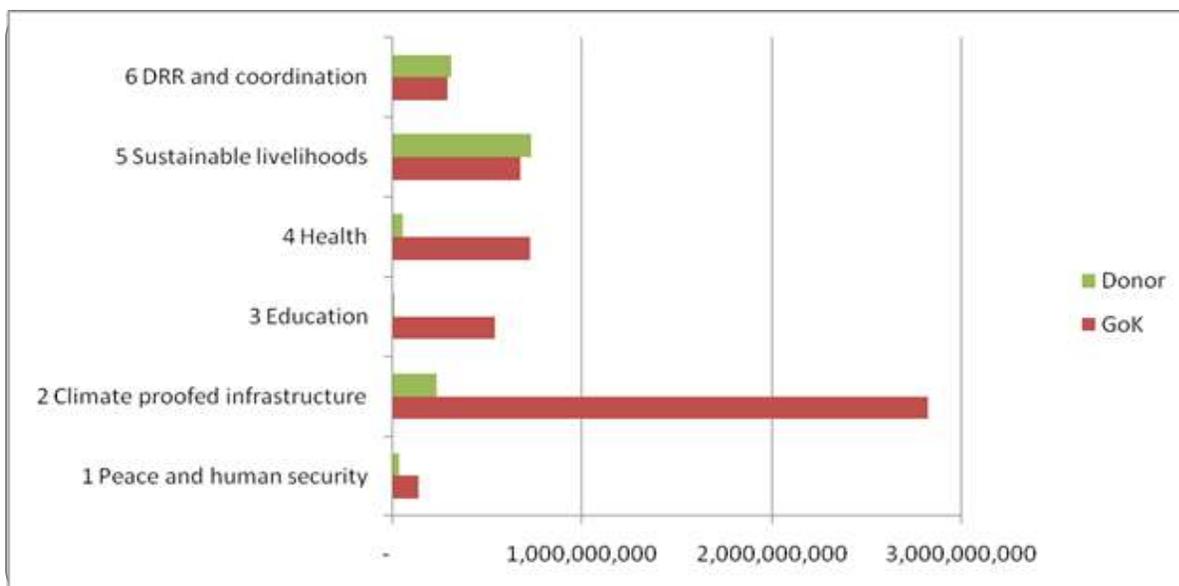


Figure 1: Donor contribution to the Medium Term Plan on Ending Drought Emergencies (EDE)⁶²

In addition it would appear that few national level project are responding to the countries CPPs. This may be because few CPPs have yet to be operationalised., However even in Kenya, where the CPP has been operationalised through a new Medium Term Expenditure Plan, there is no indication that donors are aligning their funding in support of this.

The same is not true for the regional funding. Significant funds have gone into building the capacity of IGAD’s Secretariat, and some new programmes such as the DSLRP and the RPLRP have been developed with the IDDRSI framework in mind. These are relatively long term, with significant budgets, and are responding to the IDDRSI Common framework, as well as seeking to work across trans-boundary systems. Whilst the support to IGAD directly is vital if it is to achieve its mandate it is important that this support is provided in ways that enables IGAD to develop into its own autonomous entity. This means that IGAD must be supported to hire its own staff, not just receive seconded advisors from donors. It also means it must have access to funds, not just for its own operations but also to provide to members states, some of whom are beginning to wonder what benefits will come to them from the IGAD IDDRSI process. This is important to maintain the level of trust that IGAD currently appears to have around the resilience agenda, and to ensure it’s perceived to ‘add-value’.

Conclusion

Moving forward, there are plans to refocus and increase support for resilience-building in the drylands from January 2014. The EU plans to provide additional funds for resilience-enhancing activities in the Eastern Horn. Similarly, USAID is expanding its resilience programme and Germany plans to publish new pledges setting out how Germany will support implementation of the CPPs.

⁶² EC (2013) Resilience in Kenya - towards joint strategy, joint programming and joint M&E: ECHO perspective, Presentation for the ASAL Donor Meeting, August 1st, 2013, GIZ office

With more than USD \$134.5 million (€100 million) set to be operationalised under the SHARE framework alone, from 2014 in Kenya and Ethiopia (among other countries in the HoA), increased funding of nutrition, livelihoods, water provision and management activities are expected to speed-up achievement of national and regional priorities under the EDE. However it is clear that the current funding gaps that exist for the sectors of health, security and education, must be addressed by all donors. Livestock, cross-border and watershed approaches in projects targeting rural livelihoods, also needs prioritising. Including these issues in project documentation or in project planning meetings, is simply not enough. These vital principles of resilience must be tracked throughout project implementation from start to finish through effective M&E systems and good communication and cooperation between all donors, partners and recipients of the funding.

Organisational change is still very much required to bring development and humanitarian interventions closer together. The USAID Joint Planning Cell reflects the type of process-based internal investments being made by donors to strengthen capacity across offices for the delivery of resilience-building assistance. However, more must be done to enhance multi-stakeholder and cross-sector partnerships.

Although this study is a snapshot of current funding of resilience in the HoA, it indicates the donors are still funding the same “traditional” interventions and very little is going to address critical and transformative and structural issues. Sectors that remain underfunded and yet are critical to building resilience such as health, education, peacebuilding and security must be addressed by all donors. Engagement in these sectors may seem more challenging as they are under the remit of the State, but the CPP mechanisms provide opportunities for donors to support national government to make progress in these areas.

Dynamic change in the drylands implies that decisions on funding interventions should be informed by up-to-date knowledge on resilience building in these areas. This should be regarded as an important aspect of building community resilience. Donors can support civil society to build this body of knowledge to inform decisions on appropriate interventions to fund and also to support acceptance of new innovations by the development community.

Donors are aligning new funding in the ASALs to IDDRSI and Country Programming Papers (CPPs) to end drought emergencies in each IGAD member state. Civil society has a role to ensure that governments and IGAD put in place public transparency, accountability and monitoring mechanisms to ensure that all funds devoted to the IDDRSI and CPPs are promoting the resilience of the vulnerable communities. This can be done by engaging with governments and IGAD through the national and regional platforms established, to guide and monitor the implementation of the IDDRSI and CPPs.

Way forward

This study proposes the following high-level recommendations for IGAD, its member states and all development partners to coordinate the way forward:

1. Ensure that the resilience agenda is broadened outside of the food security sector to make sure it encompasses education, governance, voice, land rights etc.
2. Donors plan to refocus and increase support for resilience-building in the drylands from January 2014 but more must be done to enhance multi-stakeholder and cross-sector partnerships.
3. Ensure interventions undertaken or advocated for are based on a good understanding of emerging trends and opportunities in the drylands areas. Otherwise they will undermine rather than build resilience of communities or contribute to the litter of misconceived projects. Civil society needs support to build this body of knowledge to inform decisions on appropriate interventions to fund and also to support acceptance of new innovations by the development community.
4. Support government and local decision-making institutions to become more inclusive, networked, and transparent if vulnerable communities are to benefit from the resilience efforts. Civil society needs support to engage with governments and IGAD to ensure that public transparency, accountability and monitoring mechanisms are in place.
5. Ensure support to IGAD is enhancing its ability to provide technical and financial guidance to member states. This is vital to maintain the trust and authority given to IGAD in leading the resilience agenda.
6. Document and disseminate lessons from development success and failures, to safeguard donor funding from wastage from replicating repeated mistakes, and to obtain value for money. Lessons learned would also inform improved design of activities, especially long-term interventions such as the delivery of education services which is known to play a major role in household and community resilience.
7. Develop verifiable evidence of resilience outcome indicators to determine 'good practice' for enhancing resilience in various components and contexts. This would promote collaborative, harmonized and consistent resource investments tied to these indicators and thereby contribute to long term sustainability and resilience.

Annex 1: Terms of Reference of the Study

Study on the Funding and commitments to resilience building in the Drylands of the Horn of Africa

Introduction

Following the 2010/2011 drought in the Horn of Africa, which affected over 13.5 million people mainly in the drylands, various organisations came together to collaborate on an initiative to 'End Drought Emergencies' in these areas. A series of meetings were held with national governments, donors, IGAD and the AU to develop the IGAD Drought Disaster and Sustainability Initiative (IDDRSI).

As part of the IDDRSI, IGAD supported member states to develop Country Programming Papers (CPPs) and investment plans to highlight national investment priorities. IGAD is also leading in developing a Regional Programme Framework (RPF), which focuses on regional and cross border interventions. The CPPs follow a Common Architecture for Resilience focusing on: Natural Resource Management, Disaster Risk Management, Access to Markets and Trade Issues, Livelihoods and Access to Basic Services, Knowledge Management and Research and Conflict Resolution and Peace-Building.

REGLAP has been concerned about the CPP process and their focus, stating in December 2012 that that the CPPs needed to urgently address the following:

1. The underlying causes of vulnerability or ensure time bound progress is made on the fundamental building blocks for development and resilience including: providing access to appropriate education to all children in the ASALs; protection of community rights to land and adequate compensation mechanisms; economic empowerment of vulnerable groups (including ICTs, business training and financial services) in order that they can take advantage of infrastructural development and new market opportunities; and civic education on rights, services, and resources devoted to the ASALs
2. That all investments are appraised for their socio-economic and environmental impact to avoid detrimental impacts on the resilience of vulnerable groups and the lack of compensation witnessed recently in energy, mineral and crop agriculture investments in the region
3. Put in place mechanisms to ensure that communities are engaged in determining their local development priorities and visions for a resilient future
4. Ensure public transparency, accountability and monitoring mechanisms and that all funds devoted to the IDDRSI are addressing the above issues and benefiting vulnerable ASAL commitments

As part of ensuring transparency and accountability, REGLAP is carrying out a study on the pledges and commitments made by donors to this process of building resilience in the drylands. The study will assess if donors have met their pledges. To find out what it is they are funding and whether it responds to the evidence base about development in the drylands. To find out whom they are in fact funding. We understand a significant amount of donor funds are allocated to IGAD to support the IDDRIS process but

the actual details of this funding is not clear, and we also need to find out who else is being funded and to do what as well as who is left out.

With \$1.2 billion⁶³ already pledged by donors to date (including the World Bank, the AfDB, USAID and others), it is important to understand how these resources are being utilised to build resilience in the drylands of the Horn of Africa.

The findings will be shared with NGOs, UN and the Global Alliance for Action for Drought Resilience Growth (these are BMZ, USAID, SIDA, Danida, JICA, CADDP, IGAD, UN, EU, DFID, FAO, World Bank and African Development Bank).

The focus of the study will be Ethiopia, Kenya and Uganda the countries that are the focus for REGLAP. However, information can be sort from South Sudan and Somalia.

The aim of the study

To establish if the rhetoric around improved funding for expanded programmes in the drylands is a reality and to assess whether the funds are adequate and appropriate to build resilience in the drylands of the Horn of Africa.

The objective of the study

- To find out if the pledges made in 2011 – 2012 have been met
- To find out what/who is being funded and what/who has been left out and why
- To analyse the implications of these decisions on building resilience in the drylands based on the evidence base (since 2008 to date)

Methodology

Using the existing evidence base:

1. on the development pathways of the drylands,
2. on appropriate development interventions
3. on necessity for community participation
4. on changing gender dynamics,
5. on the reality of life in the drylands characterised by shrinking rangelands, changing land use, crop agriculture, extractives and population growth
6. on the key actors working in the drylands on development and resilience

Analyse the donor interventions and assess their appropriateness to supporting the transformation of the drylands and building resilience in the drylands.

⁶³ The actual amount pledged to Ethiopia, Kenya and Uganda needs to be ascertained

The consultant will also track the financing from donors to resilience in the drylands.

The evidence will be collected using a desk review of existing literature on the drylands of the Horn of Africa. Review of donor information on their planned and existing interventions in the drylands of the Horn of Africa.

*Two consultants will be hired to carry out the study and they will work together. One consultant will track the funding and what it is being used for and the other review **the existing evidence on dryland resilience in the horn of Africa and provide a critical analysis of the donor funding verse the evidence.***

The two consultants will work together to draft the report and policy brief with recommendations.

Outputs

1. A 15 to 20 page report (exclusive of annexes)
2. A policy brief with recommendations

Time frame

Total number of days for the assignment is 24 working days including the desk review, key informant interviews and writing the report

Break down of the time line

8 days to track the funding

6 days to review the existing evidence on drylands resilience

2 days to analyse the donor funding verse the evidence on drylands resilience

4 days to write the report and review

4 days to write the policy brief in REGLAP style - <http://www.disasterriskreduction.net/east-central-africa/documents/detail/en/c/2408/>

Proposed start date 5th September 2013 to be completed on or before the 10th of October 2013

Competencies required for the consultant

- Good understanding of the drylands of Horn of Africa
- Up to date with the resilience discourse around the Horn of Africa
- Good understanding of donor funding mechanisms
- Up to date with the IDDRIS process including Country Programming Papers

Annex 2: Appreciation of stakeholder participation

The consultants would like to thank the following stakeholders who provided their time in support of this study:

Name	Organisation
Abeba Amene	Regional Learning and Advocacy Programme for Vulnerable Dryland Communities (REGLAP)
Alberto Vega	Intergovernmental Agency for Development (IGAD)/ German Development Cooperation (GIZ)
Amber Lily Kenny	United States Agency for Development (USAID) East Africa
Birthe Elisabeth Larsen	Danish Embassy, Addis Ababa
Chris Porter	UK Department for International Development (DFID) Kenya
Cristiano Mandra	World Food Programme (WFP)
Deborah Saidy	WFP
Dianna Darsney	USAID Uganda
Dominique Davoux	European Union (EU), Nairobi
Emmanuella Olesambu	Food and Agriculture Organisation (FAO)
Fumiaki Murakami	Japan International Cooperation Agency (JICA)
Giacomo Solari	Swiss Agency for Development and Cooperation (SDC)
Hanai Junich	JICA
Izzy Birch	National Drought Management Authority (NDMA), Government of Kenya
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