



PEACE, PROSPERITY AND
REGIONAL INTEGRATION

IGAD DROUGHT DISASTER RESILIENCE AND SUSTAINABILITY INITIATIVE (IDDRSI)

**REPORT PRESENTED AT THE 10TH IDDRSI PLATFORM STEERING COMMITTEE
MEETING**

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1. INTRODUCTION

The 9th IDDRSI Platform Steering Committee (PSC) meeting took place in Djibouti, 17-18 December 2018. The PSC meeting reviewed the progress made in the implementation of IDDRSI, including the Status of IDDRSI flagship projects (Drought Resilience and Sustainable Livelihoods Program, funded by the African Development Bank; the Regional Pastoral Livelihoods Resilience Programme (RPLRP), funded by the World Bank; the Support for Effective Cooperation and Coordination of Cross-Border Initiatives (SECCCI), funded by the European Union under the EU Trust Fund in 4 cross-border areas (Mandera, Omo-Turkana, Mayle-Marsabit and Benshangul-Gumuz); and by EUTF/Germany in 3 different cross-border areas (Karamoja, Dikhil and Blue Nile State; received a report from the IGAD Secretariat on its coordination functions in support of the IDDRSI Platform; and made recommendations on the way forward. This is a report on the progress made in the implementation of the recommendations of the 9th IDDRSI Platform Steering Committee.

2. PROGRESS REPORT

9.1. In light of the multiplicity of interventions and stakeholders acting in IGAD cross-border areas, there is need to develop a comprehensive cross-border development cooperation framework, that determines the jurisdiction (including the naming of clusters), elaborates the roles and responsibilities and outlines the rules of engagement of the stakeholders involved.

9.1 Comprehensive Cross Border Development Framework

IGAD has developed a cross-border development cooperation framework; and it established a Cross Border Development Cooperation Working Group (CBCWG) in November 2018. The CBCWG comprises experts from all IGAD Divisions, Specialized Institutions and Programmes that have active projects and programme in cross-border areas of the region. The group held its second meeting in May 2019, in Addis Ababa, under the theme: Understanding Cross Border Cooperation Framework. During the meeting, coordination of cross border initiatives in the region was extensively discussed. Accordingly, the experts working group discussed the issues of the cross border development cooperation framework and made recommendations for the better coordination of cross-border cooperation in the development of IGAD cross-border areas, among which the following key areas were identified for action:

IGAD will develop a comprehensive guideline for coordination of cross border projects in the region. The coordination mechanisms will cover Regional to National and Sub-national levels, including the cross—border development facilitation units. To that end a stakeholder mapping exercise was undertaken through cross border dialogues, including the one that was recently carried out by the Cross Border Development Facilitation Unit in Moroto. The work on the guidelines will be consolidated through inclusion in the IGAD Operational Plan of 2020 and completed to clearly define the duties and responsibilities of the platforms and stakeholders at all levels that are engaged in cross border resilience projects; and bring together all IGAD Divisions, Specialized Institutions and Programmes, to strengthen coordination and resource mobilization.

9.2 Member States should put in place robust national coordination mechanisms to ensure coverage of all sectors and stakeholders and facilitate timely and comprehensive reporting on the progress in the implementation of IDDRSI.

9.2 Robust National Coordination Mechanisms

The ideal coordination centre should be formally linked to all sectors, preferably with a universal jurisdiction and mandate, a convening authority and an appropriate coordination functional capacity. Limited participation of the custodians of the IDDRSI Priority Intervention Areas (PIAs) among the Member States was observed during the Mid-Term Review and reported on subsequent IDDRSI PSC meetings. This problem needs to be addressed to achieve a broad based development and resilience at households, communities, national and regional levels.

While there is considerable variation in the coordination mechanisms among the Member States, the major problems in coordinating the implementation of CPPs relate to i) focusing on the resilience flagship projects implemented by the Focal Resilience Ministries and ii) weak or lack of sub-national coordination mechanisms, iii) lack of resources for coordination activities at all levels.

In spite of the afore-mentioned problems there is encouraging improvements in the coordination of resilience initiatives. For instance, the national structure such as the EDE Steering Committee in Kenya i) has held 3 meetings since December 2018 with the aim of getting updates from various PIAs and sectors on progress towards implementation of IDDRSI ii) the ASAL Donor Group has held four meetings since the last PSC with the aim of sharing experience and ensuring coordinated funding of the IDDRSI activities in Kenya iii) at the devolved level, the County Steering Group (CSG) continued to hold meetings, most of which were to facilitate and coordinate drought response. Since December 2018, about 90 County Steering Group meetings have been held iv) The EDE (IDDRSI) Pillar Working Groups were facilitated to hold their meetings to review progress they are making towards ending drought emergencies. Each Pillar has held at least 2 meetings since the last PSC. All Pillars were urged to expand their membership to ensure that all relevant stakeholders are brought on board and participate in the Pillar meetings.

In South Sudan, the National Platform is closely working with both development and humanitarian partners to adjust to the fluid borders between development and humanitarian concerns in the current South Sudan context.

During the reporting period, meetings of the National CPP Steering Committees took place, in Djibouti, Ethiopia, and Sudan. With the exception of South Sudan and Somalia where CPP Steering Committee meetings have not taken place, other countries organize Steering Committee meetings, even though it is not regular.

Sudan has mobilized a large number of technical experts in 13 ministries who actively participate in the National Steering Committee. A total of 34 Technical Committees were established at national level.

Sub-national CPP Steering Committees are functional, in Ethiopia, Kenya and Sudan. For instance, in Sudan, out of 15 states, only six sub-national committees were established; and it is only the one in the State of Gedarif that is functional. In Ethiopia, which has 9 regional states, the sub-national committees are applicable to regions where the African Development Bank – funded DRSLP project is implemented.

With the support provided by the Sweden Government, Member States have established a National Technical Team (NTT) that consists of 25 experts from all PIA implementing ministries and a National Core Task Team (NCTT) that consists of 6 experts from various ministries and the National IDDRSI Coordinator in each country. These two teams were established to effectively undertake the CPP refinement that began in January 2019 in most countries and concluded in early August, 2019 with the validation of the revised CPPs. The challenge is now to maintain the working relations of experts from various ministries to provide a collective technical back-stopping to the National CPP Steering Committees.

In an attempt to pave the way for a regular coordination mechanism in the Member States, the IGAD Secretariat organized three-day workshop that took place in June, 2019, Machakos, Kenya. The workshop involved the core IDDRSI Focal Persons in all seven countries. These were IDDRSI PSC Representatives, IDDRSI Focal Persons, and National IDDRSI Coordinators. The workshop discussed the root causes of weak coordination and low participation of line ministries responsible for the implementation of PIAs. The meeting identified lack of resources for coordination of sectoral projects at the national and sub-national levels, weak implementation of common monitoring and evaluation framework, weak baseline and lack of harmonized indicators for monitoring.

Cognizant of the above-mentioned gaps in the CPP coordination mechanisms in the Member States, IGAD in collaboration with its Development Partners has allocated resources within the 2020 budget year for initial steps to improve the long standing structural and organizational culture in coordination.

9.3 The first edition of the State of Resilience Report, due to be produced in 2019, should include a comparative analysis of key resilience indicators to compare the impact of the drought events since 2011 to the most recent drought of 2016/2017.

9.3 The State of Resilience Report

In order to better coordinate data and information on resilience, IGAD established a new entity called IGAD Food Security, Nutrition and Resilience Analysis Hub (IFRAH) in June 2018 IFRAH integrates some of the existing food security and resilience units already existing within IGAD. These include the Food Security and Nutrition Working Group (FSNWG), Resilience Analysis Unit (RAU) and Integrated Phase Classification (IPC).

The main objective of IFRAH is to provide an up-to-date synthesized information on food security, nutrition and resilience in each specific context so as to better guide resilience-related policies, processes and programming within the IGAD region.

To respond to the need for credible evidence on resilience programmes and policies, IGAD-IFRAH achieved the following on a process of development of the State of Resilience Report for the IGAD region.

Approach: IGAD-IFRAH will lead the design of the State of Resilience Report. This design and implementation will be supported by IGADS's partners under RAU i.e. FAO, WFP, UNICEF, UNDP, and UN OCHA. The design will present a systematic, standardized approach to measure resilience against drought disasters and aims to achieve the following:

- Develop a comprehensive and robust status of resilience for the region.
- Establish a base year inventory and track resilience performance trends.
- Ensure consistent, standardized and transparent approach and reporting of resilience for Member States and IGAD, following internationally recognized principles.

- Enable Member States' assessments of resilience to be aggregated at national and regional levels.
- Demonstrate the important role that Member States, IGAD and Development Partners play in tackling drought disaster, and facilitate insight through consensus and learning to guide future investments.

The process of developing the state of resilience report will also engage key stakeholders representing key National Bureau of Statistics and relevant line ministries at the national level. Capacity of national institutions to understand the process, avail the necessary data and consensually agree on outcomes of the reporting will be undertaken. The national stakeholders will also play a key role towards the development of the report.

The report will be produced through IFRAH's Resilience Analysis Unit (RAU), which is composed of IGAD and its Development Partners: the Food and Agriculture Organization of the United Nations (FAO), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP) and the World Food Programme (WFP); and also IDDRSI focal points for IGAD Member States.

Progress to date:

- Discussions among RAU partners: Meeting held with RAU partners including FAO, WFP, UNICEF, UNDP and OCHA.
- Concept Note to guide the analysis: A draft outline of a concept note for the design of the resilience measurement process was developed and presented to RAU partners. The Concept Note was adopted as a basis for outlining the modalities for undertaking resilience measurement.
- Development of Methodology: RAU partners to agree on indicators and methodology which are linked to the IDDRSI M&E System.
- Data Collection, analysis, reporting: The partners and IGAD to collect and analyze data and agree on frequency of production of the report.
- State of Resilience Report produced: IGAD and partners to draft and produce the first report in August, 2020.

9.4 The IGAD Secretariat is urged to lead efforts to refine reporting templates and support capacity building efforts in Member States to ensure their full compliance in the use of the reporting templates, including gender responsive reporting.

9.4 Reporting Template and Capacity Building for Member States

IGAD has been promoting result based reporting in all its projects and programmes. However, much needs to be done to achieve result based reporting, where CPP reports in the Member States are no exceptions.

In line with the recommendation of the 9th IDDRSI PSC, the Planning, Coordination, and Partnership Division (PCPD) organized a three-day workshop that focused on Coordination and Reporting (also mentioned under No. 9.2 above). The workshop involved IDDRSI Focal Persons in the Member States and IGAD Staff. Participants at the workshop discussed key challenges in producing result based reports that are much beyond the template, which include the following:

- Lack of implementation plan for the CPP leading to unguided reporting
- Focus on processes and activities rather than reporting on high level results/outcomes

- Lack of harmonized indicators at outputs, outcomes and impact level to monitor progress.
- Lack of baseline for tracking progress.
- Different monitoring and evaluation systems for IDDRSI Flagship projects.
- Inadequate monitoring and evaluation capacity in the Member States that require periodic intervention rather than ad-hoc trainings.
- Inaccessibility of financial reports for IDDRSI related projects especially those funded directly by government.
- Countries are reporting on only flagship projects, while under reporting on resilience effort in the Member States.
- Reports are not covering the works of Development Partners such as GIZ, KfW, NGOs and UN agencies, due to inadequate coordination.

The workshop participants strongly recommended that efforts be engaged to address the above-mentioned gaps through a systematic and inclusive training that can provide the knowledge and skills needed for result based reporting, with appropriate template. Therefore, the workshop advised the involvement of experts who are instrumental in gathering and analysis of data from various CPP Priority Intervention Areas.

The recommendations of the workshop will be translated into action in 2020 after a systematic capacity needs assessment, which is expected to vary from country to country.

9.5. The IGAD Secretariat should allocate a budget for the operationalization of the Gender and Resilience Working Group and related Communities of Practice.

9.5 Fund Allocation for the Gender and Resilience Working Group

The 4th IDDRSI Steering Committee meeting held from 25th-26th March 2015 in Addis Ababa, Ethiopia resolved to 'establish a Gender and Resilience Working Group (GRWG) and Communities of Practice (COPs) for strengthening gender mainstreaming in IDDRSI'.

The goal of the GRWG is to support the IDDRSI Platform and its members in ensuring that normative standards on gender equality and women's empowerment as spelled out in various international, regional and national instruments are sufficiently reflected and applied in the design, implementation, monitoring and evaluation of resilience programmes in the region.

To that effect, IGAD has allocated a budget to operationalize the Gender and Resilience Working Group and for piloting gender mainstreaming within the framework of IDDRSI. However, more fund is required to ensure gender mainstreaming in all resilience projects and programmes.

9.6 The role, structure and format of the Platform Steering Committee should, in consideration of the recommendations of the IDDRSI Midterm Review and the 9th PSC meeting, be revised to ensure that the PSC discharges its functions more effectively. The draft proposed changes will be presented for consideration by the 10th PSC Meeting and recommendation for approval by the 6th General Assembly.

9.6 The Role, Structure and Format of the Platform Steering Committee

Among the objectives of the Mid-Term Review of the IDDRSI Strategy, was the need to assess the institutional governance at national and regional levels affecting the implementation of IDDRSI. The document (known as the IGAD Regional Drought Resilience Platform Document), which recorded the original constitutive arrangements in the establishment of the IDDRSI Platform, describes the 3-tier structure of the Platform that comprises a General Assembly of participating stakeholders, a Platform Steering Committee (PSC) and a Platform Coordinating Unit (PCU). The 9th Meeting of the Platform steering Committee sought to invoke the recommendations of the Mid-term Review of the IGAD Strategy, with view to refining the mandate and composition of PSC in harmony with the current needs of the region and Member States in relation to guiding the effective implementation of IDDRSI

The Platform Document is explicit on the structure and membership of the PSC, with the number, level and identity of representation stipulated. The MTR observed that so far more than 60 members from the initial provision of 36 structured-membership attend the PSC meetings, with most participants being at a technical level and only a few holding substantive policy positions.

The structure and agenda for meetings of the PSC were thought not to be in tandem with the core business of the IDDRSI Platform. There has been criticism on the observed expanded membership (up from the original number of 36 members to the present number in excess of 60), which according to some views, has turned the PSC into an overly technical good practice-sharing forum rather than an oversight committee offering policy guidance and direction for the implementation of IDDRSI.

Our conclusions are that while the PSC was originally assigned a decision-making function, the current reality demonstrates that it can only play an advisory role, making recommendations (rather than decisions) to all affected stakeholders in the implementation of IDDRSI. This is fully harmonized with the consensus method commonly applied by IGAD Member States as a basis of conducting their deliberations.

So far the PSC meetings have been held regularly in accordance with the prescribed schedule of twice a year, indicating a steady interest in IDDRSI and, as confirmed by the increasing numbers of participants in successive meetings, showing growing coherence and a strengthening sense of purpose. The Chairman of the PSC has justifiably expressed reluctance on the recommendation to limit the membership numbers of the PSC, pointing out the contradiction of, on the one hand, being engaged in an exercise of mobilizing action; and, on the other, seeking to limit the numbers responding.

Our position on this matter, is to pursue a course of improvements in the status quo:

defining the agenda of the PSC better and duly recognizing the interest and efforts of all the members. Further, in order to reduce the time devoted to technical content of the program, in preference for more emphasis on policy matters, the IDDRSI Forum meeting, which is held the day before the PSC meeting by current practice, should be formally regarded as a session of the PSC, for sharing of good practices and lessons learnt, also serving the value and function of a technical advisory committee. The conclusions and recommendations from its deliberations should form a report for consideration by the PSC.

(b) While the PSC has coordinated actors at regional level, coordination of actors at IGAD Member States level remains limited, as a result of which Member States have failed to act on many of the PSC recommendations made at regional level. At the regional level the IDDRSI strategy envisaged that all Divisions and Specialized Institutions of the IGAD Secretariat are designed to support the identification, development, implementation and monitoring of priority areas of interventions. Initially the PCU was embedded within the Division of Agriculture and Environment; it was thought that this linkage to the Division of Agriculture and Environment tends to leave out contact with other IGAD Divisions and Specialized Institutions, which are also actively engaged in the implementation of IDDRSI. It was recommended that the PCU should be linked to a central point that is functionally and administratively linked to all IGAD Divisions and Specialized Institutions. Consequently, the PCU has, since November, 2018, been transferred to function under the Planning and Coordination Division, which is responsible for the overall planning, coordination and budget preparation linked to all IGAD activities, including the implementation of IDDRSI.

(c) IGAD Summit does not have a direct mandate or function in the formal leadership and governance of the IDDRSI Platform. However, the 2 previous summits that have so far been held on drought resilience, including the one that launched IDDRSI in Nairobi in 2011; and the one held in Kampala in 2014, which served to re-affirm the region's commitment to ending drought emergencies, have underscored the significance for harnessing political goodwill, generating commitment and mobilizing support for the implementation of IDDRSI in the region. It is therefore recommended that the governance of the IDDRSI Platform should include a formal linkage with the Summit, to provide as a mechanism that will maintain the highest level of government informed of the progress and requirements in the implementation of IDDRSI. Further consultations and guidance on this will be necessary.

9.7 Development Partners are urged to welcome the offer by USAID to reactivate the Global Alliance as a forum for mobilizing and organizing development partners in support of IDDRSI.

9.7 Reactivation the Global Alliance for Resilience in the Horn of Africa

Reactivation of the Global Alliance for Resilience in the Horn Africa that was instrumental in the organization of the summit of the IGAD Heads of States in September 2011 and the establishment IDDRSI Platform was discussed at the 9th IDDRSI PSC that took place from 17-18 December, 2018 in Djibouti. During the meeting the USAID offered to organize a meeting with Development Partners to build consensus on how to reactivate the Global Alliance.

In line with decision of the Steering Committee, IGAD facilitated the invitation of Development Partners in consultation with the USAID for a meeting during the IDDRSI Forum/ Knowledge Share Fair that will take place on September 3, 2019. The USAID will lead the meeting with invited Development Partners to finalize the way forward, which will be reported at the 10th Steering Committee meeting.

9.8 The IGAD Secretariat is urged to intensify efforts in ongoing consultations to hold the third Drought Resilience Summit in 2019 and to communicate the exact date as soon as possible.

9.8 Organizing the Third Drought Resilience Summit

The IGAD Executive Secretary is seized of the demands of this task and continues to seek an opportunity to engage the Heads of State and Government of the IGAD region to secure their concurrence on the resilience summit and agree on a date. It is expected that the Executive Secretary will update the Steering Committee on the progress and plans on this matter during its 10th meeting.

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