

**INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)**



**IGAD DROUGHT DISASTER RESILIENCE AND SUSTAINABILITY  
INITIATIVE (IDDRSI)**

**THE IDDRSI STRATEGY**

**January 2013**

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**ACRONYMS AND ABBREVIATIONS**

AMU	African Maghreb Union
ASALs	Arid and Semi-Arid Lands
AfDB	African Development Bank
ASARECA	Association of Strengthening Agricultural Research in Eastern and Central Africa
AU	African Union
AU-IBAR	African Union – Inter African Bureau of Animal Resources
ACP	African, Caribbean and Pacific Groups of Countries
AUC	African Union Commission
AWP	Annual Work Plan
BMZ	German Federal Ministry for Economic Cooperation and Development
CAADP	Comprehensive African Agriculture Development Programme
CBD	Convention on Biological Diversity
CCA	Climate Change Adaptation
CEWARN	Conflict Early Warning and Response Mechanism
CPP	Country Programming Paper
CIDA	Canadian International Development Agency
COMESA	Common Market of Eastern and Southern Africa
CSO	Civil Society Organization
DFID	Department for International Development
DRM	Disaster Risk Management
DRMFSS	Disaster Risk Management and Food Security Sector
DOT-Force	Digital Opportunities Task Force 2000
ECOWAS	Economic Community of West African States
EAC	East African Community
ECA	Economic Commission for Africa
ECCAS	Economic Community of Central African States
EHRR	Emergency Humanitarian Response Report
EW	Early Warning
EU	European Union
EC	European Commission
FAO	Food and Agriculture Organization of the United Nations
FEWSNET	Famine Early Warning Systems Network
FTAs	Free Trade Areas
GDP	Gross Domestic Product
GCCA	Global Climate Change Alliance
GKP	Global Knowledge Partnership
GEWS	Global Early Warning System
GIZ	German International Development Agency
GHACOF	Greater Horn of Africa Climate Outlook Forum
HOA	Horn of Africa
HIV/AIDS	Human immunodeficiency virus infection / acquired immunodeficiency syndrome
HRC	Human Rights Convention

HS	Household Survey
IDEA	International Institute for Democracy and Electoral Assistance
IDDRSI	IGAD Drought Disaster Resilience and Sustainability Initiative
ICPAC	IGAD Climate Predictions and Applications Centre
ICPALD	IGAD Centre for Pastoral and Livestock Development
ICT	Information and Communication Technology
IGAD	Intergovernmental Authority on Development
IGADD	Inter-Governmental Authority for Drought and Development
IFSS	IGAD Food Security Strategy
IISAP	IGAD Institutional Strengthening Action Plan
IPCC	Intergovernmental Panel of Climate Change
IPF	IGAD Partners Forum
IRAPP	IGAD Regional HIV-AIDS Partnership Programme
IRCC	IRCC
ISIP	IGAD Strategy and Implementation Plan
ISSP	IGAD Security Sector Program
IUCN	International Union for Conservation of Nature
ITK	Indigenous knowledge and technologies
LDCs	Least Developed Countries
MDG	Millennium Development Goals
MEA	Multilateral Environmental Agreement
MOA	Ministry of Agriculture
MTE	Mid-term Evaluation
MT	metric tonne
MS	Member States
NBS-HS	National Bureaux of Statistics -Household survey
NDP&B	National Development Plans and Budget
NER	Net Enrolment Ratio
NGOs	Non-Governmental Organizations
NGO	Non-Governmental Organization
NSAs	Non-State Actors
NSRs	Nutrition Survey Reports
OECD	Organization for Economic Co-operation and Development
OSSREA	Organization for Social Science Research in East and Southern Africa
PLMAP	Programme Logic Model for Action Plan
PIAs	Priority Intervention Areas
RBM&E	Results-Based Monitoring and Evaluation
RCMRD	Regional Centre for Mapping Resources for Development
REC	Regional Economic Community
RPP	Regional Programming Paper
SADC	Southern African Development Community
SED	Department of Sustainable Economic Development of the ACP Secretariat
SC	Steering Committee
SPS	Strengthening Pharmaceutical Systems

TICAD	Tokyo International Conference on African Development
THIs	Tertiary and higher institutions
UN	United Nations
UNCCD	United Nations Conservation to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
UNCSD	United Nations Conference on Sustainable Development
UNICEF	United Nations International Children's Emergency Fund
UNESCO	United Nations Education, Scientific and Cultural Organization
UN & NSAs	United Nations and Non-State Actors
UNDP	United Nations Development Program
USA	United States of America
USAID	United States Agency for International Development
Vet-Gov	Reinforcing Veterinary Governance in Africa Programme (AU-IBAR)
WB	World Bank
WHO	World Health Organization
WFP	World Food Program of the UN
WSIS	World Summit on the Information Society
WTO	World Trade Organization

## FOREWORD

The development of the IGAD Drought Resilience and Sustainability Initiative Strategy has come at a time of great optimism and opportunities. For once the region is experiencing a period of significant change characterized by various developments that herald prospects of success and progress. The Strategy provides a roadmap for ending drought emergencies in the IGAD region and is a landmark of historic proportions that forms a logical step in the positive events now unfolding in the region.

A critical analysis of the region inspires a sense of hope and progress as epitomized by the peace efforts that are beginning to bear fruit in Somalia and in Sudan and South Sudan; the reports of huge oil reserves and gold deposits and other mineral wealth and natural resources that are found across the IGAD landscape; the large mass of human resources in form of the region's Diaspora that are returning home in droves with money, technological skills and modern methods of work; and the growing evidence of emerging trends of good governance, characterized by increasing demands for accountability and democratic rights mounted by an increasingly politically-aware population across the entire region. In a similar spirit of a new found sense of optimism, the Summit of the Heads of State and Government, which convened in Nairobi in September 2011 and for the first time, after decades of the affected countries being overwhelmed by emergencies, declared their commitment to end drought emergencies and vulnerabilities from the IGAD region once and for all. The Summit resolved to employ a new approach and promised to do things differently. It is highly gratifying to note the huge positive response and goodwill expressed by the affected countries and their development partners - to support this initiative, in spite of the global economic meltdown. It appears that the problem of drought emergencies is finally receiving the attention it demands and is becoming effectively addressed. As was remarked by a participant at the historic Summit in Nairobi in April 2012 when the collective stand and decision to end drought emergencies was discussed and agreed by the Nairobi Summit: 'Now drought is in trouble.'

Embarking on the drought resilience and sustainability initiative against the backdrop of the hopeful situation in the region is reminiscent of Europe, immediately after the 2<sup>nd</sup> World War, when the Marshall Plan was developed and implemented to rebuild the war-ravaged Europe. The IDDRSI Strategic is both a blueprint and a roadmap that defines the process and direction to end drought emergencies through the attainment of sustainable socio-economic development and progress in the IGAD region. My greatest source of confidence in this regard is the fact that the IGAD Secretariat has been given the mandate to lead and coordinate the implementation of the initiative, a challenge that provides the opportunity to rediscover the original functional role for which IGAD was first established in January 1986.

I wish to call upon all IGAD Member States, partners and stakeholders, to come forward and play their respective roles in this noble cause to end drought emergencies in the IGAD region.

**Engineer Mahboub Maalim**  
**EXECUTIVE SECRETARY**

## EXECUTIVE SUMMARY

The IGAD Drought Resilience and Sustainability Initiative (IDDRSI) Strategy is aimed at addressing the effects of drought and related shocks in the IGAD region in a sustainable and holistic manner. The decision to end drought emergencies was taken by IGAD and East African Community (EAC) Heads of State and Government at a Summit convened in Nairobi on 9<sup>th</sup> September 2011, following the severe drought that devastated the region in 2010/2011. The Summit took the bold decision to address the effects of recurring droughts on vulnerable communities in the IGAD region, calling for increased commitment by affected countries and Development Partners to support investments in sustainable development especially in the Arid and Semiarid Lands (ASALs). The Nairobi Summit assigned the IGAD Secretariat the role of leading and coordinating the implementation of the decision; and urged all countries to work together as a region and all concerned to do things differently, working concertedly and holistically, combining relief and development interventions, aimed at building resilience to future shocks.

The preparation of the IDDRSI Strategy was an inclusive and participatory process that involved the staff of the IGAD Secretariat and IGAD specialized institutions as well as public and non-state actors in member states. The Strategy was further informed by consultations with other stakeholders commonly affected by drought or involved in responding to its effects, including CGIAR and UN agencies and development partners. The process of developing the Strategy was guided by the IGAD Strategy 2011 - 2015 and defined, in scope, rationale and justification, by consideration of the region's SWOT and PESTLE analyses. The Strategy defines its vision, mission and overall goal, envisioning a region with communities free from vulnerabilities to drought emergencies. The strategy proposes operational and institutional implementation arrangements and a result based monitoring and evaluation system to track the progress of projects activities in the implementation of the initiative.

The IDDRSI Strategy recognises the need for a comprehensive and holistic approach to combating chronic food and nutrition insecurity and addresses the deep-seated poverty and environmental degradation to build the resilience of communities and households to the effects of droughts and other shocks in the region. The Strategy identifies 7 priority intervention areas, where the necessary investment and action will help build resilience through reducing the vulnerability of target communities to climatic and economic shocks. These priority intervention areas include ensuring equitable access and sustainable use of natural resources, while improving environmental management; enhancing market access, facilitating trade and availing versatile financial services; providing equitable access to livelihood support and basic social services; improving disaster risk management capabilities and preparedness for effective response; enhancing the generation and use of research, knowledge, technology and innovations in the IGAD region; promoting conflict prevention and resolution and peace building; strengthening coordination mechanisms and institutional arrangements for more organised, collaborative and synergistic action as well as improving partnerships to increase the commitment and support necessary to execute the objectives of the initiative.



The Strategy serves as a common framework for developing national and regional programmes that will be designed to enhance drought resilience through building sustainability in the IGAD region. The Strategy will guide and inform the process of implementing the drought resilience initiative at the national, regional and international levels united and harmonised under the overall coordination and leadership of the IGAD Secretariat. The strategy, by design, recognises that while drought-prone communities face common challenges and are often interconnected through shared natural resources and regional trade and trans-boundary human and animal movements, individual IGAD member states may have their own specificities and areas of emphasis.

## 1. INTRODUCTION AND BACKGROUND

The Intergovernmental Authority on Development (IGAD) is a Regional Economic Community (REC) comprising eight countries, namely: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda, that are located in the Horn of Africa (HOA). The IGAD region has a land area of 5.2 million square kilometers, 60 - 70 percent of which is arid and semi-arid lands (ASALs) and experiences prolonged drought and unpredictable rainfall patterns (less than 600 mm of rainfall annually, see Figure 1).

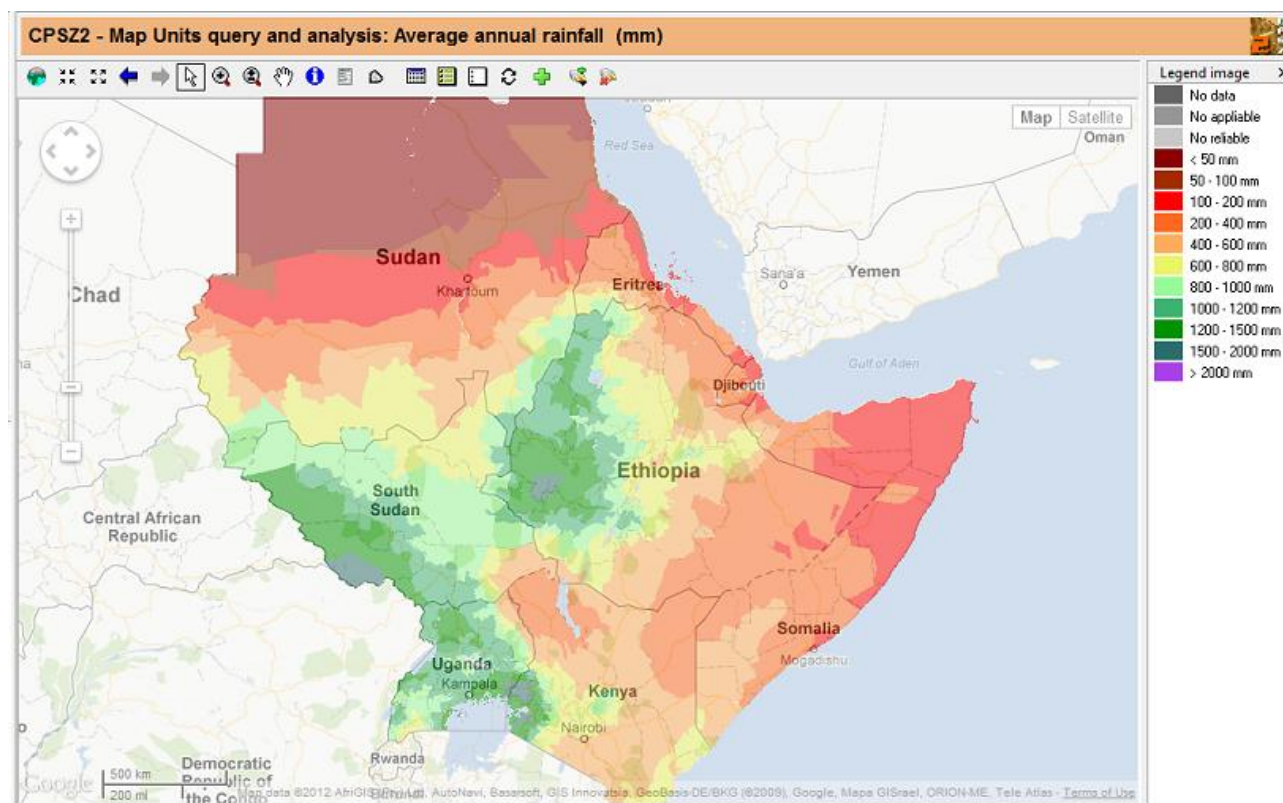


Figure 1: Map of the IGAD Arid and Semi-arid Lands (ASALs).

*Disclaimer: The country borders shown on the map are only indicative and do not represent the position of IGAD.*

Prolonged and widespread drought is a recurrent feature of the ASALs that is exacerbated by climate change phenomena, advancing desertification and ecological degradation. These harsh ecological circumstances contribute to severe hardships amongst the affected communities, including, dislocation, abject poverty, persistent hunger and famine and conflicts within and across boundaries in the region. The IGAD region is observed to be the most food-insecure part of the world.

The predominant livelihood system in the ASALs is pastoral and agro-pastoral production. The pastoralists are constantly on the move within and outside their national boundaries, in search

of pasture and freshwater resources. The movement of people and their animals often causes conflicts and frequently necessitates regional intervention to resolve conflicts or prevent their recurrence. Drought displaces a large number of communities that lose their traditional means of livelihood (pastoralism, farming or fishing) and creates a generation of "climate refugees", often resulting in conflicts between communities, within and across borders.

There are examples of development and environmental management strategies that were employed in the past by affected rural populations in the ASALs region, which enhanced the abilities of affected communities to cope with drought and its effects and enabled them to survive cycles of drought. While some of these strategies are still used, the modern rural communities in the ASALs face multiple threats and challenges, including demographic changes, resources scarcity, land degradation, overgrazing, deforestation, governance failures, civil strife, market fluctuations, climate change effects and other challenges, which add pressure to their fragile environment and tend to undermine their ability to survive recurrent cycles of drought.

The IGAD region demographic structure is characterised by a high population growth rate of 2.5 to 3.5%, with over 60% of the estimated 200 million people in the region being youth. If properly harnessed, this represents a significant demographic dividend to the region. However, only 30% of the 200 million people live in the ASALs, which makes up between 60 - 70% of the overall land area in the IGAD region. In spite of the wide geographic coverage area, ASALs, which are sparsely populated, have always been regarded as a wasteland; and, have therefore received little or no public or private investment, resulting in the deterioration of productivity, worsening impacts of drought, increasing poverty, food insecurity and other livelihood vulnerabilities. Thus, over the years, the ASALs in the region have become synonymous with human emergencies, economic hardships, suffering and catastrophes, as the affected countries and international community struggled to respond to drought emergencies with relief aid and humanitarian interventions. Over time, these fire fighting approaches were rendered ineffective by the increasing drought frequency and the increasing large number of people affected in each event.

In 2010/2011, the IGAD region was hit by a severe drought that affected more than 13 million people and exacerbated chronic food insecurity to famine levels in several areas. This drought crisis reflected the failure of past practices, highlighted the importance of focusing on sustainable development and brought to the fore the urgent need to invest in resilience building as a means to end drought emergencies in the region. Seeking to address the catastrophic phenomenon of recurrent droughts and related environmental concerns in a sustainable manner, the Heads of State and Government of the HOA region convened a Summit in Nairobi on 9<sup>th</sup> September 2011. The Nairobi Summit called for the urgent introduction of strategies, policies and programmes that involve the strengthening of investment plans at member states' and regional levels with the principal objective of building resilience to future climatic and economic shocks. Known as the Nairobi Strategy, the Summit urged all concerned to do things differently and recommended the use of preventive and holistic approaches, combining relief with development interventions in dealing with drought and related emergencies in the HOA. Observing that achieving this objective will entail dedicated and coordinated actions and

enhance partnerships at national, regional and international levels, the Summit tasked the IGAD Secretariat with the responsibility of leading and coordinating the implementation of the Initiative and appealed to development partners to align their support as appropriate.

The Initiative will drive a regional agenda to develop and harmonize policies, strategies and systems throughout the IGAD region; it will involve efforts to enhance cooperation and integration among the member countries and cause the execution of national and regional projects in a coordinated framework of implementation, aimed at ending drought emergencies. Indeed as stated by the September 2011 Summit *"droughts need not, and should not, lead to famine and other disasters, in the region"*.

## **2. TOWARDS DROUGHT RESILIENCE IN THE IGAD REGION**

Resilience is the capacity to manage, adapt to, cope with, or recover from stresses, shocks and disasters; or the ability of a system to remain stable or adapt to a new situation without undergoing catastrophic changes in its basic functioning. Thus, Drought Disaster Resilience may be defined as the ability of individuals, households, communities and countries, to survive the effects of drought shocks and stresses without compromising their long-term living standards through appropriate management of their livelihoods and ecosystems.

Based on the definition above, a drought resilient IGAD region will be judged on the basis of a combination of factors including (i) adequate, assured and stable food and nutrition security; (ii) reduced vulnerability to disasters achieved through development actions; (iii) prevention and peaceful resolutions of conflicts; (iv) sustainable livelihood systems; (v) adequate social protection measures for the disadvantaged; (vi) equitable access to sustainably managed natural resources; (vii) active participation and inclusiveness in planning, implementation and decision making; (viii) assured inclusive economic growth and access to national and natural resources in ASALs; and (ix) evolution of strong trans-boundary movement of people and their livestock, institutions, trade, networks and knowledge economy.

The IDDRSI Strategy will identify and address the underlying causes of social and environmental vulnerability; guide the application of holistic approaches to strengthen the capabilities of households, communities and IGAD Member States to cope with and adapt to natural hazards and economic disturbances; attain a "resilient IGAD Region", free from hunger and environmental degradation; and achieve sustainable development. To this end, the Nairobi Summit emphasized the need to do things differently including,

- i. Countries working together as a region;
- ii. Adopting the twin track approach to drought where emergency response is linked to recovery and long-term development
- iii. Focusing on priority intervention areas as identified by target communities and Member States

- iv. Ensuring that the design, development and implementation of the interventions are people centered and take into account all aspects of human development to ensure drought resilience and food security

### **3. SITUATION ANALYSIS**

#### **3.1 Status of Drought Resilience in IGAD region**

The main challenge in the IGAD region is to reverse the growing human and social vulnerability against environmental hazards especially droughts and man-made disturbances, such as resource-based conflicts and economic crises.

In the past centuries pastoralists were well adapted and resilient enough to cope with drought events followed by floods. Today, socio-economic and ecological aspects of the pastoral and agro-pastoral production systems are under threat and losing resilience due to rapid population growth (more than 3% per annum), migration, environmental degradation, land re-allocation, fragmentation of rangelands, decreasing spatial mobility for herds and growing competition in the use of scarce pasture and water resources. As access to land and water rights is not sufficiently regulated, conflicts arise between different competing users especially amongst cross-border communities.

The combination of these adverse factors increasingly leads to accelerated environmental degradation, exacerbating socio-ecological vulnerability. When extreme hazards, like droughts occur, the whole agro-pastoral production system collapses with disastrous consequences for the affected populations. Huge financial resources are then required for humanitarian aid and even more to recover the production systems and livelihoods of the affected communities. In the long term, enormous refugee camps of despondent populations larger than the surrounding cities become the outcome norms. In addition, natural resource conflicts and adverse climatic conditions; restrictive mobility of people, goods and services; insufficient infrastructure for within and among neighboring countries; informal and illegal trade within monopolistic structures of contraband; corruption and arbitrariness, further weaken the already poor purchasing power and render the region conflictive, food insecure and perpetually dependent on food aid. Diseases such as HIV/AIDS, tuberculosis and malaria continue to erode the economy and undermine human development due to inadequate basic infrastructure and poor access to health services, illiteracy and gender inequalities. The capacity of the affected populations to participate in policy development, planning and decision making in order to deal with these challenges is very limited.

In the past efforts in ASALs were more concentrated in managing the drought disasters and related humanitarian emergencies. The new approach will focus on the underlying causes of the need for humanitarian aid and approach disaster management through pro-active, preventive and structural development oriented solutions.

### 3.2. SWOT and PESTEL Analyses

The manner and extent to which the strengths, weaknesses, opportunities and threats (SWOT) as well as the political, economic, socio-cultural, technological, legal and ecological (PESTLE) aspects and circumstances of the IGAD region would affect the implementation of the IDDRSI, was considered in a SWOT and PESTLE analysis as summarised below.

#### 3.2.1 SWOT analysis of the IGAD Region

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>• IGAD is a Regional Economic Community and is one of the building blocks of the African Union;</li> <li>• Location of the IGAD region in the HOA with a long coastline on the confluence of the Indian Ocean and the Red Sea, being a gateway to Asia and the Middle East, is strategic;</li> <li>• Its size, ecological diversity, vast livestock and natural resources, including huge deposits of oil and underground water resources, make it potentially one of the wealthiest regions of the African Continent;</li> <li>• The IGAD Region hosts a number of UN agencies and the AUC (Addis Ababa and Nairobi), allowing for leveraged communications and programming, with the trappings of being an international hub, linking the continent to the rest of the world;</li> <li>• IGAD enjoys the enthusiastic support of the individual member states and, as a result, has formidable political clout and goodwill that can be exercised by its high-level policy organs through which cause and purposes of the drought resilience can be effectively mobilized, championed and executed. In this connection, IGAD is an effective vehicle and framework for facilitating national, interstate and regional intervention action to advance relevant policies and implementation activities with a strong political will for regional cooperation</li> <li>• The power in exercise of the mandate of the IGAD Secretariat to convene meetings, including at the highest level, combined with the demonstrated interest and regularity for member states to participate in all meetings called, provides an effective mechanism and environment to discuss the region's problem and collectively mobilize for appropriate action. Further, by virtue of the decision of</li> </ul>	<ul style="list-style-type: none"> <li>• Recurrent and/or simmering bilateral differences between some member states, which creates tension in the region as a whole and undermines development progress</li> <li>• High degree of variability in space and time of rainfall patterns;</li> <li>• Insufficient investment in technology and research, as well as a lack of appropriate expertise;</li> <li>• Low levels of intra-state trade as markets are neither inter-dependent nor inter-linked;</li> <li>• Globalization trends of the world economy;</li> <li>• Inadequate staffing of IGAD Secretariat;</li> <li>• Inadequate Office space, furniture and equipment;</li> <li>• Weak Member states' Focal Points linking the Member states to the Secretariat;</li> <li>• Inadequate and delayed funding from development partners has constrained effective implementation of programmes/projects;</li> <li>• Unhealthy competition for resources between RECs and from member states;</li> <li>• Discrepancies between the AU and UN agencies classification of Africa negatively impacts activities and performance in the IGAD Region;</li> <li>• Delayed payment of annual subscription to IGAD by some member states negatively affects program/project implementation</li> </ul>

the Nairobi Summit widely accepted by the international community, the IGAD Secretariat was assigned the role to lead and coordinate the implementation of the drought resilience initiative, a driver's responsibility, which ensures that a dedicated agenda of harmonized, concerted action is initiated and sustained until its desired objectives are achieved

**Opportunities**

- IGAD Region also contains extensive mineral resources that have not yet been fully exploited;
- improved intra-state communications and the potential to leverage economic growth;
- Globalization trends of the world economy;
- Endowment with substantial natural resources such as artisanal minerals including gold, gemstones and non-wood forest products like honey, gums, resins and spices over and above the oil and gas reserves; diverse ecosystems with a wealth of wildlife, rivers and lakes, alternative energy resources (hydroelectric, wind, solar and geothermal), marine, water and livestock resources;
- IGAD region's population of over 200 million people, the majority of whom are naturally integrated by cultural similarities provides an enormous market potential and possibilities of a political coherence and regional cooperation;
- The region is embracing of democratic governance and positive progress towards minimum economic integration and common market.

**Risks/Threats**

- The region's high vulnerability to climatic variations characterized by frequent dry spells, droughts and floods, land degradation, low productivity, poorly developed domestic market structures, low savings and investment, heavy debt burden and underdeveloped infrastructure, high population growth rates (more than 3%) and high urbanization;
- Trans-boundary resources-based conflicts within and outside the region;
  - Recurrent droughts and dry spells that predispose the region to extremes of climatic variations;
  - Unhealthy competition for resources between RECs, AUC and its organs and from member states and UN agencies;
  - Major challenge to IGAD's capacity to cope with the dynamic and ever-increasing demands of international terrorism, international economic crises and climate change;
  - Impacts of HIV/AIDS scourge, famines, civil strife and high brain drain;
  - Rural-Urban migration that depletes productive work force in rural areas, while exacerbating socio-economic problems in cities (creation of informal settlements);
  - Negative perspectives used to stereotype IGAD and IGAD Member States.

**3.2.2 PESTEL analysis of the circumstances in the IGAD Region**

The environment of the IGAD Region was scanned to determine the political, economic, social, technological, environmental and legal (PESTEL) factors likely to influence the implementation of the IDDRSI as summarized as below:

**(a) Political factors**

Political factors likely to impact the implementation of the IDDRSI initiative include:

- Poor political leadership and governance;

- Government failure to provide adequate essential basic human security needs for food, health, employment and education programmes that are sensitive to the lifestyles of the pastoral communities in the ASALs;
- Vicious circle of violent conflicts in the Horn of Africa and extensive damage of life and property, resulting in untold suffering and adverse impacts on the general socio-economic development and peace and security in the region. Each of the IGAD Member States is vulnerable to spill-over effects of violent conflicts in neighboring states, illegal cross-border movements and large scale cross-border crime;
- Trans-boundary threats in the form of smuggling, lawlessness, militias and international terrorism continue to destabilize some of the IGAD Member States;
- Inter- and intra-state conflicts, ethnic conflicts, and pastoral zone conflicts over shared natural resources exacerbated by commercialized cattle rustling, raids and counter raids are a serious source of internal insecurity and regional instability. Often most of these conflicts are politically instigated;
- External factors like proliferation of small arms and easy access to sophisticated automatic weapons and light weapons have influenced internal and inter-state conflicts in the IGAD Region with consequential large numbers of internally displaced persons (IDPs) and refugees;
- Reduced respect and observance of traditional rules governing cattle raiding and warfare, restitution and peace building mechanisms;

**(b) Economic factors**

- Land degradation, low productivity, poorly developed domestic market structures, low savings and investment, heavy debt burden and underdeveloped infrastructure, and high population growth rates (more than 3%) and high urbanization;
- High youth unemployment;
- Inadequate state investment in the ASALs;
- Lack of value addition and lack of access to organized markets for livestock products and other natural resources based ASAL products;
- High competition and demand for diminishing arable land and encroachment of semi-arid and arid lands for crop farming (food production), water and pasture;
- Steep increases in food prices that undermine food security in the region with consequential adverse effects on poor households;
- Slump in tourism and trade exacerbated by largely untapped tourism potential of the ASALs;
- Decline in direct foreign investments and donor assistance;
- Existence of interstate Non-tariff Barriers among IGAD Member States; and
- Inadequate/poor infrastructure (roads, telecommunications and internet connectivity, and provision of basic social services).

**(c) Social factors**

- Impacts of HIV/AIDS scourge, famines, civil strife and high brain drain;
- Rural-Urban migration that depletes productive work force in rural areas, while exacerbating socio-economic problems in cities (creation of informal settlements);



- The region's high vulnerability to climatic variations characterized by frequent dry spells, droughts and floods, land degradation, low productivity, poorly developed domestic market structures, low savings and investment, heavy debt burden and underdeveloped infrastructure, high population growth rates (more than 3%) and high urbanization;
- Trans-boundary resources-based conflicts within and outside the region;
- Major challenge to IGAD's capacity to cope with the dynamic and ever-increasing demands of international terrorism, international economic crises and climate change;
- High population growth;
- Rural-Urban migration that depletes productive work force in rural areas, while exacerbating socio-economic problems in cities (creation of informal settlements);
- Flow of IDPs and refugees on food markets across the IGAD Region Member States; and
- Inadequate basic social services coverage of the ASALs.

**(d) Technological factors**

- Poor communication infrastructure (roads, telecommunication, internet connectivity and rural electrification);
- Low uptake of appropriate technology and promising innovations;
- Conservatism and lethargy to adoption of technological best practices and promising innovations;
- Limited access to improved and/or promising technologies and innovations;
- Low human resource capacity development;
- Inadequate environmental, climate change prediction and mitigation sensitive collaborative research initiative and dissemination

**(e) Environmental factors**

- The region's high vulnerability to climatic variations characterized by frequent dry spells, droughts and floods;
- Trans-boundary resources-based conflicts within and outside the region;
- Decades of recurrent droughts and dry spells that predispose the region to extremes of climatic variations, famine, food security and large scale population displacement, grinding poverty, political instability and extremes of state collapse e.g. Somalia;
- Major challenge to IGAD's capacity to cope with the dynamic and ever-increasing demands of international terrorism, international economic crises and climate change;
- Impacts of HIV/AIDS scourge, famines, civil strife and high brain drain;
- Adverse impacts of climate change due to unpredictable weather conditions characterized by prolonged periods of hunger, recurrent droughts floods and disease epidemics;
- Environmental and natural resources depletion and/or degradation;
- Application of inappropriate climate change mitigation strategies and programmes; and
- Inadequate climate change prediction and early warning systems and response mechanisms.

**(f) Legal factors**

- Lack of respect for traditional mechanisms and structures governing cattle rustling, warfare, conflict resolution, restitution and peace building;
- Lack of harmonized regional policies, programmes and enforcement regulatory frameworks;

- Inappropriate policy environment governing transboundary sustainable management of natural resources, human and livestock movements;
- Unhealthy competition for resources between RECs, AUC and its organs and from IGAD Member States and UN agencies;
- Lack of harmonized interstate and trans-boundary marketing and trade policies and regulatory mechanisms;

The combined interplay of the factors listed above contributes to the IGAD region's considerable vulnerability to current climate variability and long-term climate change effects. Nevertheless the pursuit of building drought resilience through the application of approaches and investments designed to achieve sustainable development makes good logic and viable economic sense. As such, efforts to increase the capacity of communities and households in the ASALs to cope with and adapt to greater prevalence of drought events requires a holistic approach that addresses the need for information, access to appropriate technology, capacity building, new livelihood opportunities and a supportive policy regime.

### **3.3 An opportunity for a paradigm shift**

#### **3.3.1 The challenge**

The IGAD Region receives the largest, per capita, food aid contribution in the world. This situation is a result of its structural vulnerability and the complex combination of adverse drivers described above. The situation has led to low levels of progress towards attaining the MDGs in the IGAD Region.

There is renewed commitment by IGAD Member States, coordinated by the IGAD Secretariat, to work together to transform the region for the better. Recognizing that the institutional base for drought resilience in the region is weak and struggling, the Heads of State and Government in the Nairobi Summit held in September 2011 agreed to ensure that effective institutional frameworks, including Drought Risk Management Authorities are established to promote the development of arid and semi-arid lands and manage droughts in more sustainable ways.

IGAD Member States are building institutional structures to address the underlying causes of vulnerability in the ASALs, but the process is slow and capacities to operate inter-sectoral coordination mechanisms are still weak. The need for a holistic approach to strengthen drought resilience at the community, national and regional levels are still unmet, as stakeholders continue to work in isolation and in a fragmented manner.

Good governance is fundamental to drought resilience and sustainable development. Some IGAD member states have made advances in mitigating corruption and improving accountability and transparency through citizen participation in government as well as advances in individual freedoms and the realm of press freedom. There is need to encourage and support both public and private sector contribution in governance activities, including the involvement of citizens in decisions that affect their livelihoods. The quality of political governance (human rights, rule of law and democratization) plays a vital role in reducing vulnerability, building resilience and

achieving sustainable development objectives. In general, with the developments in Sudan and South Sudan and the pacification of Somalia, peace is returning to the IGAD region.

### **3.3.2 The window of opportunity**

The implementation of the IDDRSI Strategy and the execution of the associated Regional Programming Paper (RPP) and Country Programming Papers (CPPs) is designed to benefit from several existing windows of opportunity including: the growing political will of IGAD Member States; the firm commitment from some Development Partners; the assignment of the IGAD Secretariat with the mandate to lead and coordinate the process of developing and implementing the drought resilience initiative; the current collective consensus and sense of urgency; the available natural, human and material resources; the acknowledgement by all concerned that there is need to do things differently; the growing trend towards consolidating regional economic and political integration and the focus on ending drought emergencies through building resilience and sustainable development rather than through relief interventions to cope with emergencies .

In pursuit of its assigned role, the IGAD Secretariat is building a Regional Platform for Drought Resilience and Sustainability, which will have the institutional architecture and capacity to coordinate the mobilization, organization and harmonization of the actions by member states, development partners and non-state actors necessary to achieve drought resilience in the IGAD region. The regional platform will enhance partnership, steer the implementation of the regional strategy and generate opportunities for more cooperation between the countries while increasing synergies between the stakeholders.

At the national level, the Country Programming Papers (CPPs) will identify the root causes of vulnerability in the ASALs, design multi-sectoral responses, identify areas of intervention and investments and establish adequate national coordination mechanisms to implement the prioritized drought resilience programmes. In addition the CPPs will provide regional and cross-border priorities, which will be introduced in a common Regional Programming Paper (RPP) to guide the programmes to be developed and implemented at the regional level. Both the CPPs and the RPP are fundamental elements of the current IDDRSI Strategy (2013-2017) and form integral parts of its action plan and programmes.

The pivotal role of non-state actors (NSAs) in the design, development and implementation of the interventions is clearly articulated. By design there will be regular consultations with non-state actors, individually or/and collectively. The role of the recently established Global Alliance for action on Drought Resilience and Growth, which is an informal association of partners seeking to actively support the drought resilience and sustainability initiative, is welcome as an additional layer of support to the Regional Platform.

#### **4. RATIONALE AND JUSTIFICATION**

The devastating drought that hit the IGAD region in 2010-2011 affecting an estimated 13 million people and exacerbating the already prevailing food insecurity in the IGAD region called for a paradigm shift in the management of drought events. The severity, increasing frequency and spread of drought events brought to the fore the catastrophic impact of recurrent droughts and their dire humanitarian, environmental and productivity consequences. More important, however, was the acknowledgement of the ineffectiveness of past drought response approaches and the need to find more enduring solutions.

Concerned by the magnitude, worsening scenario of recurrent drought disaster emergencies, and seeking to urgently address the critical humanitarian catastrophe in a sustainable manner, the Heads of State and Government of IGAD and EAC member states convened a Summit in Nairobi in September 2011 to discuss the crisis. Before then, the approaches used by governments, development and humanitarian agencies to respond to drought and related disasters were in the form of emergency relief interventions, usually based on the action of individual member states and humanitarian agencies. Presently, however, these fire-fighting approaches have proven to be ineffective as the extent, severity and frequency with which the droughts recur has increased.

In a decision founded in a spirit of collective political commitment, the Nairobi Summit advocated for expeditious action, dedicated to the objective of ending drought emergencies. Recognizing the need to do things differently, by combining preventive (rather than reactive) methods, acting regionally (rather than as individual Member State) and using twin-track (rather than only emergency) and holistic (rather than silos) approaches, the Summit resolved to embark on a Drought Resilience and Sustainability Initiative. The Summit assigned the IGAD Secretariat with the task of leading and coordinating the implementation of the Initiative. The Summit also urged the affected countries to develop policies and strategies that will facilitate investments that support programmes that build resilience to future climatic and economic shocks, including building human capital and sustainable livelihoods. A number of development and implementing partners including the private sector, NGOs and UN agencies and national and regional NSAs welcomed this strategy and undertook to consider aligning their investments, as appropriate, to support the region's new initiative. In a consultative meeting held in November 2011, IGAD member countries and their development partners agreed to form a Regional Drought Disaster Resilience and Sustainability Platform through which the region's priority areas of intervention and investment will be discussed and coordinated.

While in the past, the ASALs were regarded largely as an expanse of unproductive wasteland, and attracted little or no interest or investment from the private and public sectors, the drought resilience initiative will help rediscover the true value of the region's resources and opportunities for production. Whereas the predominant livelihood system in the ASALs of the IGAD region is pastoral livestock production, the contribution of livestock and livestock products to the agricultural GDP is frequently underestimated in all the affected countries. This under estimation of the region's principal product obscures the region and the livestock sector from

the political limelight that usually inspires government support and thus undermines the region's potential for enhanced productivity and progress. Moreover, the modest efforts of some individual countries to assist their communities in addressing the problems of drought emergencies have been rendered ineffective by the absence of similar schemes across the border, underscoring the importance of the regional approach and the critical necessity for the harmonisation and coordination of intervention action in the Drought Resilience and Sustainability Initiative across within and across national boundaries.

## 5. STRATEGIC FRAMEWORK

The development of the IDDRSI Strategy (2013-2017) was informed by the existing IGAD Strategy and Implementation Plan (2011-2015); IGAD Specialized Institutions and Programmes' Strategies and Implementation plans [ICPAC Strategy 2011-2016, ISSP (2011-2015), IRAPP (2012-2016), IGAD regional gender policy framework 2012-2016, and CEWARN Strategy (2012-2017)]; drought response plans of major partners and stakeholders: AUC/NEPAD/CAADP, EAC, World Bank, African Development Bank, UNDP, EU, USAID, GIZ and others. The strategy builds on converging mandates and objectives of the different stakeholders in the drought disaster resilience sector. IGAD member states are committed to promoting holistic, integrated, results-oriented development programming approach that is responsive to the regional environmental, socio-cultural, political and economic aspirations of the ASAL communities of the IGAD region, effective and efficient use of resources, mutual accountability and transparency. The strategy will strengthen capacity building of sustainable regional and national institutions and ASALs communities' resilience to drought. The strategy espouses a paradigm shift - from the view by which the ASALs were considered as non-productive wastelands to the one by which the ASALs are regarded as having great potential that can be sustainably harnessed with well-targeted public and private sector investments for the benefit of local communities and nations. The strategy emphasizes the importance of a regional approach (acting nationally but thinking regionally) which calls for simultaneous engagement of countries in the region in efforts that promote, facilitate and support drought resilience and sustainability.

A summary of the IDDRSI planning hierarchy and strategic positioning is outlined below. The Strategy has 7 priority intervention areas which were developed by national experts from the IGAD region and endorsed by a technical high-level consultative workshop, which was held one week after the Nairobi Summit and was attended by about 150 persons representing member states and development partners. The IDDRSI priority intervention areas closely relate to the pillars of the IGAD overall institutional strategy. This illustrates the coherence and consistency in identifying and prioritising the region's food security and other development challenges in relation to the drought resilience initiative as a component of the IGAD Overall Strategy.

## 5.1 IDDRSI Planning Hierarchy and strategic positioning

Vision	A peaceful and prosperous IGAD Region free from drought disasters and emergencies						
Mission	To enhance drought disaster resilience and sustainability in the IGAD region						
Overall Goal	Drought disaster resilient communities, institutions and ecosystems in arid and semi-arid lands (ASALs) of the IGAD region <b>achieved by 2027</b>						
Priority Intervention Areas	Environment and Natural Resources and Management	Market Access, Trade and Financial Services	Livelihoods Support and Basic Social Services	Pastoral Disaster Risk Management, Preparedness and Effective Response	Research, Knowledge Management and Technology Transfer	Conflict Prevention, Resolution and Peace Building	Coordination, Institutional Strengthening and Partnerships
Strategic Objectives (Interventions)	Promote sustainable ecosystem rehabilitation, management and equitable access to environmental resources including water, pasture, range, and land	Enhance access to markets, financial services and trade as a precursor to IGAD free trade area (FTA) and common market	Enhance equitable access to livelihoods support and Basic Social Services	Development of institutions, mechanisms and capacities to build resilience to drought; Integration of DRR into sustainable development processes and emergency preparedness, response and recovery	Enhance generation, access, use and management of research, knowledge, technology and innovations	Promote attainment of Significant reduction of conflicts in ASALs	Strengthen coordination, institutional mechanisms and partnerships

## 5.2 Principles and Values

The implementation of the IDDRSI Strategy shall be guided by the core values enshrined in Agreements Establishing IGAD, and in other relevant regional and international treaties and charters. The values include:-

- a. Promotion of good governance that strictly adheres to the establishment and protection of fundamental human rights through institutionalization of democracy and transparency;
- b. Promotion of a sense of community that aspires to maintain peace in the region and finding peaceful resolution of disputes between and within the member states;
- c. The establishment and maintenance of frameworks which enable the people to identify their priority needs and be in the forefront in resolving them;
- d. **IGAD adheres to the principle of subsidiarity, which means that it operates at the levels in society where it can achieve maximum impact;**
- e. IGAD subscribes to the principle of variable geometry, which recognizes that its members are at different levels of development and move at different speeds and constellations depending on their priorities;
- f. Adding value and complementing development efforts of the member states in a consultative process that enhances cooperation and spirit of partnership in programmes;

- g. Adherence to the principle of gender sensitivity and equity;
- h. Promotion of open, transparent and joint aid modalities with development partners

Additionally, the implementation of the IDDRSI Strategy shall uphold and promote the following values and principles:- professionalism; high integrity and trust; inclusiveness; ownership, involvement and active participation; team work; fidelity to law; efficiency and effectiveness; commitment to quality services delivery, value addition, value for money principles, best practice and innovation; mutuality; confidentiality; valuing people and their endowments; courtesy; continual growth and development; transparency and accountability; honouring the principle of subsidiarity; spatial and social targeting; conflict and environment sensitive programmes. The initiative will further, engage conflict and gender sensitive and responsive programming and recognize, affirm and reward performance excellence and outstanding achievement and uphold evidence and results-based investment.

### **5.3 Strategic Niche**

The IGAD Secretariat's long experience in the management of drought related issues in the region and its comparative advantage in its functions as a Regional Economic Community make it an ideal and natural home for the IDDRSI, well suited for its assigned role in leading and coordinating the implementation of the drought resilience initiative. The divisions of the IGAD Secretariat and IGAD Specialized institutions including ICPAC, CEWARN, ICPALD and ISSP will, by design, be expected to support the identification, development and implementation and monitoring of the priority areas of intervention. IDDRSI will be implemented in complementarity with national plans and other frameworks such as CAADP to enhance synergy

The IDDRSI Strategy is designed to complement and build on on-going interventions by divisions and specialized institutions of the IGAD Secretariat, member states and development and implementing partners including, non-state actors, which add value to building drought disaster resilience. It strengthens innovation and promotes best practices and promising technologies and takes cognisance of indigenous technologies and knowledge systems. The IDDRSI Strategy will benchmark international best practices in drought disaster resilience and disaster risk management especially the Hyogo framework and employ a results-based monitoring and evaluation system and peer review approach. The strategy will promote the development of centres of excellence in drought disaster resilience to be used for generation of knowledge and technology, experience sharing and institutional learning and skilling.

The IGAD region is characterised by aridity, droughts and chronic food insecurity. The Horn of Africa countries therefore moved in 1986 to create IGAD as the vehicle for combating drought and delivering food security and development in the region while protecting the environment. In the midst of other RECs, in 2011, the Heads of State and Government of this region still found IGAD to be the most relevant and most suited regional organisation to lead and coordinate IDDRSI. It is generally acknowledged that in spite of its small secretariat, IGAD has proved to be an efficient and effective REC in pursuing its development and peace and security agenda. With 25 years of experience and supported by a number of its specialised institutions (like ICPAC,

ICPALD, CEWARN, etc), IGAD is well poised to coordinate the implementation of the IDDRSI strategy for tangible results.

#### **5.4 Priority Intervention Areas (PIAs)**

To enable consistent and coordinated activities in the different member states, the following seven components and sub-components were identified by the IGAD Secretariat in consultations with Member States and development partners.

##### **Seven Priority Intervention Areas (PIAs)**

- (1) Natural resources and environment management
  - 1.1 Water resources development and management
  - 1.2 Pasture and land management
  - 1.3 Securing equal access to natural resources
  - 1.4 Environmental management (including renewable energy and bio-diversity)
  - 1.5. Strengthening pollution control in IGAD region.
- (2) Market access, trade and financial services
  - 2.1. Transport and market development
  - 2.2. Securing livestock mobility
  - 2.3. Securing financial transaction
  - 2.4. Trans-boundary disease control & SPS measures and standards
  - 2.5. Promote and support regional trade and infrastructures
  - 2.6. Develop and harmonize financial services in IGAD region
- (3) Livelihoods support and basic social services
  - 3.1. Livestock production & health
  - 3.2. Agriculture production and productivity
  - 3.3 Fisheries development
  - 3.4 Income diversification
  - 3.5 Productive and social safety nets
  - 3.6 Equal access to basic social services (nutrition, education, health, water sanitation)
- (4) Disaster risk management, preparedness and effective response
  - 4.1 Early warning response
  - 4.2 Climate monitoring and climate change
  - 4.3. Mapping of pastoral movements and drought events occurrence
- (5) Research, knowledge management and technology transfer
  - 5.1 Support to applied / adaptive research
  - 5.2 Advisory and extension services / systems
  - 5.3 Knowledge management and communication
  - 5.4. Promote the network of national and regional dryland collaborative, adaptive and applied research centres.
- (6) Conflict prevention, resolution and peace building
  - 6.1 Conflict resolution
  - 6.2 Peace building and mediation mechanisms
  - 6.3. IGAD Conflict Early Warning and Response Network at national and Africa wide level.
- (7) Coordination, institutional strengthening and partnerships
  - 7.1 Coordination and Platform management,
  - 7.2 Institutional mechanisms
  - 7.3 Enhancing Partnerships
  - 7.4. Ensure gender mainstreaming agenda and empowerment



The identification, prioritization, implementation and monitoring and evaluation of interventions, will be coordinated at regional level by the IGAD Secretariat through the Coordination Unit of the Regional Drought Resilience Platform. The seven priority intervention areas (PIAs) for building drought resilience in the ASALs are boxed above. They are proposed as a common architecture when developing programmes for the drought resilience and sustainability initiative, both at country and regional levels, to ease exchange of experiences and comparison of activities.

### **PIA 1: Natural Resources and Environment Management**

The economic and social development of IGAD ASALs depends on the exploitation of its natural resources, including water, pasture, land, range and non-wood forest products including gums, resins, spices, honey and artisanal minerals.

#### **PIA 1: Natural Resources and Environment Management**

**Strategic Objective:** To promote sustainable ecosystem rehabilitation and management, and equitable access to environmental resources including water, pasture, range and land.

**Strategies:**

- (1) Sustainable water resource management and regional cooperation in water management in the ASALs.
- (2) Enhance sustainable pasture, land and environmental management systems.
- (3) Promote sustainable management of renewable energy.
- (4) Support sustainable ecosystem rehabilitation, biodiversity, conservation and management.
- (5) Support research and human capital development in ecological restoration, ecosystem management, environment and natural resources.
- (6) Promote dry land production and productivity, research, technology innovation and patents, seed certification and seed networks.
- (7) Ensure gender equity and women empowerment in planning and management of natural resources.
- (8) Promote wide adoption of appropriate technologies and adaptation strategies to climate change.
- (9) Inter-institutional collaboration and partnership for harmonization and support of regional capacity building training curricular / programs for ASALs' pastoral and agro-pastoral development.
- (10) Support and enhance partnerships at all levels.
- (11) Harmonized and enabling policies on sustainable natural resources and environmental management within the IGAD region at all levels.
- (12) Support Climate Change Resilience building programs.

The rapid human population growth and demand for food, energy and other social services has necessitated the expansion of land under rain-fed crop and livestock production. Although land degradation is primarily caused by poor land use, increasing climate variability and climate extremes that have been experienced recently have gravely compounded and exacerbated this problem. Presently, soil and biodiversity erosion and degradation accounts for over 80% of the annual cost of environmental degradation representing at least 4-10% of GNP and estimated at about US\$ 625 million per annum in some member states. The loss escalates when the human

and health costs of poor sanitation and poor water quality are taken into account. The backlash of this loss and rapid population growth and urbanization is degraded soils, quest for more bush clearing, encroachment into forest reserves, reduced production of food and livestock, desertification, migration to towns to look for employment, loss of biodiversity and erosion of gene pools in pastoral and agro-ecosystems of the IGAD region. Integrated land, water and natural resources use and management to address the impact of droughts and climate change and growing social services needs in the IDDRSI will be addressed through the following strategies:

### **PIA 2: Market Access, Trade and Financial Services**

Market access plays a significant role in the wellbeing of a household as it allows people to buy and sell goods and services including household essentials; and it contributes to the diversification of economies in rural areas. Market inaccessibility is therefore an important cause of poverty, inequality and in determining where public services are inadequately provided. Devising technical and policy interventions to address such problems as well as targeted improvements to communication infrastructure such as transportation networks or markets is critical.

To ensure market access to the needs of ASAL communities, IGAD will assist and compliment the coordination, mobilization, harmonization, promotion, support and facilitating of building understanding and awareness, knowledge management, capacity building, development planning, policy and legislation, and advancing best practices, science, technology and innovations through the following strategies:

#### **PIA 2: Market Access, Trade and Financial Services**

**Strategic Objective:** Enhance access to markets, financial services and trade as a precursor to IGAD free trade area (FTA) and common market.

**Strategies:**

- (1) Enhance access to markets, financial services and trans-boundary trade
- (2) Secure and support equitable access to basic social services
- (3) Promote transport communication network, infrastructure and market development
- (4) Enhance pro-poor women market access and financial services, and facilitate access to relevant information on business and related issues
- (5) Secure and support pastoral mobility for robust trade
- (6) Promote Trans-boundary diseases control, bio-security, bio-safety and SPS measures and standards
- (7) Promote bio-security and bio-safety of trade, value chains, products, production and livelihood systems
- (8) Support research, outreach and human capital development in markets access, financial services and trade

The pastoral economy, livestock trading and peasant agriculture do form a critical platform for economic interdependence linking the IGAD member states.

There is need to:

- (i) Promote trade by small scale traders and other disadvantaged groups through innovations like the simplified trade regime (STR) where goods traded by small scale traders below a threshold of for example US\$ 500 are allowed to cross borders without paying duties;
- (ii) Develop a simplified cross border trade travel and customs documents to facilitate mobility;
- (iii) Decentralize the issuance of simplified travel documents and ensure that small scale traders can easily and quickly access the documents;
- (iv) Access affordable trade finance in the region.

### **PIA 3: Livelihood support and Basic Social services**

#### **PIA 3: Livelihood Support and Basic Social services**

**Strategic Objective:** Strengthen and support equitable and safe access to livelihoods and basic social services.

**Strategies:**

- (1) Enhance equitable access to resources, organized markets and social services (including pasture, range, land, energy, water, sanitation, health, education and pro-poor financial services
- (2) Enhance livestock, fisheries and wildlife health, production, processing, marketing, trade and management.
- (3) Enhance bio-security and bio-safety of ASAL production systems, products, trade and mobility systems
- (4) Enhance agricultural production and productivity
- (5) Enhance income diversification
- (6) Promote productive social and safety nets
- (7) Support women involvement, participation and representation in decision making on livelihoods support and provision of basic social services
- (8) Promote bio-resources and bio-security of pastoral production and value chains
- (9) Support research and **human capital development** in livelihood support and basic social services; and
- (10) Promote equitable access to healthcare, safe water and sanitation

Pastoral livelihoods in the IGAD region revolve around livestock. Livestock is not only important at the household level but also at the national and continental level, considering that the IGAD region is the largest producer and exporter of livestock in Africa. However, the IGAD livestock is highly vulnerable to a host of natural disasters, animal diseases and geopolitics. Minimizing regional disparities in the investment climate in the region through strengthening connectivity with regional and international markets and adopting policies dealing with standards are core to scaling up the sector. Livestock in the IGAD Region is a valuable asset, which play a crucial role in rural poverty reduction and foreign exchange earning in number of IGAD member states. In spite of the high potentialities in livestock sector, access to regional and international markets is threatened by trans-boundary animal diseases, resource conflicts in

areas of production and unsupportive policy and legal frameworks. In the ASALs, the situation is compounded by the low public sector investment and poor communication (telephony, road, raid and power) infrastructure. Addressing the sector vulnerability requires strong institution to deal with those challenges – it is this strong leadership that the Regional Platform offering. Many governments in the IGAD region and international organizations have become more aware of the inadequacy or low level of real development of health and educational possibilities for pastoralists, and there is now more support to pastoralism and pastoralists. The emphasis is put on the 'modernization' of pastoralism for increased productivity through appropriate strategies whose implementation modalities are sensitive to the way of life of the pastoralists and to broaden and enhance the policy and institutional-related strategies of the pastoral communities.

#### **PIA 4: Disaster Risk Management, Preparedness and Effective Response**

##### **PIA 4: Disaster Risk Management, Preparedness and Effective Response**

**Strategic Objective:** Promote equitable and significant Disaster Risk Management, Preparedness and Effective Response in the IGAD region.

**Strategies:**

- (1) Developing early warning and response systems for effective climate and drought resilience building and management systems
- (2) Integration of drought disaster resilience building in the implementation of disaster preparedness, response and recovery programmes in IGAD region.
- (3) Mainstream drought disaster resilience building as a local, national and regional priority with an enabling policy environment and a strong institutional basis for implementation.
- (4) Support member states and regional institutions identify, assess and monitor drought disaster risks and enhance early warning on ongoing basis.
- (5) Enhance use of education, knowledge, innovation, science and technology to build a culture of safety and drought disaster resilience at all levels.
- (6) Strengthen drought disaster risk preparedness for effective response at all levels.
- (7) Reduce underlying disaster risk factors while up-scaling drought disaster resilience enhancing and building factors.
- (8) Adopt multi-sectoral, inter-disciplinary and multi-hazard response approach to drought disasters (saving lives and improving quality of life).
- (9) Developmental relief programming.

Climate has a crucial impact on the status of other natural resources. In the face of the current climate change, water, land, range, plants and animals are adversely affected, impacting negatively the economic and social development of IGAD. Changes in IGAD's climate are translated directly to its economic and social performance. In the past, communities knew their local climate well and it was predictable. Annual seasonal variations, particularly the onset and cessation of rains were minimal. Therefore, weather and seasonal forecast did not make any difference and indeed climate prediction could be based on relatively few climate-observing stations. Today, under climate change, the situation is radically different because there is increased climate variability, and frequency and intensity of weather and climate events such as

droughts. Therefore, strengthening meteorological services to provide weather, climate and droughts information to the vulnerable communities is crucial.

### **PIA 5: Research, Knowledge Management and Technology Transfer**

Knowledge management can be best described from the understanding of the concept of knowledge - Knowledge resides in the skills, understanding and relationships, tools and processes of community members, hence it is a living practice that results from accumulated experience of knowledge communities (people's actions, thinking and conversations). True knowledge is power and it transforms. Tertiary and higher institutions (THIs) as centres of knowledge are at the heart of Public-Private Sector economy and are ultimately responsible for the development and implementation of policies, and influence the nature of grassroots education. To build adaptive capacities, people of IGAD region need flexibility and equitable access to transformative knowledge for production, trade, markets, health, and investment among others.

Building on these initiatives and regional experience, IGAD will assist and compliment in coordination, mobilization, harmonization, promotion, support and facilitating of building understanding and awareness, knowledge management, capacity building, development planning, policy and legislation, and advancing best practices, science, technology, and innovations through the following strategies:

#### **PIA 5: Research, Knowledge Management and Technology Transfer**

**Strategic Objective:** Enhance generation, access, use and integrated management of research, knowledge, technology and innovations in the IGAD region

**Strategies:**

- (1) Support and enhance networks and institutions of excellence in research, knowledge, science, technology and innovations relevant to IGAD region.
- (2) Support research and capacity building in priority themes including livelihoods, products development, food and nutrition security, water security, climate change resilience, renewable energy security, bio-security and bio-safety, trans-boundary diseases and global health, biotechnology, African biodiversity and natural products industry, ecosystem health and restoration, green technology, gender, indigenous knowledge and technology for climate risk management, and applied ICT and knowledge management.
- (3) Strengthen relevant global, regional and national research and higher education networks, collaborations and integration.
- (4) Enhance ASALs-based commodity research, knowledge management, information sharing, communication, technical/ extension support, advisory services and training;
- (5) Support and enhance policy research and policies that support research, knowledge management and technology transfer at all levels.

Sustained development of a nation depends on the quality and quantity of its skilled and knowledgeable human capital. Access to and application of knowledge is thus critical in building drought resilience in ASALs. The 21<sup>st</sup> Century is an era of "knowledge economy." Access to knowledge can be proportionately equated to access to information and communication

technologies (ICTs) which are the modern means of information access. However, as ICTs rapidly advance, the gap between the “information-haves” and the “information have-nots” continues to widen. This “knowledge and digital divide” will continue to work against people who have no access to ICTs and whose capacity is insufficient unless urgent measures are put in place. There is, thus, an urgent need to address the “knowledge and technology inequality in IGAD”.

The system of knowledge production and management, building understanding, skills, technology, innovations, teaching and learning, information management and the infrastructure and policies that supports it for the benefit of all actors constitute the knowledge economy and industry. This entails research, ICT, science, technology, tertiary and higher education, capacity building, human capital development, knowledge, attitude, practice, and institutions. Many international initiatives have been established to harness ICTs for development on a global scale including the Global Knowledge Partnership (1997); the Digital Opportunities Task Force or DOT-Force (2000); the UN ICT Task Force (2001); and the World Summit on the Information Society (WSIS). These initiatives aim to build partnerships between civil society, the public and private sectors in order to make ICTs work for development.

## **PIA 6: Conflict Prevention, Resolution and Peace Building**

### **PIA 6: Conflict Prevention, Resolution and Peace Building**

**Strategic Objective:** Secure significant reduction of violent conflict in ASALs.

**Strategies:**

- (1) Ensure inclusion and participation of ASAL-dwelling communities in local and national decision making
- (2) Make relevant linkages in policy development and practice between customary and modern governance systems
- (3) Promote affirmative action and equitable allocation of national resources for development of ASALs
- (4) Ensure equitable access to environmental and natural resources
- (5) Mainstream peace and security challenges in the ASAL areas into broader national, regional and global development agenda
- (6) Support research and human capital development for peace and good governance
- (7) Build local, national and regional capacities for conflict resolution, mediation mechanisms, peace building and effective ASALs resource utilisation.
- (8) Ensure equitable gender involvement and participation in conflict prevention, resolution and peace building
- (9) Mainstream and support gender equality and human rights-based approach in livelihoods support and access basic social services
- (10) Strengthen IGAD and Member State institutions that work to prevent, manage and resolve violent conflict

Peace and security have remained elusive commodities in most ASALs in the IGAD region and especially in times of drought events when competition for scarce water and pastures can result in violent conflict. Resource conflicts, which are exacerbated by easy access to small arms, disrupt most critical livelihood of herding and crop production and traditional migrations for pasture, water and markets. The violent confrontations in the ASAL areas are not isolated. They

are part of complex and dynamic social-economic and political systems which must be taken into account during strategy formulation and programming. IGAD and its specialised institutions like CEWARN, ICPAC and ICPALD will deepen their internal capabilities and those of Member States to prevent and manage conflicts, and promote peace building in the region.

### **PIA 7: Coordination, Institutional Strengthening and Partnerships**

With this renewed push to strengthen drought resilience, IGAD is returning with vigour to its original mission. Except this time, with a far more holistic fashion that builds on a substantively strengthened Secretariat and Member State institutions when it comes to strategy development and implementation. The IGAD Region has always enjoyed its most powerful cooperation when dealing with cross border climatic and environmental factors. The IDDRSI's strong historical foundation is already apparent from the engagement of the Member States at the highest level, and this, in the final analysis, will be critical for a successful implementation. To this end, IGAD will undertake the following strategic activities:

#### **PIA 7: Coordination, Institutional Strengthening and Partnerships**

**Strategic Objective:** To strengthen coordination, institutional mechanisms, partnerships, coherence and capabilities for effective delivery of drought resilience.

**Strategies:**

- (1) Mainstream drought resilience and sustainability mandate in the functions of the IGAD Secretariat.
- (2) Effective coordination and alignment of development partners with Members States and IGAD Programmes.
- (3) Formalize and promote protocols, partnerships, networks and collaboration for trans-boundary drought resilience interventions and ending of drought emergencies.
- (4) Develop and promote common programming frameworks, indicators, targets and standards at national and regional level.
- (5) Support and promote need-based human and institutional capacity building at national and regional levels.
- (6) Strengthen coordination mechanisms, interaction and functional linkages between IGAD Secretariat, member states and at all other levels.

The strengthening of the institutions and mechanisms that add to resilience must take place within an acknowledgement of the complexity of the IGAD region and its individual countries. Analysis that is linear will struggle to keep up with the enormity of the task in this diverse and dynamic region. The Drought Platform and its constituent parts and partners must have access to research and skill building that produce strengths that are equal to the challenges of drought and other social-economic-political factors with which it interacts. There are a few principles that will be at the heart of future analytical capability and skills building throughout the Platform:

- a. That the IGAD region, and indeed the world, is marked by complex social, economic, cultural and political systems and actors within them that are interdependent, interconnected and dynamic.
- b. That change processes - whether political, economic or social - are evolutionary and can have tipping points that shift communities and countries extensively in a non-linear and difficult to predict fashion. Institutions must have the capabilities to deal with this complexity in terms of readiness.
- c. 'Ground truth' is a critical component of actionable analysis when it is combined with more structural and aggregated data sets; this combination will set the Platform apart from other networks working in conflict prevention in a way that adds to its relevance and credibility.

Bringing these principles to life will require building adaptive capabilities into operations, and develop and deploy skills in analysing and mapping complex systems so as to turn weaker institutions into centres of resilience building.

### **5.5 A common result framework**

Three levels of results are pursued: the expected overall impact of the national programmes as well as the targeted outcomes and outputs of the 7 components are the common results pursued by seven states and the IGAD Secretariat. The expected specific outputs from each of the individual interventions and activities will be worked out at country level at the stage of detailed formulation of specific programmes (Country Programming Papers, CPPs) and projects as well as at regional level for regional interventions (Regional Programming Paper, RPP). While the seven IGAD Member States discussed and generally agreed upon common impacts and outcomes, the more detailed activities and their corresponding expected outputs and quantitative targets would be specific to the respective states and nature of intervention and would be defined when the country and regional programmes are developed and the specific strategies proposed for each individual priority intervention area is described therein.

### **5.6 Key Cross-Cutting Strategies for each Priority Intervention Area**

The minimum and key crosscutting strategies that will be implemented in each of the priority intervention areas to contribute to the building of resilience in the IGAD region are:

#### **Key Cross-Cutting Strategies for each Priority Intervention Area**

- (1) Building understanding and a strong knowledge base; inculcating principles and a culture of drought resilience in the ASAL systems.
- (2) Integration of drought disaster risk reduction into development policies and planning.
- (3) Developing and strengthening institutions, mechanisms and capabilities and building coherence and partnerships to build drought disaster resilience.
- (4) Accelerating, expanding, up-scaling and institutionalising on-going investments, success models and processes in IGAD region.
- (5) Strengthening gender equality, women empowerment, human-rights based approaches, good governance and democratic practices
- (6) Mainstreaming climate change resilience at all levels.
- (7) Supporting pro-poor empowerment, community involvement, voluntarism and active participation.



## 6. IMPLEMENTATION ARRANGEMENTS

### 6.1 General considerations

Most programme interventions will take place at country level where institutional and implementation mechanisms will build as much as possible on existing effective institutions and mechanisms when possible. These mechanisms are described in the separate CPPs of each country. At regional level the IGAD Secretariat is expected to play the following roles in relation to the implementation of the IDDRSI:

- Resource mobilization on behalf of IGAD Member States underpinned by rigorous lobbying
- Coordination and harmonization;
- Programming leadership (initiation, follow up and guidance)
- Knowledge management including advocacy, awareness creation, communication and information sharing;
- Capacity development of Member States and the IGAD Secretariat;
- Policy and Strategy development, harmonisation, dissemination and promotion
- Use of its convening power for addressing complex trans-border emergency situations
- Leadership and oversight role in the implementation of regional and trans-boundary activities

### 6.2 Institutional arrangements for implementation

#### a) Human Resource:

IGAD secretariat will build on the existing human resources and expertise in its different institutions and programmes to ensure coordinated actions for the implementation of the IDDRSI strategy. The PIAs identified in the IDDRSI would complement and strengthen the impact of the current activities in the ASALs that are implemented through those programmes and institutions. Therefore, the current human resources and expertise in IGAD institutions and programmes would be deployed for various interventions identified by IDDRSI.

#### b) Strategic partnerships, Regional Processes and Alliances

IGAD recognizes the need for close and cooperative partnerships with all stakeholders in translating the ideals of the IDDRSI Strategy to concrete results. To that effect, IGAD will partner with relevant actors at local, national, regional and global levels that have similar mandates to achieve sustainable development in the region.

#### c) Civil Society and private sector involvement

Non state actors including NGOs, private sector and professional and pastoralist organizations will be given a bigger role to play in the IGAD development initiatives. The IGAD/civil society organisations and non-governmental organizations Forum which was established pursuant to the decision of the Council of Ministers of IGAD is expected to serve as the mechanism to involve civil society appropriately in the policy formulation and strategic planning discussions, and the planning, designing and implementation of IGAD programmes and processes.

#### **d) Regional processes and alliances**

IGAD as a Regional Economic Community will continue to pursue regional coordination and cooperation with major stakeholders. IGAD will continue with its role of sensitising IGAD member states on the WTO and OIE negotiations to enable the member states to take steps towards enhancing their national WTO and OIE negotiations and programmes. IGAD will also play an active part in the ACP/EU negotiations together with the follow-up of the implementation of the RSP/RIP for Eastern Africa regional organisations under the Cotonou Agreement and IRCC. The traditional forms of national sovereignty are increasingly being challenged by the realities of political and economic interdependence that call for joint effort at regional and global levels. In shared resource, ecological and economic systems, most parts fall outside national jurisdiction entailing that sustainable development can be better achieved through regional approaches agreed upon mutually by the concerned countries. In this respect, all countries of the IGAD region are party to several international conventions and initiatives including the UNCCD, CBD, UNFCCC, and the Human Rights Convention. They are also members and beneficiaries of a considerable number of regional and international organisations dealing with general political and economic development issues but with varying mandates and geographical coverage.

Moreover, there are other international organisations promoting regional and international economic co-operation, these include Japan-Africa co-operation under TICAD, China-Africa Forum, ACP-EU and the World Trade Organisation (WTO). All these international organisations have programmes aimed at promoting economic co-operation, trade and regional economic integration in the LDCs (Least Developed Countries) including the IGAD region. IGAD will continue to foster greater co-operation with these sub-regional, regional and international organisations for the benefit of the IGAD region.

With the assistance of some of these bodies and organisations, IGAD countries have taken actions to address regional trans-boundary issues, harmonise their policies, and share information and experiences in various aspects of development. To IGAD, all aspects of regional integration are highly relevant to the delivery of its mandate. However, for its active involvement in these processes, the subsidiarity principle, that is that matters ought to be handled at a more immediate or local level, will be applied. A clear co-ordination mechanism will be put in place in order to avoid overlapping and duplication of efforts. One of the important roles assigned to IGAD is to assist the Member States to analyse important issues and challenges and develop a common position. IGAD will continue to support formulation of an IGAD position and issuance of coordinated statements in international forums.

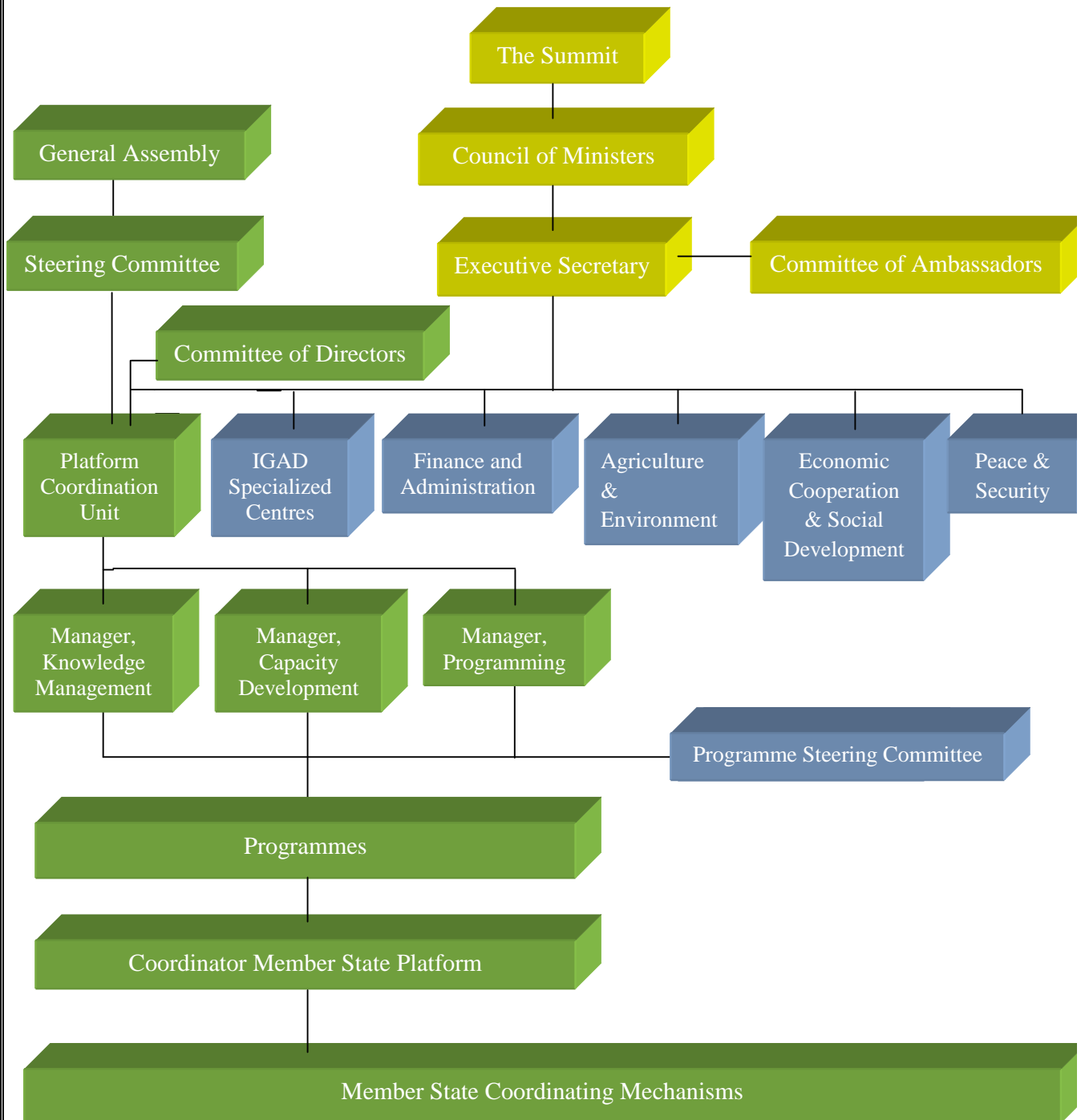
#### **e) Core functions of the Regional Platform**

It was agreed that IGAD – Secretariat will establish a regional Platform Coordination Unit to provide the necessary services relevant to IDDRSI in three core functions of the platform. The core functions of the Platform include coordinating:

- (i) Resource mobilization: Mobilize resources (human, physical and financial) to address the identified priority interventions at national and regional levels

- (ii) Regional Programming and Monitoring and evaluation: Coordinate the identification, prioritization and elaboration of national and regional interventions aimed at building drought resilience especially in the IGAD arid and semi-arid lands (ASALs);
- (iii) Regional Knowledge Management, communication and outreach: To collect, analyze and disseminate/publish evidence based information, best practices and lessons learnt on the implementation of the interventions at national and regional levels, involve media for outreach and practice advocacy
- (iv) Regional Capacity development and learning to generate more coherence and effectiveness among research and capacity building centres of excellent in the region, IGAD-institutional capacity services to MS and IGAD Institutional Strengthening process.

### 6.3 Structure and embedment of the IDDRSI Coordination Unit in the IGAD Secretariat



## 7. RESOURCE MOBILISATION

The following resource mobilisation strategies and approaches will be utilised:

### Resource Mobilisation Strategies

#### Strategies:

- (1) Member states contributing human, material and financial resources from national budget processes for the implementation of the strategy in addition to their assessed annual contributions to the Secretariat's core budget.
- (2) Continuing resource mobilisation from bilateral and multilateral donors particularly the IPF members
- (3) Broadening the scope of IGAD cooperating partners by attracting non-traditional donors
- (4) Creation of an IGAD endowment fund
- (5) Strengthening public-private sector partnerships for resource mobilisation
- (6) Creating a common trust fund
- (7) Each Priority Intervention Area (PIA) shall innovatively develop specific local resource mobilisation, marketing and fundraising strategies.

This strategy is developed on the premise of Heads of State of government of the IGAD region's commitment to support IDDRSI. There is also good will and commitment by international and regional development partners and donor agencies to leverage resource requirements for the implementation of the strategy. A separate marketing and fundraising strategy for resource mobilisation for the implementation of IDDRSI shall be developed. In the meantime, IGAD Secretariat will continue to play a central role in the co-ordination of partners, organising consultative meetings and utilising international agreements in lobbying for funds for the implementation of the IDDRSI Strategy.

## 8. MONITORING AND EVALUATION

### 8.1. Results-based Monitoring and Evaluation Framework

Results-Based Monitoring and Evaluation will form an integral part of the management of this programme as a way of enhancing efficiency and effectiveness. Information derived from this process will enable the fine-tuning of the entire programme, with the aim of establishing the extent to which the envisaged activities are met within the set timeframes, using allocated resources. Results-Based Monitoring & Evaluation will be useful in helping identify challenges and emerging trends in Drought Disaster Resilience and Sustainability Initiative of the IGAD region. The RBM&E Framework assumes periodic analysis and reporting, which will give member states and stakeholders time to assess results and initiate action where necessary.

### 8.2. Programme monitoring

Programme monitoring will provide a mechanism for the early indication of progress or lack thereof, in the attainment of results. Focused at the level of programme outputs by project (as

outlined in the programme logical framework and implementation plan), it will assess efficiency, execution, compliance with procedures and seek to reveal “what happened”, what is working and what is not working and why. Effective monitoring will enable an assessment of programme execution performance by project against parameters defined in the baseline programme plan by project, thus enabling corrective actions, where necessary. The programme will adopt monitoring practices throughout the entire programme life cycle and will consolidate resultant programme monitoring information by specific project. Effective programme implementation, monitoring and reporting will yield the required quality standards, and avoid cost and time schedule overruns.

The programme will be monitored at three levels:

*Compliance monitoring:* This will assess compliance with the set policies, procedures and standards in executing programme activities in the key areas of intervention;

*Performance monitoring:* This will measure progress in activity completion against the set resources, timeframes and plans towards desired results.

*Economic and Value For Money (VFM) data collection:* This will ensure that the DRRSI implementers collect accurate and complete data before, during and after an intervention

### **8.3 Programme evaluation**

This will involve the application of rigorous methods to assess the extent to which the programme has achieved its defined impact objectives. It will attempt to determine as systematically and objectively as possible, the relevance, effectiveness, efficiency and impact (both intentional and unintentional) of the programme in the context of its stated objectives. Focused at the level of outcomes and results of the intervention, it will ask the question “why did it happen or not”. In evaluating the project the issue of causality will be examined, that is, the causal relationships between outputs, purpose and goal.

The programme will be evaluated based on the project logical framework and the evaluation should be carried at three levels:

*Efficiency testing:* This will ascertain whether the programme is on course to attain the intended goals, and if not, establish why.

*Impact testing:* This will establish the project’s effect against pre-determined indicators on the intended beneficiaries/stakeholders

*Economic and Value For Money analysis:* This will establish the cost of delivery and value of the benefits accruing to the intended target communities.

### **8.4. External Mid-Term Review**

There will be a programme mid-term evaluation to assess the programme’s progress in attaining set objectives at its mid-point, thus providing an opportunity to review strategies and outputs.

### **8.5. Ex-Poste Evaluation**

At the end of each of the three 5-year programming cycles of the Strategic Plan, an end-term evaluation will be conducted in the period following programme completion. It is at this point that the expected impact shall be measured. Its purpose would be to study the programme's impact using defined performance indicators, and to draw conclusions for similar interventions in the future (lessons learned).

### **8.6 Feedback Mechanism**

Feedback will consist of findings, conclusions, recommendations and lessons learned from programme implementation experience. This feedback will be used to improve performance, inform relevant policy formulation and decision-making, and the promotion of learning culture within the organization.

### **8.7. Information Sharing, Learning and Knowledge Generation**

Evaluative knowledge distilled from lessons learned from the results-based monitoring and evaluation process will be documented and used as evidence-based good practices and promising technologies that illustrate why and how different strategies and approaches work under specific contexts. This invaluable information will be disseminated among stakeholders and academia partners at suitable forums.

### **8.8. Outcome Monitoring and Evaluation**

The programme will adopt a systematic process of collecting and analyzing data to measure programme performance by project. Outputs will be tracked and their contributions to outcomes measured by assessing the change from baseline conditions to desired outcomes. Baseline data will be established, performance outcome indicators selected and mechanisms such as field visits, stakeholder meetings, qualitative and quantitative data collection, analysis and reports done. This method and approach will enable the extraction of information related to the progress made towards the outcome, factors contributing to the outcome and the programme's contribution to the same. An assessment of performance through analysis and comparison of indicators over time will be undertaken.

### **8.9. Periodic Progress Reporting**

Reporting will be an integral part of results-based monitoring and evaluation process and will involve the systematic and timely collation and provision of essential information at periodic intervals. Quarterly updates; bi annual and annual reports will be produced. The quarterly updates will briefly overview key project.

## **9. RISKS AND ASSUMPTIONS**

### **9.1. Assumptions**

- (1) That the IDDRSI will continue enjoying the goodwill of its Member States, Development Partners, implementing partners, UN Agencies and other stakeholders including target communities.

- (2) That IGAD Member States will allocate substantial funds for investment in the countries with the aim of enhancing drought disaster resilience in the region
- (3) That the discovery of minerals including oil, gas, gold and gemstones in the ASALs do not spell doom for the pastoral communities or trigger conflicts in the region.

### **9.2. Risks**

- (1) Uncertainty about safety and security of personnel and equipment in most ASALs in the IGAD region
- (2) That legal, policy, political and bureaucracy issues in Member States do not make it difficult to implement the IDRRSI Strategy at country or regional level
- (3) That dependence on donor funding does not slow down the implementation of the IDRRSI Strategy.