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ENDLINE EVALUATION REPORT

Final Report

The Evaluation of the IGAD-FAO Partnership Programme on Building
Resilience for (Agro-)Pastoralist Communities

SUBMITTED TO:

Swiss Agency for Development and Cooperation SDC



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EXECUTIVE SUMMARY

The Partnership Programme between FAO and IGAD was designed to enhance the resilience of communities in cross-border areas of Ethiopia, Kenya and Somalia (IGAD Cluster 3), coupled with the strengthening of IGAD's capacity – particularly the specialized institutions (ICPAC, ICPALD, CEWARN) – to effectively lead and facilitate interaction among its member states on policy and investments, thereby fostering the delivery of cross-border resilience. The programme puts communities at the centre of cross-border policy and investment discourse and actions, not only as beneficiaries but as key stakeholders defining the agenda of their future. The resilience agenda is well received in the region and has commanded substantial attention and investment, as particularly embodied in the Igad Drought Disaster Resilience and Sustainability Initiative (IDDRSI) strategy and in the enhanced awareness and interaction in 5 communities, making the IGAD-FAO Partnership Programme (IGAD-FAO PP) timely in bringing the cross-border building agenda to fruition.

SDC commissioned KASMODEV to undertake an independent evaluation of the IGAD-FAO PP. The main objective of this evaluation is to assess IGAD-FAO PP processes, results and overall achievement of objectives in an independent and impartial manner consistent with generally accepted principles and standards for evaluation, and to identify lessons that can inform the ongoing management of the programme. This report presents the performance of the IGAD-FAO PP by answering evaluation questions on the relevance, efficiency, effectiveness, sustainability, gender, governance and conflict sensitivity of the programme. It draws on findings and insights from the first phase of the programme implemented between 2016 and 2020. The evaluation was conducted by reviewing programme documents and other secondary data, household survey for the beneficiaries, focus groups discussion with community groups and in-depth interviews with key stakeholders for the programme.

The evaluation was undertaken using the DAC criteria focusing on the relevance, efficiency, effectiveness, sustainability and inclusion in the delivery and impact of the programme. This section provides highlight of the conclusions and recommendations from the evaluation.

Conclusions

- **Relevance:** Overall the programme is well aligned with the needs of the target communities and the priority areas identified in the IDDRSI. The choice of investments by communities are well aligned with the objectives of the IGAD-FAO programme and those of IDDRSI and will contribute to the overall resilience of the communities in Cluster III. At completion the programme is expected to deliver on three of the four stated objectives i.e. improving the resilience capacity of the target communities, generating evidence and analysis to inform policy and investment decision making and strengthening the capacity of specialised IGAD institutions. However, the programme has struggled to create cross-border trading opportunities due to security and conflict situation in Cluster III. In addition, the evaluation has not found evidence that the programme has succeeded in shaping the required policy framework as envisaged in the programme theory of change.
- **Efficiency:** Despite delays during the inception and transition from FAO to IGAD leadership the programme is on course to deliver on the significant part of its activities. However due to the delays in implementation the evaluation could make an assessment of the outcomes for a majority of activities some of which were still ongoing at the time of the evaluation.

- **Effectiveness:** Working holistically and through a broad mandate, the IGAD-FAO PP is enhancing the resilient capacity of the target communities. However, it is not possible to make a conclusive assessment of the impact on the actual resilience of the household as most of the investments are just completed or still ongoing. The choice of investment is appropriate and as portfolio the investments are complementary in nature. The programme hasn't demonstrated traction on natural resources management. The programme has strengthened the capacity of the specialised IGAD institutions to deliver more effectively on their mandate. The institutions now have greater reach within IGAD Cluster III and are able to generate action data and information that will be useful for share resilience programming and interventions. However, more work is still required in the translating evidence emerging from the ground to policy actions and investments by the IGAD member states.
- **Sustainability:** Institutional capacity is still limited in the community level institutions that are entrusted with implementation and maintenance of the different investments. Establishing community structures and building adequate capacity takes time. Continuous capacity development is still required, especially in resource mobilization for the maintenance of the infrastructure, commercialization of the different interventions to improve scale of production. In the short-term intensive engagement with the local government agencies will still be required.
- **Gender, inclusion and conflict sensitivity:** The relevance of IGAD-FAO gender mainstreaming work is high, given the importance of inclusivity in resilience programming. Incorporation of women and youth in key community institutions as well as gender-targeted investments for women was successful in amplifying the role of women in the communities and in shifting some traditional gender norms. The evaluation has not found adequate evidence for higher level engagement on role of women in resilience building and cross-border engagement in IGAD Cluster. The programme should explore the possibility of using the positive emerging on the role that women play in leadership, resilience and community institutions to ignite a broader discussion on the role on women the cluster and beyond.

Recommendations

- **Develop a clear policy objective for the programme:** The programme theory of change envisages complementarity between the investment at the local level and the policy engagements at the national level and regional level to achieve the objectives of the programme. However, this evaluation has not found evidence that the programme has achieve this complementarity in its execution of the different workstreams. There is need to consolidate the involvement of the programme to a set of policy issues at both regional and national levels to make it easy to track progress and demonstrate results to the resources utilised by the programme.
- **Improve coordination and collaboration with other SDC funded projects in the region:** While the programme has done well in sharing knowledge with other programmes, there is very limited evidence of actual coordination in the implementation of investments on the ground. The programme should improve coordination and complementarity with other programmes implemented in the target locations. Ongoing projects in the livestock sector, humanitarian and conflict management can provide useful leverage for programme and help fill some of the gaps left by the IFAO-FAO programme in infrastructure and institutional. Some the programmes also have a longer tenure compared to the IGAD-FAO programme and can help scale some of the initiatives that have been started by the programme.

- **Improve knowledge, information and practice sharing at the local level:** As noted above the programme has done tremendous work in documenting some of the best practices for sharing at the national and regional level including from activities implemented by other projects in other locations. However, the evaluation didn't find any evidence of knowledge and information sharing at the local, within and between the countries. Communities can benefit from exchanges and knowledge sharing particularly from some of the groups that have gained momentum in the implementation of different interventions (grass harvesting, fodder farming and livestock fattening)
- **Review the institutional structure for the programme:** The programme brought together two institutions (IGAD & FAO) with different capabilities to build a consortium with complementary capabilities. On one hand, FAO has strong technical capabilities on agricultural matters while IGAD has the regional reach to deal with policy issues at the regional and national level. However, none of the two institutions have demonstrated adequate capability for on the ground implementation of projects. Future programming in the cluster should consider having a partner with on ground presence and access to the cluster, ideally for all the three countries.
- **Strengthen collaboration with local authorities-** The local authority institutions are important for the sustainability of the investments undertaken by the programme and the implementing agencies should follow-up with all the local authorities to develop a structure that puts them at the heart of implementation and technical support for communities. Where necessary the programme should consider getting into formal agreement with the local governments to provide a point of reference for the focal persons when they need to allocate resources for follow-up and technical support to the communities.
- **Managing delivery and political risk for the programme:** frequent changes in the government focal points in Somalia have affected effective coordination and monitoring of the programme. The programme should explore the possibilities of embedding coordination within the institutions (ministry or local administration) rather than in individual focal persons e.g. the potential to work with a committee that has a number of officials could be explored. In Kenya the programme could improve the support to the APFS and CMDRR groups by getting the sub-county officers more engaged in monitoring the implementation. In Ethiopia each Kebele is supposed to have a development agent to coordinate projects being implemented but this has not been the case as noted by one of the mission reports and confirmed by key informant interviews. Engaging more with the relevant government agencies will help address the identified gap in extension services.
- **Strengthening natural resources management structures:** While the project has gained traction on individual and group level interventions the community level interventions on natural resources management including rehabilitation of rangelands through reseeding and establishing grazing management structures to reduce degradation are lagging behind. There is a need to evaluate the programme investments in this outcome and develop concrete plans on how to achieve the outcomes in future.
- **Embedding the sustainability of the outcomes in local institutions:** while the programme has done tremendous work in developing community level assets to strengthen the resilience of the households. The sustainability for some of investments is doubtful as most of community level institutions are relatively young and lack adequate capacity to effectively manage the assets e.g. the technical capacity and resources to maintain irrigation infrastructure. There is need to work closely with the relevant government agencies to ensure that the management of these assets is integrated with the government structures.

- **Collection of gender disaggregated data at the local level:** While the benefits from the programme are generally accessible to all the target beneficiaries there is need to collect more gender disaggregated data on the impact of the programme at the local level. Some of the documented cases studies demonstrate that impact of programme on gender varies from one location to the other e.g. positive impact through fattening of small ruminants, and good lessons can be learnt by collecting and analysis more data information on the impact of the programme.

CONTEXT ANALYSIS

The Horn of Africa is one of the most food-insecure regions in the world. The combined effects of climatic and hydrological hazards affect an average of 12.5 million people every year. Pastoral and agro-pastoral communities in the region are increasingly vulnerable to the growing pressures on natural resources, upon which they depend for survival. Addressing these challenges requires both investments and policies that reduce communities' exposure to these risks, as well as approaches that foster coordination and collaboration at local, national and regional levels. Building the capacity of these communities will ensure long-term sustainability of their capacity to cope with future disasters.

At the onset of the IGAD-FAO PP programme, the region was just recovering from one of the worst droughts in 2016-17. The region was facing widespread drought as a result of the poor performance, or in some areas complete failure, of the October–December 2016 short/deyr/hagaya rains, which followed an already long dry season and erratic, below-average main season long/gu/genna rains in March–May 2016. The impact on farmers was critical: the post-deyr assessment in Somalia indicated crop production was 75 percent below the five-year average in 2016; in Kenya, the short rains assessment revealed that yields were 30–50 percent below average; and in Ethiopia, while crop harvests generally improved compared with last year, localized areas again saw below-average production. Pastoralists and agro-pastoralists in all three countries were significantly affected; with poor to very poor availability of pasture and water, livestock body conditions deteriorated, as well as the value at the market. With declining incomes and extremely limited food production, terms of trade were increasingly disfavoured for farmers, agro-pastoralists and pastoralists and the below-average harvests had contributed to the rising cost of cereals as well as minimal meat, milk and other animal product availability.

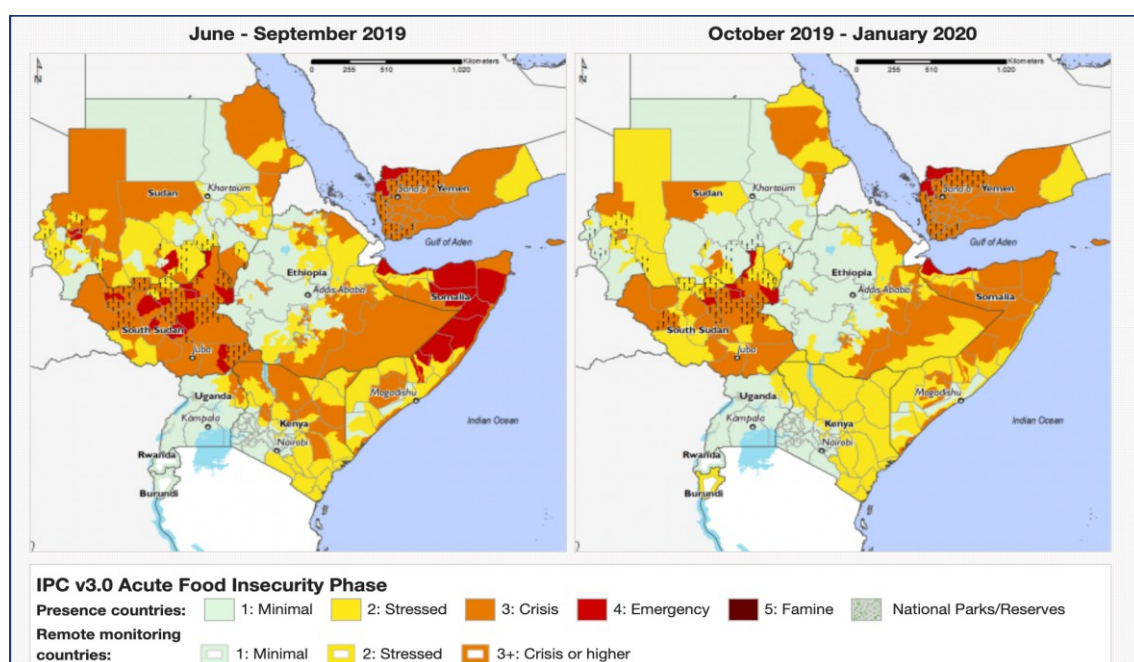
In Ethiopia at least 15m required food assistance in 2016, around half covered through the Productive Safety Net Program (PSNP) and the rest through emergency assistance. The most food insecure areas included southern Afar and northern Somali Region, which is a key target area for the IGAD-FAO PP. In Kenya, marginal agricultural, agro-pastoral, and pastoral areas, food security deteriorated with the early start of the lean season in July and August 2016. The Kenya Food Security Steering Group's (KFSSG) estimated that about 1.1 million people were acutely food insecure and required humanitarian assistance. In Somalia despite an above average *Deyr* rains, over one million people remained in crisis and emergency (IPC Phases 3 and 4). The most food insecure people were in riverine areas of Lower and Middle Juba and Middle Shabelle and Guban Pastoral livelihood zone in Awdal and Woqooyi Galbeed Regions.

In the recent past different challenges continue to face the region despite improvements in weather conditions. Crisis or worse outcomes persist in some parts of the region, driven by protracted conflict, long-term macroeconomic challenges, weather shocks, the economic impacts of COVID-19 and the desert locust invasion. Most recently, severe flooding led to significant crop losses in riverine areas in Ethiopia and Somalia and affected over 2.5 million people across the entire region. Meanwhile, the economic slowdown continues to limit household income and food access – particularly in urban areas – despite the easing of COVID-19 containment measures and movement restrictions. Desert locust remains a threat, with reports of significant damage to meher crops in some regions in Ethiopia.

Across the greater Horn of Africa, rainfall from October to mid-November 2019 was up to 300 percent above average. In many areas, riverine flooding and flash floods disrupted agricultural activities and led to some crop losses, caused livestock losses, or resulted in at least temporary displacement. Worst-affected areas include southern and southeastern Ethiopia, southern Somalia, and eastern and coastal areas of Kenya. Elevated flood effect was witnessed in late 2019. Localized flooding occurred in Oromio, SNNPR, and Somali Regions, displacing 205,000 people and causing localized crop and livestock losses. As a result, Crisis (IPC Phase 3) outcomes were anticipated through December to January 2020. A likely safety net pipeline break in the worst-affected areas of Ethiopia would also result in an increase in the number of households in Emergency (IPC Phase 4), elevating the already high prevalence of acute malnutrition. As the rains subside, however, average to above-average cultivation and gains in herd size and milk production as a result of plentiful vegetation was likely to drive improvement to Stressed (IPC Phase 2). In Somalia, Crisis (IPC Phase 3) and Emergency (IPC Phase 4) outcomes were expected in central and northern pastoral areas and several northern and southern agro-pastoral areas. In Kenya, outcomes were expected to improve from Crisis (IPC Phase 3) to Stressed (IPC Phase 2) in late 2019, but some poor households could remain in Crisis (IPC Phase 3).

Despite the lingering impacts of the drought and current negative impacts of heavy rainfall, food security is most likely to improve in the medium-term. The availability of the unimodal long rains harvest from high and medium potential areas in November 2019 was expected to lead to a gradual decline in food prices from November onward. In addition, the above-average shorts rains season was most likely to lead to above-average bimodal maize production and significant gains in livestock productivity, as witnessed in the 2018 long rains season. The anticipated benefits to household food and income sources are expected to drive widespread improvement to Stressed (IPC Phase 2) outcomes by late 2019 or early 2020.

Figure 1: Food Security Situation in Horn of Africa 2019-2020



PROGRAMME INTRODUCTION

The Partnership Programme between FAO and IGAD was designed to enhance the resilience of communities in cross-border areas of Ethiopia, Kenya and Somalia (IGAD Cluster 3), coupled with the strengthening of IGAD's capacity – particularly the specialized institutions – to effectively lead and facilitate interaction among its Member States on policy and investments, thereby fostering the delivery of cross-border resilience. The programme puts communities at the centre of cross-border policy and investment discourse and actions, not only as beneficiaries but as key stakeholders defining the agenda of their future. The resilience agenda is well received in the region and has commanded substantial attention and investment, as particularly embodied in the IDDRSI and in the enhanced in awareness and interaction in 5 communities, making the IGAD-FAO Partnership Programme timely in bringing the cross-border building agenda to fruition. The Intergovernmental Authority on Development (IGAD) Drought Disaster and Sustainability Initiative (IDDRSI) was based on the understanding that drought does not respect international boundaries; yet, country-level responses are limited to areas within national borders. Rural areas at the periphery of these borders are often less prioritized, though the needs there are not only high, but more dynamic – especially in consideration of migration for trade, pasture, water, etc. – which are not always captured in national plans. The region is recording significant migration within and across borders as households and their livestock search for grazing land and water – transboundary dynamics are becoming increasingly important in this crisis.

Selection Criteria for project locations

- Vulnerable cross-border communities (Pastoralist and agro-pastoralist) living in drought- and conflict affected or -prone cross border areas Ethiopia, Kenya and Somalia.
- The target locality of the communities must be accessible by local staff, in terms of road access and security, both from within the country and across the border.
- The cross-border target community should be occupying shared territories and/or share common livelihood resources, challenges and/or opportunities
- The selected community need to allow for gender inclusiveness in project activities and welcome equal opportunity for men's, women's, youth's and disadvantaged groups engagement as project participants
- The PP community should demonstrate, through past track record if possible, a genuine interest to engage in a community led and owned development process where the community take ownership for the project intervention

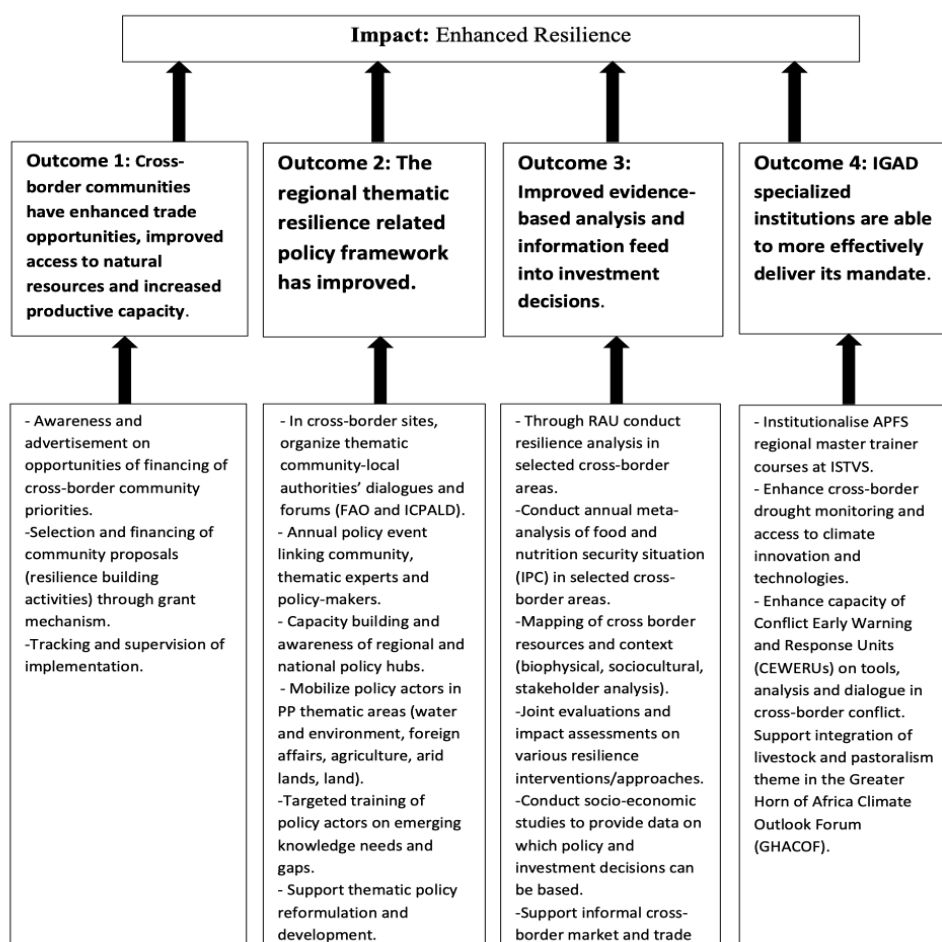
The programme has the following key outcomes;

- Cross-border communities have enhanced trade opportunities, improved access and control over natural resources, and increased productive capacity. The programme assists communities to develop cross-border community development plans, strengthens their capacity to deliver these plans and provides funding to implement community initiatives.
- Regional resilience-related policy gaps and priorities are identified and addressed. The programme partners with Member States in identifying, analysing and prioritizing policy gaps and opportunities, as well as reformulating, developing and addressing regional thematic policies and emerging priority gaps.
- Access to evidence-based analysis and information leads to improved regional and cross-border development investment decisions. It supports the production and availability of quality information on Food Security, Climate Change and Resilience for a wider stakeholder

group as well as document and disseminate lessons learnt and good practices in cross-border areas.

- IGAD's specialized institutions are able to more effectively deliver their mandate. The programme aimed to improve the capacity of IGAD Centre for Pastoral and Livestock Development (ICPALD), and IGAD Climate Predictions and Applications Centre (ICPAC) on cross-border drought and climate variability monitoring and technologies and enhance the capacity of Conflict Early Warning and Response Mechanism (CEWARN) on cross border conflict analysis and in developing mitigating measures with communities.

Figure 2: Theory of Change for the IGAD-FAO PP



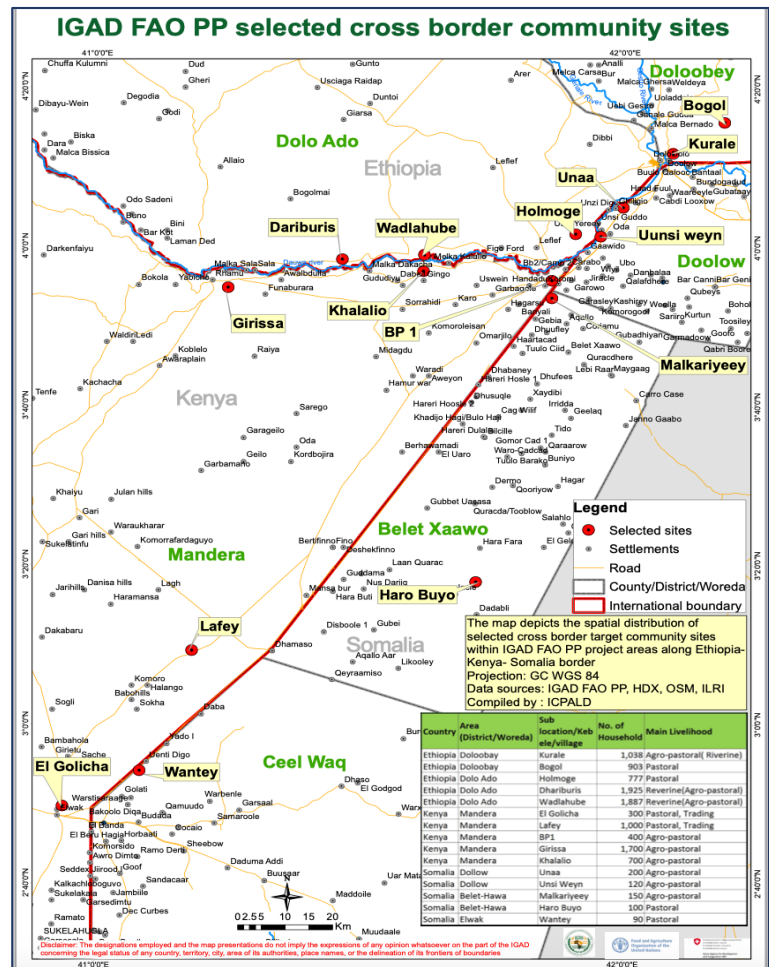
SUMMARY OF PROGRAMME ACTIVITIES 2016-2019

- Target communities were selected and community action plans (CAPs) completed, validated and endorsed in 5 locations across the three countries; Mandera (Kenya), Dollow/Belet Xaawa (Somalia) and Dolo Ado and Dolo Bay (Ethiopia)
- 15 community investment plans were developed based on the CAPs and submitted to IGAD-FAO PP. These were reviewed and endorsed by the IGAD-FAO Partnership Programme grants committee. Communities were facilitated to implement the CAPs in Mandera (Kenya) and Dollow/Belet Xaawa (Somalia). There were delays in finalizing the fund transfer for Ethiopia but this was resolved and communities have received their investment grants.
- The project established and developed the capacity of 30 Agro-pastoral Farmer Field Schools (APFS) across all target areas, ten in each country.
- The project provided technical support throughout the implementation and organized field missions with governments and NGO partners to support activities on the ground.
- The project completed resilience, conflict, natural resources and food security baseline analysis in the target areas and shared the results with the participating countries, highlighting key issues requiring joint action in the cross-border areas. A policy brief from the resilience baseline study was produced and shared with the Member States.
- The programme conducted training for 21 master trainers on APFS to create local capacity. Somalia has the highest number of participants as requested by the government.
- The project established and facilitated the first community investment grant committee, which evaluated and approved 15 investment proposals from Ethiopia, Kenya and Somalia.

PROGRAMME TARGET LOCATIONS

Target locations for the program constitutes of selected and prioritized cross border locations in the Somalia-Kenya-Ethiopia cluster of the Horn of Africa (HoA). Geographically cross border locations targeted are defined by areas characterized by homogenous features and functional interdependencies such as trans-frontier regions inherent in geography, history, ecology, ethnic groups and economic possibilities but possibly disrupted by the sovereignty of the governments ruling on each side of the border. A thorough targeting process was undertaken to identify the target cross border locations. The target areas also encompass the watershed of the Dawa river which forms part of the Ethiopia-Somalia and Ethiopia-Kenya border. The area is characterized by high food insecurity, conflict and insecurity both caused by political strives as well as tribal competition over access to pasture and water.

For the selected target communities, Community Action Plans (CAPs) were completed, validated and endorsed in all three countries; Mandera (Kenya), Dollow/Belet Xaawa (Somalia) and Dolo Ado and Dolo Bay (Ethiopia). Community Investment Proposals (CIPs) were developed to implement the CAPs and submitted to IGAD. These were reviewed and endorsed by the IGAD-FAO Partnership Programme grants committee.



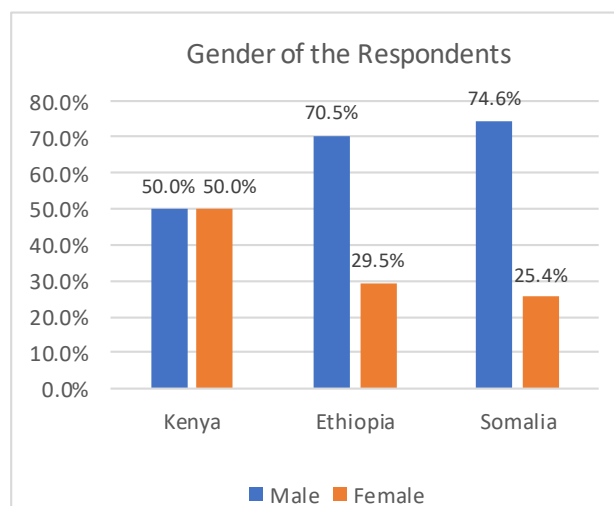
APPROACH AND METHODOLOGY

PURPOSE OF THE EVALUATION

This is a performance evaluation of the first phase of the IGAD-FAO partnership programme. The evaluation assesses the progress in achievement of the set objectives by the programme and the extent to which the programme is on course to deliver the desired outcomes. The scope included assessing the relevance, effectiveness, efficiency and sustainability of the programme as well as documenting lessons learned and recommendations. In view of consolidating the Swiss food security portfolio the evaluation also assessed the extent which the programme complimented or leveraged other projects funded by Switzerland and other donors in the sector.

METHODOLOGY FOR THE EVALUATION

To ensure that the evaluation covers the specific issues mentioned in the scope above, the study used a mixed method approach that combined quantitative and qualitative data. Primary data was collected through a household survey and complemented by additional evidence from key informant interviews, focus group discussions and secondary data from document reviews. A total of 304 households were interviewed for the survey across the three countries. The selection of respondents ensured there was strong representation of women and youth.



DATA QUALITY MANAGEMENT

Prior to the start of the data collection the Team Leader trained all the enumerators involved in data collection on the tools to ensure they were aligned on the objectives of each question, data entry and analysis requirements. This was done in a workshop in Mandera bringing together the enumerators from all the 3 countries. The enumerators were also trained on the use of mobile enabled data collection tool that was used for collecting quantitative data. A continuous backend check was done for both quantitative and qualitative data by the fieldwork supervisor and data analyst to ensure consistency throughout the data collection process. The Team Leader took lead in interviews with key stakeholders supported by the gender specialist and the natural resources management expert. A semi-structured interview approach was used for the qualitative interviews to allow for a balance between flexibility and structure.

SAMPLING

The sample was selected in each cluster (implementation area) using random sampling. Data collection was done in all location where the programme was implemented except one location in Somalia that was not accessible due to security challenges. Each implementation location was identified as a cluster and within the beneficiaries/participants of the project, a sample of 20-30 respondents was selected randomly. A more purposive approach was applied for the FGDs and KIIs to ensure that the chosen respondents are the most appropriate to address the topics of enquiry.

The main purpose of this evaluation is to assess the performance of the IGAD-FAO PP and document lessons from the programme that can inform the ongoing implementation of the programme. Therefore, our data analysis is focused on responding to the specific evaluation questions and not necessarily to quantitatively assessing the impact of the programme. In responding to the indicators for the programme the focus of evaluation is on how the programme has strengthened the resilience capacity of the households and communities and not to what extent this has already achieved the resilience results e.g. improved food security. Therefore, most of the reporting is on the perceived ability of households to recover from shocks in the future rather than actual demonstrated recovery. Most of the activities for the project were completed in 2019 and therefore there hasn't been any significant shocks since the completion of the activities to allow for a deeper assessment of the resilience of the households.

Method	Respondents Category	Sample Size
Focus Group Discussions	<ul style="list-style-type: none"> • Community Members • Members of the community planning committees • Members of the APFS • Women groups • Youth groups 	25 FGDs conducted (8 Somalia, 9 Kenya, 8 Ethiopia)
Key Information Interviews	<ul style="list-style-type: none"> • Implementing partners (GWEDO, COCOP, ACTED) • Project focal persons • IGAD technical institutions • Key government officials across the regions • Community leaders • Private sector 	27 KIIs undertaken
Observations	<ul style="list-style-type: none"> • Key infrastructure in the different locations 	All locations

EVALUATION FINDINGS

This chapter summarizes the main findings on each of the evaluation criteria. First the evaluation questions on each of the criteria are considered and then additional issues related to each of the criteria are included in the findings. For each criteria both the quantitative and qualitative data has been considered in responding to the evaluation questions.

RELEVANCE

Key Highlights

- The programme approach allows the community to select the interventions that are relevant for their context. Choice of delivery mechanism allows close interaction with the communities in selection of investments. At least 50% of the respondents across all locations agree that the programme is aligned to community needs.
- All the programme interventions are aligned to the objectives of IDDRSI. In particular the programme contributes to 7 of the 8 Priority Intervention Areas of the IDDRSI strategy.
- The expectation gap between the community needs and what the programme can deliver is significant and there is need to clearly communicate the scope to the programme with the communities to help manage the expectations.
- Resilience in Cluster III is priority policy issue for IGAD and Member States and the programme has contributed to strengthening the resilience capacity of the target communities.
- Policy dialogues and knowledge sharing engagements have contributed to positive engagement on cross-border resilience issues at the regional level. However, the evaluation did not find evidence of cross-border collaboration beyond knowledge sharing among the programme implementors. The programme identified feed and fodder as a priority issue and carried out a number of studies on the subject and shared them widely using different regional and national platforms. However, the evaluation didn't find any evidence that the knowledge has been applied to inform policy decisions by the national or local government authorities. Conversations by local government officials however indicate the willingness to scale-up some of interventions initiated by the programme in future but no resources allocation yet.
- Studies undertaken by the programme provide a good repository of knowledge that is useful for policy and investment decision making. However, there is very limited evidence on the application of the knowledge to make policy or investment decision making beyond the programme itself.
- Support provided to the specialised institutions has strengthened the capacity to deliver on their mandate. For example, the additional capacity provided IGAD Sheikh Technical Veterinary School (ISTVS) as enabled the institution to develop a new curriculum and train a pool of 21 trainers on the agro-pastoral field schools (APFS) concept. Once installed and commissioned the new weather monitoring stations will allow ICPAC to provide actionable weather data for IGAD Cluster III to the member states. ICPALD has also strengthened internal policies and processes as a result of support provided by the programme.

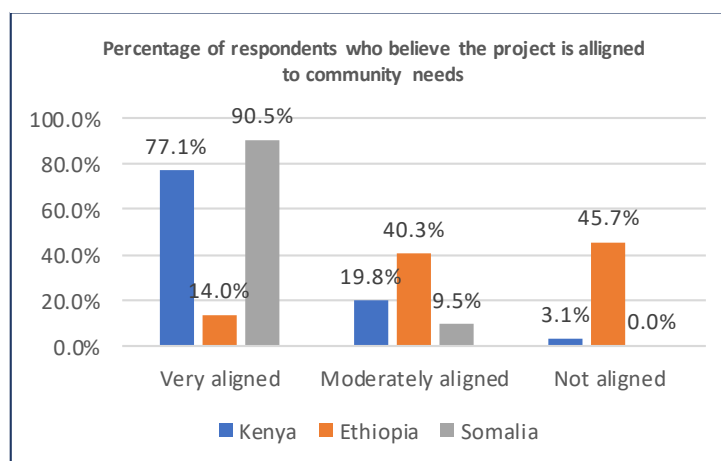
To respond to the question of relevance the evaluation has considered the process and criteria followed for selection of locations and activities within the locations. In addition, the evaluation has also considered the extent to which the project activities have enhanced or will enhance the resilience capacity of the target communities.

ALIGNMENT TO COMMUNITY NEEDS

A comprehensive community engagement process was followed to identify the issues affecting the different communities in the three countries through the Community-Managed Disaster Risk Reduction (CMDRR) approach. For each community an action plan was generated and from the community action plans (CAPs), investment plans were prepared identifying the key priorities that will be supported by the IGAD-FAO PP. This consultative process ensured that the identified priorities were in line with the community needs as well as aligned to the objectives of IDDRSI.

In assessing alignment, the household survey and focus group discussions considers the extent to which the prioritized investments in the community action plans address the most pressing needs. In addition, the priorities are consider in light of the community resilience capacity based on the identified risks to shocks. In Kenya and Somalia, a majority of the respondents, 96% of the respondents in Kenya and 100% of the respondents in Somalia, rated the programme as aligned or very aligned to the needs of

Figure 3: Programme alignment to community needs



the community. However, in Ethiopia only 54.3% of the respondents rated the programme as aligned or moderately aligned while 45.7% of the respondents indicated that the project was not aligned. Conversations with beneficiaries in FGDs does not confirm a significant mismatch between the community needs and the investments by the programme but of more mismatch in expectations between the communities and what the programme could potentially provide. There were expectations that the programme scope would be much wider and the programme would invest in most of the needs identified in the community actions plans but the resources available were quite limited to much the expectations. In addition, most of the respondents felt that the programme had not conclusively addressed the issue of floods despite the investment in the improvement of dykes. Mitigating the risk of floods was identified as a top priority by most of the communities in Ethiopia and the community members were not confident that the rehabilitation works done on the dykes were adequate to manage the floods. In a number of similar instances, the top priorities that were identified by the community couldn't be implemented as they were considered to be out of scope or

the resource requirements were higher than the programme could accommodate e.g. request for road construction and solar powered irrigation systems. In such cases some of the community members felt like the top priorities were not considered adequately and better communication could have helped address the concerns among the community members.

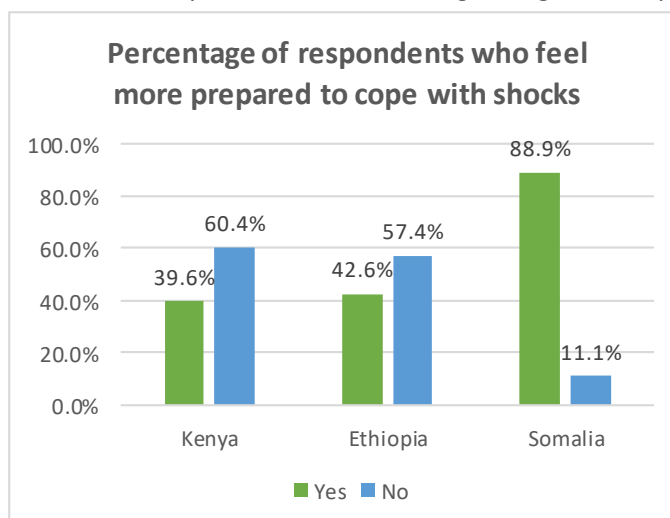
ALIGNMENT TO IDDRSI

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 programme is aligned to the IDDRSI strategy, in particular the programme contributes to achievement of IDDRSI priority areas by enhancing the capacity of the target communities to deal with shocks and disasters. The choice of locations and investments in all three countries is well aligned with the IDDRSI strategy including a focus on cross border locations and cross-country engagement for learning.

Conversations with IDDRSI focal points confirm the alignment of programme to the IDDRSI strategy and action plan. The project contributes to 7 or the 8 identified priority intervention areas in the IDDRSI;

- PIA 1: Natural Resources and Environmental Management
- PIA 2: Market Access, Trade and Financial Services
- PIA 3: Enhanced Production and Livelihoods Diversification
- PIA 4: Disaster Risk Management
- PIA 5: Research, Knowledge Management and Technology Transfer
- PIA 6: Peace Building, Conflict Prevention and Resolution
- PIA 7: Coordination, Institutional Strengthening and Partnerships

The project facilitated an annual IGAD Resilience Knowledge Share Fair to facilitate learning on the best practices and coordination on IDDRSI with other partners supporting the implementation of the IDDRSI strategy. As a result of the investments by the programme, 40% of the respondents in Kenya, 42.6% of the respondents in Ethiopia and 88.9% of the respondents reported that they were more prepared to cope with drought. Improvement in fodder production and storage, irrigated crop production and water harvesting were considered key improvements in the community coping capacity. Among communities respondents, lack of water was mentioned as an outstanding issue that the project hasn't addressed adequately. In some of the locations the water harvesting facilities that were constructed by the programme were not in use yet or no additional facilities had been provided. As such, lack of water came up in a majority (70%) of the focus group discussions and most of the groups felt that this was a key missing link in their capability to cope with drought. Consequently, most of the communities members felt that improved production fodder and food crops was not sufficient enough to protect their livelihoods in case of drought.



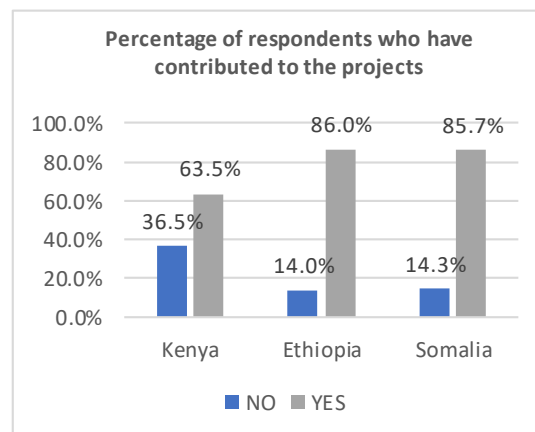
The programme adopted a collaborative approach that involves collaboration between the communities, local authorities, national government and the IGAD-FAO PP programme team. The local authorities, county government and national line ministries have been instrumental in supporting the communities in identifying, planning and implementing suitable interventions to improve their resilience to shocks. Interviews with IGAD-FAO PP focal points in the three countries confirmed that they have been actively engaged at every level of the programme. However, the level of cross-country cooperation remains minimal due to conflict and security challenges.

A number of investments have been made to support the institutional development of IGAD institutions include staff training, development institutional policies, technological support in weather monitoring and communication and research to generate new evidence for policy development. IGAD institutions have developed a number of knowledge and policy papers to share the research findings and policy recommendations and the deployment of the weather monitoring is expected to be completed in 2020. The project completed resilience, conflict, natural resources and food security baseline analysis in the target areas and shared the results with the participating countries, highlighting key issues requiring joint action in the cross-border areas. In addition, a policy brief from the resilience baseline study was produced and shared. The extent of the application of this evidence in IGAD decision was not very clear during the evaluation

The project established and facilitated the first community investment grant committee, which deliberated and cleared 15 investment proposals from Ethiopia, Kenya and Somalia. The capacities of 21 APFS master trainers were trained through the IGAD Sheikh Technical Veterinary School and Reference Centre (ISTVS) and deployed to the three countries, with Somalia having the highest number of participants as per the request of the Government.

COMMUNITY OWNERSHIP OF INVESTMENTS

There is a strong community ownership of the interventions done by the programme across all the locations. From the quantitative survey more than 60% across all the locations have contributed to the investments in their locations through labour, cash or in-kind contributions. In-depth interviews with the group leaders from the different locations also demonstrate strong ownership of the projects. Some of the groups have raised internal resources to complete or complement some of the investments supported by IGAD-FAO PP. Additional investments made by the groups include; fencing of land used for crop and fodder production, expansion of water piping systems and acquisition of land for increase fodder and crop production. Some of the farmer groups have established internal mechanism of charging a small fee for use of equipment to help with the maintenance costs.



EFFECTIVENESS

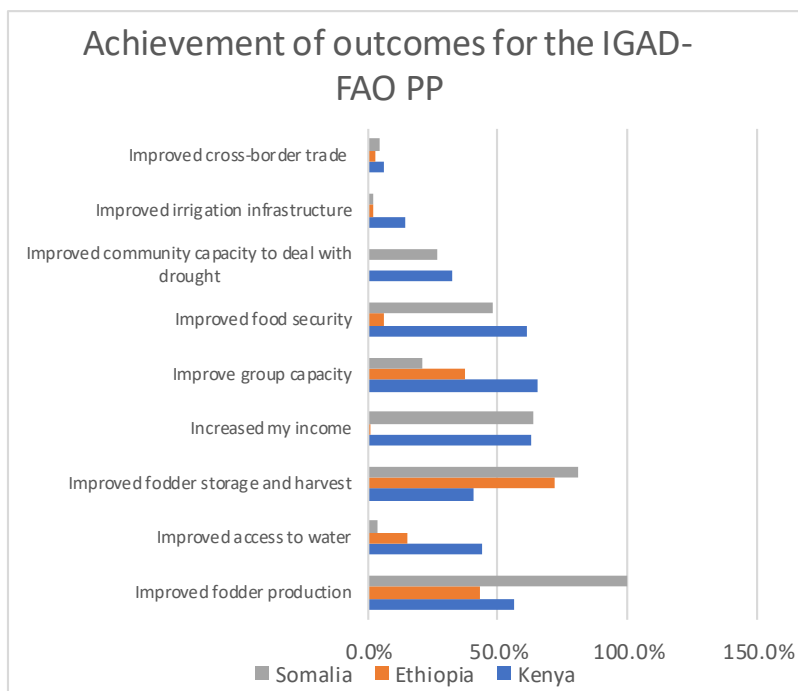
In this section the report provide insight on the extent to which the programme has achieved its objectives and outcomes. Due to the short period between the completion of the activities and the evaluation, it was not possible to conclusively assess achievement for some of the outcomes.

Key highlights

- Overall the programme has achieved three of its four stated objectives. The evaluation has found evidence of progress in strengthening resilience capacity of the cross-border communities and building the capacity of IGAD specialised institutions. Cross-border trade and as well as other cross-border engagements have been hampered by conflict in the target cluster and most recently by border closures to mitigate against the spread of Covid-19. Informal engagement and trade between the communities continue but at very limited scale. Additional capacity created in specialised IGAD institutions has allowed them to execute their mandate more effectively. Conversations with representatives from all the specialised institutions confirmed that the additional capacity was aligned to their mandate and would enhance their execute of the mandate. The programme has also generated useful evidence to inform policy and investment decision making on resilience issues in the target locations. The programme has been less successful in linking the implementation and evidence from the ground to policy changes at the national and regional levels. There is also a need to reassess the objective on creating cross-border trading opportunities as context makes it very difficult to attain the objective.
- The programme has been less successful in achieving the objectives on policy influence and utilisation of evidence in policy and investment decision making. The programme has undertaken of wide breadth of research, analysis and best practice documentation in the cluster and shared the research outputs widely with key actors locally and regionally mainly through the Greater Horn of Africa Climate Outlook (GHACOF) forums but also through other national engagement platforms.
- Access to fodder has improved for most of the target locations but access to water remain a challenge in some of the locations.
- A majority of the community members reported that their resilience capacity has been improved by the programme.
- Resilience analysis was used to inform the choice of locations and community investments but at higher level the evaluation has not found specific application of evidence in policy making.
- The capacity of IGAD institutions (ICPAC, ICPALD, ISTVS, CEWARN) has been improved through training, access to updated evidence and infrastructure support in weather monitoring.
- The programme established a steering committee made up of IGAD, FAO, sub-national and national institutions in each country to support the implementation of the project. This helped leverage the comparative strength of each in to deliver a coordinated programme.
- Considering the time and access limitations for the evaluation and delays in the implementation of some of the programme it was therefore not possible to create a complete impact story for the programme.

CROSS-BORDER TRADE OPPORTUNITIES, ACCESS TO NATURAL RESOURCES AND INCREASED PRODUCTIVE CAPACITY

The evaluation has found evidence of improved production capacity amongst the target cross-border communities across all locations. Beneficiaries reported that the investment in irrigation canals, irrigation equipment, farm inputs and storage facilities have improved their capacity to produce fodder and food crops. A majority of the beneficiaries (45.6%-KE, 72.1%-ET, 81.0%-SO) reported the improvements in harvesting and storage as the most significant change that the project has realised in the target locations followed by the improvement in fodder and crop



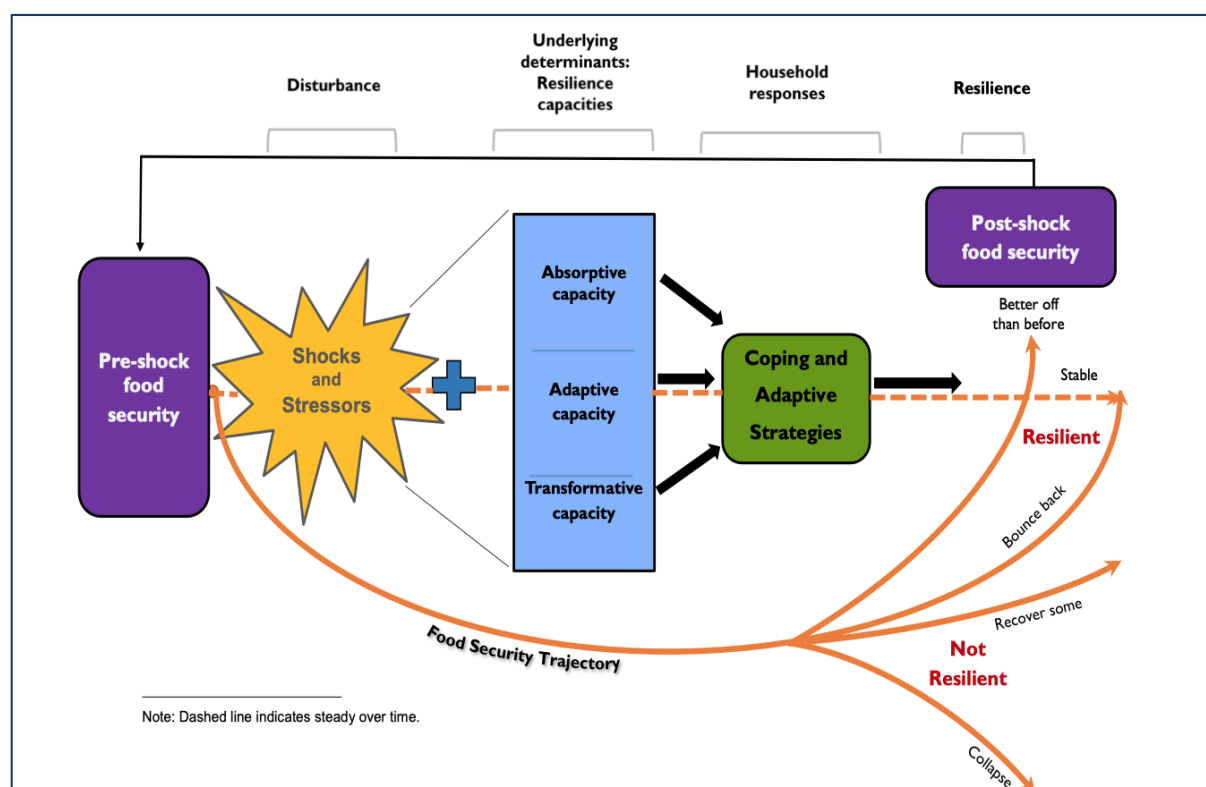
production. While some of the farmers were already producing fodder at a small-scale they acknowledge that the construction of the fodder storage facilities by the programme has enabled them to increase production since they have a proper facility to store the harvested fodder. Introduction of improved fodder varieties has also increased the output

The project has been less successful in creating cross border trade opportunities due to challenges posed by conflict, insecurity and travel restrictions imposed as a result of Covid-19. In Kenya the communities also reported an improvement in access to water as a result of rehabilitation done by the programme on key water resources but this was not the case in Ethiopia and Somalia where the communities highlighted access to water as a major challenge that need to be addressed. 48% of the respondents in Kenya reported that the project had improved access to water compared to 14.7% in Ethiopia and 3.2% in Somalia.

STRENGTHENING OF COMMUNITY RESILIENCE CAPACITY

In understanding and evaluating changes in the resilience of the target communities, the evaluation adopts the resilience capacity framework developed by Resilience Evaluation, Analysis and Learning (REAL) project. Within this framework the evaluation team explored the key risks facing the target communities and how the programme has strengthened the capacity of the target communities to cope with the shocks. The evaluation have explored the extent to which the programme is supporting the progressing for the communities and the ecosystem towards gradually transformational capacity which is the ultimate level in reducing community vulnerability to the shocks. The baseline study for the project identify the key risks that face the target cross-border communities are droughts, floods, livestock diseases and conflict.

Figure 4: Dimensions of resilience capacity



The evaluation found evidence that the programme interventions did increase households' capacity to cope with drought. Implementing multiple interventions on water harvesting, irrigation, fodder production and rangeland rehabilitation boosted households' resilience capacity more than implementing just one of the interventions. The evaluation has found evidence that the programme has strengthened two dimensions of resilience capacity—absorptive capacity (minimizing exposure to shocks and facilitating recovery), adaptive capacity (making proactive and informed choices about alternative livelihood strategies).

As mentioned above, at least 55% of the community member reported that they were more prepared to deal with shocks (mainly drought) compared to before. Feedback gathered through focus group discussion provides additional information on the absorptive capacity. Many of the community members reported that availability of fodder will help them maintain the body condition of the livestock during drought but also reduce their movements in search of fodder. In locations where access to water was still an issue the communities were less optimistic about their capacity to cope with drought. Below is summary on how the investment have affected different resilience capacities.

Absorptive capacity

Social Capital- The project has established and/or strengthen the capacity of local groups and cooperatives to plan and execute investments. 60% of the respondents reported that the investments by the programme have improved the capacity of the groups, 37% in Ethiopia and 25% in Somalia. Some of the groups are now raising own resources to invest in resilience building activities like irrigation and fodder production, something that they did not do before the programme.

Disaster preparation and mitigation: there is greater engagement between the technical institutions and the communities which has improved access to information on disasters and as such improved

the preparedness of communities to disasters. In addition, the project implementing partners have been sharing weather information with the communities through radio and other channels. This will be strengthened further by the ongoing investments in weather stations.

Asset ownership- Support provided by the programme through production and irrigation equipment has increased the ownership of important assets are key for the resilience capacity building. Some of the groups have already stored fodder in the newly constructed stores and they reported that this will make them less vulnerable to drought. Emergency response that was conducted in close collaboration with IGAD-FAO PP 2017 helped protect key household assets in the target location. Too quote one of the key informants;

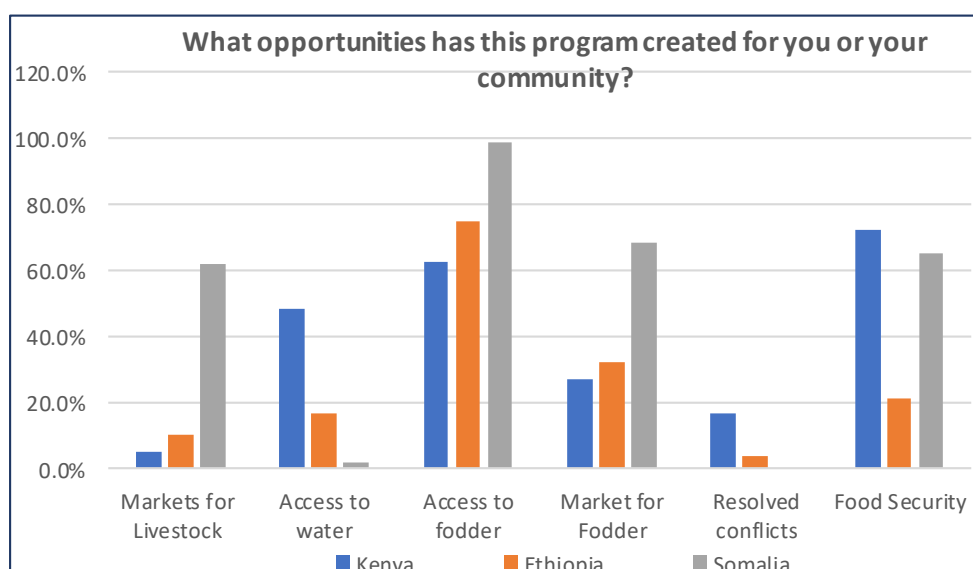
“Our store is full of fodder at the moment and if there is drought we shall feed our livestock and sell some of it to other communities to earn some money for the group” Group Chair, Kenya

Adaptive capacity

Livelihood diversification: During focus group discussions, communities reported that they were able to use the irrigation infrastructure for both crop and fodder production. Some of the community are growing food crops like maize and vegetables which are sold in the urban centres but also used for home consumption. This has helped diversify the livelihoods and improve communities’ capabilities to deal with shocks.

Access to infrastructure: The programme has improved access to irrigation infrastructure by rehabilitating canals and water infrastructure which has strengthened the absorptive capacity of the communities. However, the lack of solar powered irrigation and water pumping system will hinder the optimal utilisation of some of the infrastructure.

Human capital- The programme has provided training on a wide range of issues and this has strengthen the institutional and technical knowledge for the communities in a wide range of areas like group management, fodder production and livestock management. Through the APFS, a majority of farmers who has not produced fodder before have learnt how to cultivate, harvest and store new varieties of fodder.



Transformative capacity

Transformative capacity is the ability of the wider system in which households are embedded to provide the support that households require to deal with shocks. Transformative capacity include; governance mechanisms, policies/regulations, markets, infrastructure, formal safety nets etc. The evaluation did not find any major shifts in the ecosystem within which the households exist to justify any improvement in the transformative capacity. While the programme was expected to create a supportive ecosystem at the sub-national, national and regional by influence policy changes and governance mechanisms for natural resources this evaluation as did not find any evidence that this objective has been realised. While the programme has supported the development of community level institutions and inclusive development process there is no clear pathway of evidence that this has informed or will inform development priorities by the sub-national or national. In addition, the evaluation did not find evidence that the programme has improved the governance of key resources e.g. water resources or grazing land.

POLICY PRIORITIES

At the onset of the programme a resilience analysis was undertaken in the target locations and a policy brief prepared highlighting the key policy actions that are required to enhance the resilience of the target communities. Among the issues highlighted by the policy brief include:

1. Improve cross-border coordination through facilitating dialogue between governments, ensuring local level coordination and implementation, strengthening existing MoUs such as joint border commission or joint border administration (in Kenya and Ethiopia) and include Somalia in those MoUs.
2. Improve access to markets and enhance trading terms through investment on infrastructure, increase access and utilization of information.
3. Invest in productive assets through building resilience in pastoral and agro-pastoral production systems, support asset creation and protection, and establishment of mechanisms to maintain all year around feeds and water availability for sustainable livelihoods.
4. Increase access to basic social services through strengthening of existing policies on education and health, fast-tracking the implementation of policies and increase investment in these sectors through public-private partnership.
5. Developing sustainable value chain for key commodities especially perishable ones such as milk and meat.
6. Promote peace forums in IGAD Cluster III to improve peaceful co-existence between communities and enhancing initiatives for local community conflict prevention and resolution.
7. Enhance alternative livelihoods in IGAD cluster III including mining, exploration of non-forest products, tourism, gums and resins and planting of fast growing environmentally sustainable plants.

The programme has supported convening of policy dialogue meetings through the Food Security and Nutrition Working Group of the IGAD member states. Their main objective of the working group is to provide a platform for sharing of information on food security situation in the region on a continuous basis. A review of the policy documents related to food security in member states was conducted and recommendations presented to the policy-makers during a learning event following the Greater Horn of Africa Climate Outlook Forum (GHACOF) event in Kigali. The Food Security and Nutrition Working Group (FSNWG) coordinator also held a number of missions to the member states to review the coordination structures and to discuss with technical staff and decision-makers how the structures and coordination with the regional FSNWG could be strengthened. The programme also facilitated an annual IGAD Resilience Knowledge Share Fair in August 2018 to respond to the IDDRSI Platform Steering Committee's recommendations to conduct regional learning event on the best practices for effective coordination of IDDRSI and promote knowledge management.

In general, these activities are relevant for the coordination mandate of IGAD but the objectives and relevance to the policy priorities identified above is not very clear. A review of the event reports and conversations with the programme leads does not demonstrate what the anticipated policy objectives were and therefore the evaluation was not able to make a judgement on whether these objectives have been achieved. In addition, the team has not found evidence on specific policy issues that have been addressed as a result of this policy engagements. Of the seven issues identified above the evaluation

had found evidence of progress in one of the issues; formation of local conflict resolution mechanisms. However, the established institutions are yet to be anchored through policy and their mandate and effectiveness in the future is doubtful.

The level of engagement with sub-national and national governments on key policy issues remains minimal. For example, in Kenya the county government are playing a crucial role in the development and implementation of policies in agriculture and livestock since devolution took place. In Ethiopia and Somalia, the State and Regional government play a crucial role in shaping policies and investments. However, the evaluation did not find evidence that there has been adequate engagement with these levels of government to anchor the interventions being promoted by the programme into the local structures and in policy. This is particularly important to reach scale and create systemic change required for the programme to achieve transformative changes in the target communities. The absence of significant engagement with sub-national governments has also affected the ownership and hence the sustainability for the investments done by IGAD-FAO PP beyond the lifetime of the project.

While the policy engagement at the regional level is still valuable this is likely to take a long time to materialise and might not create significant benefits for the target communities in the short to the medium term. The regional engagement is also more suitable for addressing cross-border policy issues like trade, disease control etc and is less suitable for more localised issues like drought response, fodder development or natural resource management. A greater focus on the policy shifts at the regional and sub-national level could have potentially yielded better outcomes for the programme. However, IGAD doesn't seem to be equipped to undertake this sort of engagement and the restricted access for FAO staff to the target locations does inhibit the effectiveness of FAO as an alternative for localised policy engagement.

EVIDENCE BASED RESILIENCE INVESTMENT

The programme carried out a wide range of studies to evidence required to support policy and investment decision. Some of the studies undertaken by the programme include the following;

- Resilience analysis in selected cross-border
- A policy brief on the resilience analysis highlighting the key issues
- Annual meta-analysis of the food and nutrition security situation in selected cross-border areas
- Mapping of cross-border resources and context (biophysical, socio-cultural and stakeholder analysis).
- Informal cross-border market and trade analysis

The resilience baseline report was used to determine the key areas of focus for the programme. The evaluation did not find evidence of the utilisation of the analysis produced by the programme beyond the programme itself. The project also provided training to representatives from the IGAD members states on the Total Economic Valuation (TEV) methodology but during the evaluation we didn't find evidence of adoption of the methodology in economic planning by either local or national government institutions.

IMPROVEMENT THE CAPACITY OF IGAD INSTITUTIONS

IGAD three key institutions were involved in the delivery of the programme ICPALD, ICPAC and CEWARN. To build the adequate capacity in the institutions to deliver on their mandate the following activities were undertaken;

- Curriculum development and Institutionalize APFS master trainer courses at the IGAD Sheikh Technical Veterinary School (ISTVS). The project facilitated a three-month APFS master training course at the ISTVS in Somaliland. The training provided the necessary capacity for ISTVS to hold a complete APFS master training on its own in the future.
- Support to CEWARN to undertake a Cross-border conflict study and analysis in the programme target areas.
- Initiate a forum for livestock technical experts from member states to participate in climate-related policy discussions. The project also facilitated the successful participation of the livestock experts and focal points in the 44th, 45th, 46th, 47th and 48th sessions of GHACOF, in an effort to better integrate climate forecast implications on pastoral livelihoods into regional advisories, recommendations and planning.
- Support o IGAD Climate Predictions and Applications Centre (ICPAC) to develop a crop monitor manual and host a learning event at GHACOF 50 even.
- Support to ICPALD to improve internal systems and attain the International Public Sector Accounting Standards compliance and the European Union's pillar assessment. The procurement, grants and sub-delegation manuals, which previously existed as one document, were split into individual manuals and were reviewed, updated and validated.

Overall the specialised IGAD institutions are appreciative of the additional capacity provided by the programme and there is a general consensus that this has improved their capability to execute on their mandate. For ICPALD the streamlining of internal processes and policies has helped them achieve the required compliance levels which is key for current and future partnerships with donors. For ICPAC the additional infrastructure will improve the institutional capability to provide accurate and update weather data to members and communities in Cluster III. ICPAC is also working on an information dissemination system that will improve access to weather data for the target communities.

HARMONISATION BETWEEN LOCAL, NATIONAL AND REGIONAL INSTITUTIONS

The programme established a steering committee made up of IGAD, FAO, sub-national and national institutions in each country to support the implementation of the project. Ministry of agriculture, irrigation, livestock, drought management institutions and local administration were all involved in the delivery of the programme. This multiparty approach helped the programme to undertake investments when some of the locations that were not accessible to the IGAD and FAO teams. The support by the local institutions was crucial for navigating the context while the national institutions provided the technical and policy direction to the programme. However, lack of a formal structured (formalised) engagement between IGAD-FAO PP and the sub-national institutions affected the level of effort that officers from the government institutions e.g. county departments, could dedicate to the programme activities. Without a formal framework it was difficult to allocate resources to complement or scale-up the investments made by the programme. Some of the technical officers indicate that the level of facilitation from the local government was not sufficient to effectively provide technical and operation oversight of the programme.

Evidence that was gathered by the regional institutions i.e. FAO and IGAD, informed the type of investments that programme could be made in the locations and jointly with the communities settled on the key priorities. The project completed resilience, conflict, natural resources and food security baseline analysis in the target areas and shared the results with the participating countries, highlighting key issues requiring joint action in the cross-border areas. In addition, a policy brief from the resilience baseline study was produced and shared. However, the extent to which this evidence has been used to make policy decisions was not clear from the evaluation as no evidence was seen for any changes in policies to address some of the identified barriers .e.g. challenges to cross-border trade

The recommendations from the fodder case study implemented by the programme.

- Introduction of agro-pastoral field school (APFS) that will provide endogenous extension services for fodder farmers thus improving learning and exchange of ideas amongst farmers and farmers groups consequently improving fodder production.
- Strengthening farmers associations by providing institutional support so as to enable them provide market information to farmers e.g. price of fodder, demand for fodder and to negotiate on behalf of farmers.
- Promotion of indigenous fodder species through reseedling of rangelands and creation of water and soil conservation structures in the rangelands.

Key Highlights

- The programme faced significant delays due to challenges related to the contractual arrangements in partnership, political unrest and security risk in some of the locations. Lack of clarity on the contractual structure between FAO and IGAD occasioned significant delays at inception of the programme and at the transition from FAO leadership to IGAD leadership. This coupled with security and political challenges has extended the time for implementing the project by more than a year. As such the project delivery was not considered efficient by a majority of the stakeholders. After the challenges witnessed at inception the programme management team should have anticipated the changes that would come with the transition and work out a smooth transition way in advance.
- The programme was managed by programme steering committee that brings together the representatives. Overall the key stakeholders were satisfied with the performance of the committee. However, feedback from the implementing institutions and government partners indicate that there were delays in decision making for some of the programme components awaiting the steering committee to convening, a more decentralised system would have ensured faster decision making considering the operating environment.
- Intervention was fully responsive and adaptive in the face of challenges and adapted the implementation structures to the context in each country. In instances where areas were not accessible due to security or political reasons, the programme activities were halted and implementation resumed once the circumstances were favourable. The programme has also chosen different structures for implementation based on the context in each country.
- By using local partners who have a good knowledge of the local context as well as network of local actors, the programme was able to navigate the challenges in the local environment effectively. A flexible grant mechanism allowed each of the communities to tailor the community investment plans to the needs of the community.
- All relevant sub-groups had the appropriate opportunity to participate in programme decisions and activities (dialogue, decision-making and management).
- Adequate feedback mechanisms and proactive engagement with the local institutions helped keep the stakeholders informed amidst the delays in implementation.
- Monitoring, evaluation and documentation of the programme outputs and outcomes is generally inadequate. The evaluation has not found evidence of a structured process of monitoring, evaluating and documenting progress in implementation across the three countries. The amount of information on the programme outcomes across all the three countries was generally insufficient and, in most cases, limited to community plan and investment completion reports. Impact documentation is mainly limited to case studies from selected locations.
- To mitigate against the risk posed by weak institution capacity of the implementing agencies. The project to in place a process of building the capacity of IGAD and training of project focal persons in the different countries. The evaluation has found evidence of improved capacity of key implementing institutions through changes in policies, procedures and skills. This was also verified through independent reviews of the institutions.
- The programme has done well on the knowledge sharing with other agencies but there is very limited evidence of coordination on implementation. Coordination meetings have been held with some of the agencies operating in the target locations but the evaluation didn't find evidence on coordination or collaboration in the implementation of activities. For example, while two coordination meetings were held with the European Union-funded Building Opportunities for Resilience in the Horn of Africa (BORESHA) project that is implemented in the same locations as the IGAD-FAO PP, it was not clear from the documentation and conversations how this translated into better coordination. Some of the communities supported by IGAD-FAO PP were also supported by the Boresha project which mainly targeted the youth.

ALLOCATION EFFICIENCY

The programme was implemented in 15 locations with an average budget of USD 20,000 per location in the first round of community development plans and additional USD 100,000 in the second round of community development. Considering the geographical dispersion for some of the locations and the logistical requirements to reach some of them, key stakeholders considered this allocation too small for the needs of the community e.g. in one of the communities, the request to finance a solar water pumping system was considered to be too expensive for the available budget available after it had been prioritized by the community. Stakeholders suggested a greater concentration of activities or increment in the budget to allow the interventions to realise tangible benefits for the target community. Community representatives who were interviewed for the evaluation also confirmed the need for additional investments to address some outstanding gaps especially in rehabilitation of water resources.

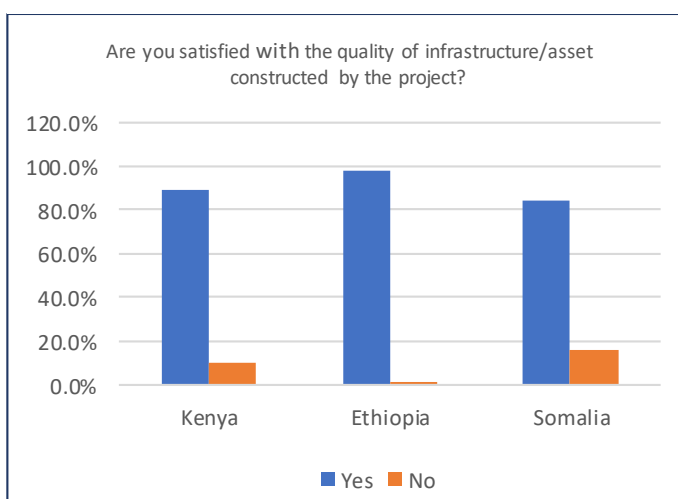
The programme experienced significant delays during the inception and in the validation of the community investments plans. As such, a significant part of the investments were still at the early stages or had just been completed at the time of this evaluation and a comprehensive assessment of impact was not possible. Close coordination is required to ensure that decisions are made in a timely manner to avoid delays that might erode the value the investments generate. For example, delays in the delivery of grass seeds in some location was a factor in the limited progress made in the rehabilitation of the grasslands as the rain window was lost before planting was done.

Notwithstanding the delays in delivery there is a general consensus among the stakeholders that the resources from the programme have been appropriately applied to provide infrastructure that is useful for the communities. The efficiency of the programme at the regional level is less clear. For example, the efficiency of the policy interventions cannot be judged

appropriately since the policy advocacy objectives are not clearly outline. That is, what is the expectations from the events that were convened by the programme.

Overall the quality of the infrastructure delivered by the programme was acceptable to the communities and met the required technical requirements according to feedback from the technical officers from the local authorities. In some locations the fodder stores were already full and more grass was still available in the field and hence the suggestion that more space would be required to optimise on the grass harvest.

Figure 5: community satisfaction with infrastructure



ADAPTIVE PROGRAMMING

The programme has demonstrated strong adaptive capability to navigate what is a very challenging context, a new way of programming for IGAD and a new partnership structure for both FAO & IGAD.

The programme experienced a number of challenges during the inception and during the transition from FAO leadership to IGAD leadership in the delivery of the programme due to the structure of the partnership which had FAO as the lead agency and contract holder but required an additional level of contracting to allow for funds transfer between the two agencies. However, a solution was later found and implementation continued.

On the ground, different locations chose different mechanisms for implementing projects. In Ethiopia the communities chose to use cooperatives as the custodians of the finances and the main vehicle of implementation, in Somalia the communities chose to use a local NGO, while in Kenya, ACTED an international NGO led the community engagement processes but implementation (procurement) was done by IGAD. Each of these models came with its own challenges, in some instances creating significant delays in the execution on the projects. The programme managed to navigate challenges demonstrating good flexibility in its delivery approach. For examples when communities requested particular type of equipment that could only be sourced locally the project was able adjust the procurement process to meet the needs of the communities. The programme has also engaged local partners to support the delivery which allows them to navigate the local context including conflict and security challenges. The local partners are able to access areas that would generally be inaccessible to external people due to security risks. The programme provided an opportunity for the communities to decide on the most suitable approach in their location based on the unique circumstances in each country. The donor also provided the required cushion for a flexible approach by allowing for extensions when they were necessary.

FEEDBACK MECHANISM WITH THE COMMUNITIES

By working with local institutions, the project created feedback loops with the communities that allowed the communities to raise any issues of concern and get feedback. 70% of the respondents in Kenya, 50% of the respondents in Ethiopia and 30% of the respondents in Somalia indicated that they were able to raise their issues and get feedback on time. In Somalia the respondents reported that the focal points were not accessible most of the time and many instances there were delays in receiving feedback and hence majority of the communities felt that programme structures were not very responsive. For example, in cases when there were delays in disbursement of funds for implementation the communities members reported that

Figure 6: Programme feedback mechanism



the local implementing partner was not forthcoming with information and opportunities to undertake own farming activities were lost as community members waited for inputs from the programme.

The evaluation has found evidence of proactive engagement between the programme and other actors in the target location as well as relevant national and regional institutions. Through ICPAC the programme has supported biannual FSNWG policy dialogue and coordination meetings including participation by member states and representatives from the target locations for the IGAD-FAO PP.

To respond to the emergency needs of the communities in Cluster III, the Swiss Agency for Development and Cooperation (SDC) in 2017 provided USD 1 000 000 for livestock emergency response facilitated by the FAO Resilience Team for Eastern Africa (RTEA). The emergency response complemented support from National and County governments to mitigate the effects of the drought on both the pastoral and agro-pastoral communities and support provided by IGAD-FAO PP in community resilience to drought. Through the emergency response FAO supported 5,000 households in Dollow and Belet Hawa districts in Somalia. The beneficiaries benefited from animal health services and livestock feed provision. In Mandera County (Kenya) the project provided feed and mineral blocks that were distributed to more than 700 beneficiary households in the target areas. In Ethiopia, the project supported 1,410 households in Dollo Ado and Dollo Baye by providing animal feeds.

IGAD is also implementing the land governance project funded by the UN Economic Commission for Africa and the Swiss Development Agency (SDC) to mainstream land governance in IGAD's programs. The project is aimed at helping IGAD and its member states to address the various land policy and governance issues and constraints. Land governance issues identified in the IGAD-FAO PP target locations have been shared with the project and there has been continuous engagement between with the programme.

Through the IGAD-FAO Partnership Program (PP) a one-day workshop to deliberate on performance of the feeds platform was held bringing together 20 organisations from the HoA region. The platform provides a learning and coordination mechanism for organisations working in feed, fodder and foliage management issues in the region and contributes to the IGAD-FAO PP outcome on; cross-border communities have enhanced trade opportunities, improved access to natural resources and increased productive capacity. The programme also supported livestock focal points for the IGAD member to participate in the Greater Horn of Africa Climate Outlook Forum (GHACOF) which provides member with information on the climate outlook in the region. This information is used to provide early warning for adverse weather and is crucial for community preparedness to drought.

At the local level there has been ongoing engagement and coordination with other projects implemented in the localities e.g. European Union-funded cross-border project Building Opportunities for Resilience in the Horn of Africa (BORESHA). Boresha has supported some youth groups in the same locations to produce fodder helping in scaling-up some of the initiatives supported by IGAD-FAO PP.

Other SDC funded programmes implemented in the region include the following;

- Kenya Resilient Arid Lands Partnership for Integrated Development (Kenya RAPID) and Northern Kenya Livestock Sector Support (LSS) Programmes, SDC is contributing towards increased access to water and pasture, strengthening of public and private institutions in the water and livestock sectors and put in place policy frameworks to ensure efficient countywide and cross-border water and rangeland management systems. There has been
- SDC partners with FAO Somalia to improve overall household resilience through the promotion of fodder production and marketing and reducing the risks to lives and livelihoods by providing information for decision-making and early action. The programme focuses on fodder value-chain

development in target districts of Awdal region, while at the same time improving the overall institutional capacity for effective planning, decision-making and response during emergencies with the availability of timely information from FSNAU & SWALIM. FSNAU and SWALIM are the key sources of data for the IGAD-FAO programme. The investments in weather stations by FAO-IGAD PP will add into the repository of weather data available in the region.

- In Somalia SDC supports drought resilience building through contributions to the Somalia Resilience Programme (SomReP), multi-donor funded consortium of NGOs, which aims to enable pastoral, agro-pastoral, displaced persons and peri-urban poor to increase their ability to prepare for, adapt to and live through shocks without eroding their livelihoods.
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Key Highlights

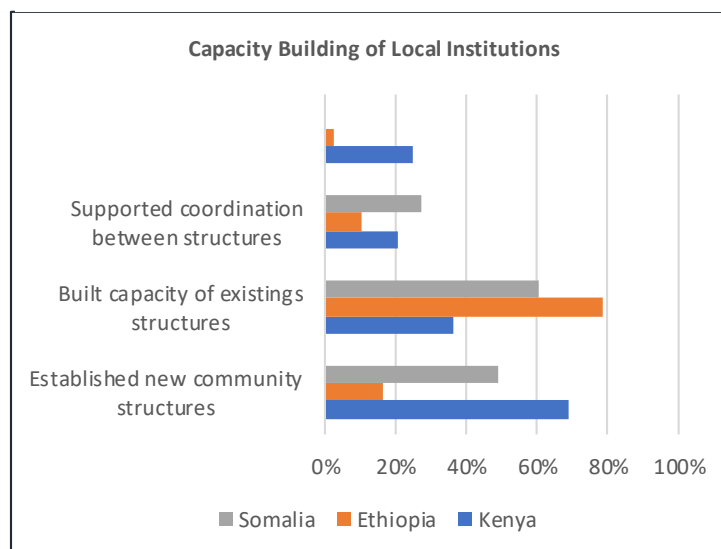
- The programme demonstrates high level of community ownership. Some of the communities that were visited by the evaluation team are already investing own resources in the expansion of the investments started by the programme e.g. water harvesting and irrigation facilities. However, the level of ownership by the local authorities does not match that exhibited by the local communities. The evaluation has not found evidence of integration of the programme activities into the plans of the local authorities or adoption of the key approaches like the APFS. A majority of the local authority actors still expect facilitation from the programme to execute what are expected to be their core functions.
- A clear plan for the long-term continuance of the programme results is currently lacking across most of the locations. The institutional capability of the APFS, the main structure for organising implementation, vary significantly across locations with some demonstrating adequate capability to carry forward on their own, while others still expecting to get support from the local government or the programme to continue undertake activities funded by the programme. For a majority of the groups more support is required including technical training on the maintenance of infrastructure.
- The programme investment in rangeland management and rehabilitation are generally weak on sustainability across all the locations and more is required before the programme completion to strengthen the capacity of the institutions that are expected to continue with the activities on rangeland management.
- The programme has done tremendous work in documenting some of the best practices for sharing at the national and regional level including from activities implemented by other projects in other locations. However, the documentation and sharing of lessons at the local level remains weak.
- There are synergies with other programmes funded by SDC and those funded by other agencies but more structured engagement is required. During the implementation of the programme period a major drought and an SDC project helped respond to the drought and cushion the communities from impact. Communities have also started engaging with other development actors who are active in the locations with some supporting the expansion of the activities e.g. BORESHA supporting youth to engage in fodder production but also providing a market for produced fodder as part of their humanitarian response in the target locations. The project complements other SDC investment in Cluster III including Kenya Resilient Arid Lands Partnership for Integrated Development (Kenya RAPID) and Northern Kenya Livestock Sector Support (LSS) in Mandera County, Kenya, Somalia Information and Resilience Building Action (SIRA) and Drought resilience in Somalia (SOMREP) programmes in Somalia and Strengthening Drought Resilience in the Somali Region of Ethiopia and Natural Resources Management in the Borana Zone of Ethiopia programmes in Ethiopia.
- There is a strong ownership amongst the IGAD specialized institutions for the initiatives started by the programme although some of them had not been completed at the time of undertaking the evaluation. The additional will help these institutions execute their mandate more effectively.
- Security and conflict remain a major risk for sustainability on investments in some of the locations e.g. deployment of weather stations in some of the locations in Somalia is still in limbo due to security concerns and it is unclear how they will be sustained if they are successfully deployed.

Local ownership of the project

Across all the locations there is a strong demonstration of ownership by the communities for initiatives started by the project. Feedback from all communities through the household survey and focus group discussion confirm show that communities have contributed to the programme initiatives either in kind or cash e.g. acquisition of group land for the fodder production, labour for rehabilitation of canals and crop production and expansion of some of the infrastructure . While level of contribution varies significantly across the locations it is mainly a factor of communities capability to contribute and the nature of activities, willingness to contribute has been demonstrated by all the communities.

Figure 7: Effect of the programme on local institutions

The project has invested in the institutional strengthening of local groups and cooperatives but some of them still feel technically inadequate to maintain some of the infrastructure. Across all locations there was consensus that the project has strengthened the capacity of existing institutions or established new ones. At least three groups mentioned the need to train local technicians in the maintenance of the infrastructure and community animal



health workers to ease diagnosis and treatment of livestock diseases. There are also strong structures for sharing resources among the members e.g. the fodder produced by the groups is shared equally and any requests from other community members are considered by the whole group before being approved.

Some of the groups interviewed for the evaluation (15% of the groups), are already raising resources for maintenance or expansion of the infrastructure established by the project e.g. the farmer group in Khalalio has started raising resources to expand the piping to their new farm. However, this is not across board and the project need to institutionalise the sustainability plans across all the activities. Discussions should be the held with the community institutions and the local authorities to establish how the infrastructure will be sustained. If there is need for to contribute any fees then this should be introduce from the onset to ensure there is consensus before the actual investment is made.

Security remains a major threat in some locations. During the evaluation one community reported that their tractor (not funded by the project) had been taken away by the insurgents. This demonstrates that security is still a major risk to sustainability in some locations, especially for moveable assets. To mitigate against the security risk, a joint risk assessment should be done at inception to establish the exposure of the different investments and make appropriate decisions.

From the evaluation, the sustainability of natural resource management activities, especially the rehabilitation of rangelands in highly doubtful. In multiple locations the communities reported that there were no clear plans or responsibility to continue with the rehabilitation activities. Successful

rehabilitation will also require a scale-up in the local grass seed production and establishment of protected grazing areas to allow the foliage to mature and produce seeds before harvesting or grazing. The evaluation did not find any evidence of existence of strong structures to guarantee this continuity.

Key Highlights

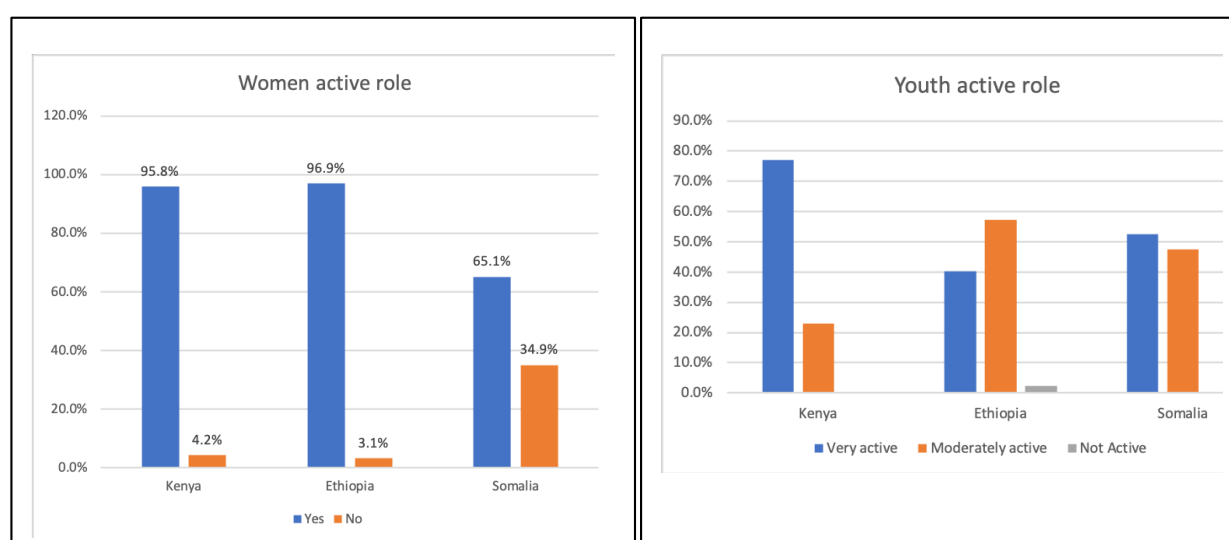
- The project has been implemented in a conflict sensitive way and has effectively navigated the political and community conflict risk in the region. There is no evidence that the programme has contributed to reduction in conflict in the region. A detailed conflict analysis of undertaken at the start of the project to inform targeting and help the team understand the conflict dynamics in the cross-border locations.
- The programme has contributed to participation of women and youth through inclusion in selection and implementation of community priority activities, thus sustaining Gender Equality level 02 implementation. In addition, the programme has dedicated investments that support women led economic activities. This support and continuous awareness on how to address gender concerns at the community level have helped shift gender relations from the traditional gender roles to new roles where women participate actively in economic activities and have control over assets and income, as well as their active participation in decision making processes.
- The programme has predominantly used community level institutions to implement the programme activities which has enhanced social accountability and participation in project activities. The programme has also invested in strengthening the capacity of the community institutions including the governance and accountability structures.
- There programme has promoted do-no-harm principles and supported the inclusion of minority including investment for Internally Displaced Persons (IDPs) and minority. More needs to be done to protect the interests of minority groups. There was a case where support that was meant for minority groups was diverted to the whole community thus the need for sustained community advocacy on minority inclusion and protection.
- The programme has contributed to participation of women and youth through inclusion in selection and implementation of community priority activities. In addition, programme has dedicated investments that support women led economic activities. This support and continuous awareness on gender issues have helped change traditional norms on the role of women.
- The programme has predominantly used community level institutions to implement the programme activities which has enhanced social accountability and participation in project activities. The programme has also invested in strengthening capacity of the community institutions including the governance and accountability structures.
- Benefits from the programme are generally accessible to all the target beneficiaries regardless of their gender. However, there is need to collect more gender disaggregated of data on the impact of the programme at the local level. Some of the documented cases studies demonstrate that impact of programme on gender varies from one location to the other e.g. positive impact through fattening of small ruminants, and good lessons can be learnt by collecting and analysis more data information on the impact of the programme.

REPRESENTATION OF MEN, WOMEN AND YOUTH

There has been significant positive change in gender roles even though gender roles among men and women are well defined. Women are increasingly being involved in community productive activities, while men are supporting this positive shift by not only promoting the participation of women but also supporting women's ability to contribute to decision making. The positive gender relations continue to advance the project's gender equality intentions since the more women participate in productive work the more their influence and ability to participate in decision making advances thus creating a socio-economic and political enabling environment. This positive shift was realised in Kenya and Somalia while minimal change was noted in Ethiopia due to the structural way of handling the project. The community prioritization and actions approach adapted in Kenya and Somalia has contributed to this positive gender relation shift. Women as well as men are very active and participate in all project activities. There is an improvement in contribution of women and youth to decision making at the household and community level. On representation of women, youth and other minority groups the programme performed well and had a strong representation of both men and women. Across all locations, more than 60% of the respondents agreed that women and youth played an active role in the programme activities. All local institutions had a strong representation of women at both operation and decision-making level.

There is heightened consciousness among all the key stakeholders to ensure representation of women and youth in all project activities. A review of APFS groups memberships and CMDRR committees across all the locations confirms at least 20% representation of women with most of the locations meeting the recommended threshold of 30%. The programme engaged both women and men and distributed tasks according to the accepted gender roles (men engaged in heavy duty work during fodder preparation and distribution of fodder while women supported in watering and marketing the fodder).

Figure 8: Percentage of respondents who report women and youth play active role



In some locations, the programme has invested in women prioritized activities like market stalls and donkey carts that improve access to economic opportunities for women and also contributes to the resilience of women headed households. The programme also established an APFS group targeting the IDPs in the location and trained a master trainer to provide capacity development for the group.

ALLOCATIVE EQUITY IN THE PROGRAMME

The evaluation has not found any evidence of allocative equity in the programme budget allocation. While a baseline resilience analysis was done at the start of the programme there is no evidence that the findings were used to inform resource allocation. All the target locations got the same budget despite performing differently in the resilience analysis with some being significantly lower on food security measures and more vulnerable to drought relative to other locations. Allocative equity would mean that areas with a higher need and poor performance get a bigger allocation than those that have a relatively higher performance on food security and other resilience measures.

ACCESS TO BENEFITS GENERATED BY THE PROJECT

Resources generated by the programme are equitably accessible to both women and men headed households. Fodder harvested by some of the groups was shared equally between households and a clear mechanism has been laid for equal access to other opportunities including sharing of the irrigation pumps and water resources. In places where crop production is taking place women groups have access to leased land that they are using for crop production and they are able to sell the produce in the urban centres. There was an incidence in one location where donkey carts that were allocated to a minority group were taken away and distributed to the larger community thus undermining the group.

CONFLICT SENSITIVITY

As part of its conflict sensitive programming, the programme carried out a conflict analysis of the locations to establish a baseline but also inform the choice of locations for the programme. Some of the key findings of the baseline on the conflict dynamics in the region included;

- Competition over scarce natural resources is a key source of tension in the study region. The perennial drought and the resulting shortage or depletion of pasture and water resources leads to intra and inter-clan conflicts.
- Marginalisation and exclusion of the minorities is now predominantly rampant among the communities in the region than those instigated or historically understood to be instituted by the states.
- Recurring drought has severely affected livelihoods in the corridor and this is worsened by decreased mobility of pastoralists due to the current volatile nature of the region and government policies restricting movements.
- Although traditional dispute resolution mechanisms exist, they are not effective in responding to most conflicts. Absence of harmonized social contracts (Xeer), lack of systematic community-driven dialogues, and inability of the elders to cope with the magnitude of

conflicts are some of the challenges confronting the institution. The obstacles notwithstanding, the mechanism still remains a key source of resilience in the region

The baseline study informed the programme approach to conflict sensitivity including the choice of locations for interventions. Based on continuous conflict analysis, the project was able to change locations to allow market access due to security risk from extremist groups. The project investment in fodder and water resources have the potential to reduce conflict that emerges from cross border movements in search for water and fodder but during the evaluation we have not found evidence of any impact of conflict. Most of the investment are still at nascent stage and don't allow for a comprehensive assessment of the effect on conflict.

In 2019 the programme organised a meeting with community and government representatives from the countries to facilitate the formation of a Conflict Prevention Management and Resolution (CPMR) platform. The main purpose of the CPMR Platform was to promote and support peaceful coexistence of cross-border communities, building resilient communities and alternative livelihood development. It was supposed to support the establishment of an agreed joint framework on CPMR and early warning and early response (EWER) information data collection, analysis and sharing. However, conversations with community representative from the region do not provide any evidence the platform has played any active role in preventing or mitigating conflicts in the region.

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LESSONS, CONCLUSIONS AND RECOMMENDATIONS

LESSONS LEARNT

- I. **Structuring and managing partnerships** : there were significant delays in the inception of the project as both IGAD and FAO tried to figure out a working arrangement for the execution of the programme that allowed both agencies to comply with institutional policies. To avoid such delays clarity should be established before commencement of operations. There was also a gap at the county level as no formal engagement mechanism was established between the counties and the programme. Although counties had seconded focal points to the programme the role and mandate of the different departments was not very clear. In addition, there was an expectations mismatch in the level of facilitation that the programme could provide to the county officials in execution of their mandate.
- II. **Strengthening of local institutions to implement projects**: A key contributor to the strong ownership of the investments by the programme is the use of local institutions to implement the programme. The community appreciate the capacity created by the programme as it allows them to engage more effectively with other agencies and articulate their need more effectively but allows them to manage the resources provided more effectively.
- III. **Incorporating emergency response mechanism in development programming as an important risk mitigation measure**: One of the key challenges faced by the project was the drought in 2017, which would have had a significant impact upon the livelihoods of households in the target communities. In response, FAO and IGAD provided emergency support that minimized the impact of the drought upon the affected population. This was key in ensuring continuity and sustainability of the interventions by the IGAD-FAO PP. In 2019-2020 there has been a locust invasion in the region that has threatened the fodder production and although the risk has reduced, it is worth considering possible response in case the issue recurs.
- IV. **Cross-country engagement**- The project faced challenges with regard to the organization of joint cross-border exchange and training activities. In the proposal these activities were to be carried out jointly in the different project locations but this has proved impossible. There are no official crossing points in the cluster, the locations are very far from official crossing points. Difficulty in travelling between the countries remains a major deterrent for such activities. This bottleneck was mitigated by holding in-country trainings and exchange visits, although this caused an increase in the cost of learning and exchange. Through continued efforts to encourage cross-border exchange visits the programme has gotten a buy-in from Ethiopia regional bureau to help in cross border hosting in Ethiopia and crossing of community members.
- V. **Women led projects to break gender barriers**: The women led projects like GWEDO have proved to be successful thus the need to replicate similar women empowerment approaches across the project sites. GWEDO Group has also managed to work and engage women from minority groups. Generally being a women's group that focuses on fodder production and animal fattening, positive results have been achieved thus reducing community conflict over resources. Do no harm has been achieved by women participating in community driven drought resistant interventions which have improved food security and household nutrition as the animals also produce high protein milk that is consumed by the households.
- VI. **Gaps in provision of extension**: one of the key gaps identified by the APFS groups is the provision of extension by the relevant government agencies. To address the gap, the programme should to

explore mechanisms of decentralising extension e.g. by training community health workers to help in diagnosis of livestock diseases and local technicians in the maintenance of the infrastructure.

- VII. **Weak institutions slow down implementation:** In Somalia IGAD-FAO PP had to use a third party to implement due to the weak governing structures in Somalia. Project implementation in Somalia continues to face challenges due to changes in the local authorities and turnover of government focal points. The cost of delivering activities in Somalia continues to be higher than in other project target areas in Kenya and Ethiopia.

In Ethiopia, Communities have opted to implement through local cooperatives. When these cooperatives were assessed they were found to have very low capacity. This necessitated IGAD to engage in basic capacity building to enable them handle the funds. And while this has resulted in delays before commencement of operations in Ethiopia it has created strong local institutions which is important for sustainability. It also requires closer monitoring by the government organs, IGAD-FAO teams which results in higher monitoring costs.

- VIII. **Security risk:** Security in the target areas remains a concern and, in some instances, has slowed down the implementation of activities. IGAD cluster 3 is a high security zone due to the presence of Al Shabbab in the Gedo region of Somalia and Mandera in Kenya. This has restricted the project team from accessing the community sites. One of the programme locations in Somalia was dropped because of security concerns. Field missions to Somalia have failed 2 times due to security situation in the area. The political unrest in Ethiopia in 2018 also greatly affected access to the project areas by the implementation team based in Jijiga, as movements were restricted. Installation of meteorological stations is likely to be affected by the fluid security situation because it requires technical teams to be physically present in the fields for extended periods.

CONCLUSIONS

- The choice of investments by communities are well aligned with the objectives of the IGAD-FAO programme and those of IDDRSI and have a potential to contribute to the overall resilience of the communities in Cluster III once completed. At completion the programme is expected to deliver on three of the four stated objectives i.e. improving the resilience capacity of the target communities by improving their resilience capacity, generating evidence and analysis to inform policy and investment decision making and strengthening the capacity of specialised IGAD institutions. However, the programme has struggled to create cross-border trading opportunities due to a challenging political economy environment, security and conflict situation in the cluster and lack of clear linkage between the local and regional interventions undertaken by the programme. The evaluation has not found evidence that the programme has succeeded in shaping the required policy framework at the regional level that would help unlock the barriers to cross-border trade in the region as envisaged in the programme theory of change.
- Despite initial delays during the inception and transition from FAO to IGAD leadership the programme is on course to deliver on the significant part of its activities. The lost time has been compensated by providing an extension to the programme. However, due to the delays in implementation, the evaluation could not make an assessment of the outcomes for a majority of investments made by the programme. A significant part of the programme portfolio was still ongoing at the time of the evaluation. Creating systemic change and sustainable resilience in the communities will require a scale-up of the interventions e.g. creating a market for fodder in the wider community will require a shift in the traditional model of pastoralism to create adequate commercial incentives for fodder production. The evaluation has not found evidence that the

market is able to keep up with the production and provide adequate commercial incentives for the scale-up of fodder production. Even at the current levels of productions the demand for fodder (purchased) does not meet the supply. In the short-term the programme should consider linking the production to other potential market triggers e.g. working with humanitarian response activities in the region to acquire the stored fodder from the farmers and distribute to the households facing shortage. This could help create the commercial incentives required to support the scale up of production.

- Working holistically and through a broad mandate, the IGAD-FAO PP is enhancing the resilient capacity of the target communities. However, it is not possible to make a conclusive assessment of the impact on the actual resilience of the household as most of the investments are just completed or still ongoing. The choice of investment is appropriate and as a portfolio the investments are complementary in nature. The community investments plans have ensured a balance in the choice of investments with most locations settling for a combination of fodder or crop production investments accompanied by water resources rehabilitation or water harvesting investments and as a package they strengthen the resilience capacity of the communities more effectively than when done alone.
- The programme hasn't demonstrated traction on natural resources management and a review of the approach will be required if the programme still aspires to trigger a significant shift in the way natural resources (particularly grazing land) is rehabilitated and managed.
- Institutional capacity is still limited for the community level institutions that are entrusted with implementation and maintenance of the different investments. Establishing community structures and building adequate capacity takes time. Continuous capacity development is still required, especially in resource mobilization for the maintenance of the infrastructure, commercialization of the different interventions and growth in the scale of fodder and crop production. In the short-term intensive engagement with the local government agencies will still be required.
- The relevance of IGAD-FAO gender mainstreaming work is high, given the importance of inclusivity in resilience programming. Incorporation of women and youth in key community institutions as well as gender-targeted investments for women was successful in amplifying the role of women in the communities and in shifting some traditional gender norms. The evaluation has not found adequate evidence for higher level engagement on role of women in resilience building and cross-border engagement in the IGAD Cluster. The programme should explore the possibility of using the positive lessons emerging on the role that women play in leadership, resilience and community institutions to ignite a broader discussion on the role on women the cluster and beyond.
- The programme has strengthened the capacity of the specialised IGAD institutions to deliver more effectively on their mandate. The institutions now have greater reach within the IGAD Cluster and are able to generate actionable data and information that will be useful for informing resilience programming and interventions. However, more work is still required in translating the evidence emerging from the ground to policy actions and investments by the IGAD member states. Cross-border collaboration is still limited and continued engagement at the local and regional level will be required to unlock the barriers that are mostly of conflict and security in nature.
- Additional support is still required from the local authorities for the programme to reach its objectives and there is a need to develop a structured mechanism of engagement: The programme has been developing the capacity of community level institutions to prioritize and implement key projects. However, most of them are still lacking on technical capacity to implement and maintain the infrastructure and technical backstopping will be required from local authorities for the

foreseeable future. To ensure sustainability the cooperation between the communities level institutions and the local government structures is crucial.

RECOMMENDATIONS

- **Develop a clear policy objective for the programme:** The programme theory of change envisages complementarity between the investment at the local level and the policy engagements at the national level and regional level to achieve the objectives of the programme. However, this evaluation has not found evidence that the programme has achieved this complementarity in its execution of the different workstreams. While policy priorities were identified in the inception of the programme, the implementation does not demonstrate that a clear pathway was followed in pursuing these policy objectives. As a result, no evidence has been found for specific policy changes that are beneficial to the communities in the target areas. Most of the policy barriers identified at inception e.g. the restrictions on movement of goods and people, lack of joint mechanism for managing conflict and security issues in the cluster, lack of formal resource sharing mechanisms still persists. There is need to consolidate the involvement of the programme to a set of policy issues at both regional and national levels to make easy to track progress and demonstrate results to the resources utilised by the programme.
- **Improve coordination and collaboration with other SDC funded projects in the region:** While the programme has done well in sharing knowledge with other programmes, there is very limited evidence of actual coordination in the implementation of investments on the ground. The programme should improve coordination and complementarity with other programmes implemented in the target locations. Ongoing projects in the livestock sector, humanitarian and conflict management and provide useful leverage for programme and help fill some of the gaps left by the IFAO-FAO programme in infrastructure and institutional. Some of the programmes also have a longer tenure compared to the IGAD-FAO programme and can help scale some of the initiatives that have been started by the programme.
- **Improve knowledge, information and practice sharing at the local level:** As noted above the programme has done tremendous work in documenting some of the best practices for sharing at the national and regional level including from activities implemented by other projects in other locations. However, the evaluation didn't find any evidence of knowledge and information sharing at the local, within and between the countries. Communities can benefit from exchanges and knowledge sharing particularly from some of the groups that have gained momentum in the implementation of different interventions (grass harvesting, fodder farming and livestock fattening)
- **Review the institutional structure for the programme:** The programme brought together two institutions (IGAD & FAO) with different capabilities to build a consortium with complementary capabilities. On one hand, FAO has strong technical capabilities on agricultural matters while IGAD has the regional reach to deal with policy issues at the regional and national level. However, none of the two institutions have demonstrated adequate capability for on the ground implementation of projects. As a result, the consortium has developed partnerships with local authorities to provide the technical support to the communities or contracted other agencies (GWEDO in Somalia, ACTED & COOPI in Kenya) to facilitate the community planning and implementation processes. None of the two consortium members has demonstrated a stronger capability (access,

political astuteness and logistical flexibility) for on ground implementation. While engaging of facilitators to support communities is effective in achieving the immediate outputs of the programme, limited visibility for both FAO and IGAD and short-term nature of the engagement with the facilitators jeopardizing the long-term sustainability of the programme outcomes. Most to the community level institutions will require hand holding before they can stand on their own, the evaluation has not found evidence of commitment from the local authorities or engaged facilitators to carry this role in the foreseeable future. Future programming in the cluster should consider having a partner with on ground presence and access to the cluster, ideally for all the three countries.

- **Strengthen collaboration with local authorities-** The local authority institutions are important for the sustainability of the investments undertake by the programme and the implementing agencies should follow-up with all the local authorities to develop a structure that puts them at the heart of implementation and technical support for communities. The local authorities e.g. counties in Kenya, could also provide additional resources required to scale some of the interventions. For this to happen, a policy framework to integrate the interventions into local authority planning and budgeting would be required and hence the need for closer collaboration. Where necessary the programme should consider getting into formal agreement with the local governments to provide a point of reference for the focal persons when they need to allocate resources for follow-up and technical support to the communities.
- **Review of theory of change:** The use of the programme Theory of Change (ToC) to continuously improve the programme should be enhanced. As mentioned above the programme is currently underperforming on the cross-border trade opportunities outcomes and there is need to reassess the ToC to ensure the causal linkages and the assumptions underpinning this objective are still valid. The political economy in the cluster as well at higher levels (regional and country) make it difficult to pursue the cross-border trade in the short-term. As a result, the programme should prioritize other mechanisms of supporting the communities to improve their resilience. While the challenges facing the region do not invalidate the role of cross-border trade in strengthening the resilience of the communities, a clear pathway to achieve will be required when developing a revised programme theory of change. This entails taking a deep dive into the political economy issues in the region to identify the issues that the programme can adequately deal with and those that the programme cannot influence. For those that the programme can't influence they should be highlighted as potential risks and continuously monitored to ensure they do not jeopardize the achievement of the programme outcomes.
- **Strengthen monitoring, evaluation and documentation:** As mentioned about monitoring, evaluation and documentations of outcomes for the project remains very weak across all the intervention areas of the programme. There is need to develop appropriate data capturing and synthesis as well as build the capacity of the relevant partners to be able to capture and analyse the relevant data and information especially at community level. This will help the programme to strengthen accountability and learning and generate evidence that can be utilised for the policy advocacy objectives of the programme.
- **Managing delivery and political risk for the programme:** frequent changes in the government focal points in Somalia have affected effective coordination and monitoring of the programme. The programme should explore the possibilities of embedding coordination within the institutions (ministry or local administration) rather than in individual focal persons e.g. the potential to work with a committee that has a number of officials could be explored. In Kenya the programme could improve the support to the APFS and CMDRR groups by getting the sub-county officers more

engaged in monitoring the implementation. In Ethiopia each Kebele is supposed to have a development agent to coordinate projects being implemented but this has not been the case as noted by one of the mission reports and confirmed by key informant interviews. Engaging more with the relevant government agencies will help address the identified gap in extension services.

- **Strengthening natural resources management structures:** While the project has gained traction on individual and group level interventions the community level interventions on natural resources management including rehabilitation of rangelands through reseeded and establishing grazing management structures to reduce degradation are lagging behind. There is a need to evaluate the programme investments in this outcome and develop concrete plans on how to achieve the outcomes in future.
- **Embedding the sustainability of the outcomes in local institutions:** while the programme has done tremendous work in developing community level assets to strengthen the resilience of the households. The sustainability for some of investments is doubtful as most of community level institutions are relatively young and lack adequate capacity to effectively manage the assets e.g. the technical capacity and resources to maintain irrigation infrastructure. There is need to work closely with the relevant government agencies to ensure that the management of this assets is integrated with the government structures. For example, the management of the weather stations in Somalia will heavily rely on government and community involvement due to access challenges for other institutions, however, a clear plan for government engagement is currently not in place. The government could also invest in scaling the initiatives when the innovation has been proven using the programme resources.
- **Collection of gender disaggregated data at the local level:** While the benefits from the programme are generally accessible to all the target beneficiaries there is need to collect more gender disaggregated data on the impact of the programme at the local level. Some of the documented cases studies demonstrate that impact of programme on gender varies from one location to the other e.g. positive impact through fattening of small ruminants, and good lessons can be learnt by collecting and analysis more data information on the impact of the programme.



IGAD - FAO Partnership Programme on Building Resilience for (Agro-) Pastoralists Communities - External EVALUATION 2021

SWISS COOPERATION OFFICE - MANAGEMENT RESPONSE AND PROPOSED ACTION PLAN ON RECOMMENDATIONS

1. Introduction:

The Management Response states the position of Horn of Africa Swiss Cooperation Office (SCO) response on the recommendations of the External Evaluation of IGAD FAO Partnership Programme.

SDC commissioned KASMODEV to undertake an independent evaluation of the IGAD-FAO PP. The main objective of this evaluation was to assess IGAD - FAO PP processes, results and overall achievement of objectives in an independent and impartial manner consistent with generally accepted principles and standards for evaluation, and to identify lessons that can inform the ongoing management of the programme and elaboration of the next phase of the programme.

The SCO thanks the evaluation team for its effort and the valuable report and commits to implement the recommendations as set out below.

2. Key elements of the Management Response:

Based on evaluation findings and conclusions, the Evaluation Team offered a total of 11 recommendations.

Overview of recommendations, management response and measures

Recommendation 1

- **Develop a clear policy objective for the programme:** The programme theory of change envisages complementarity between the investment at the local level and the policy engagements at the national level and regional level to achieve the objectives of the programme. However, this evaluation has not found evidence that the programme has achieved this complementarity in its execution of the different work-streams. While policy priorities were identified in the inception of the programme, the implementation does not demonstrate that a clear pathway was followed in the pursuing these policy objectives. As a result, no evidence of been found for specific policies changes that are beneficial to the communities in the target areas. Most the policy barriers identified at inception e.g. the restrictions on movement of goods and people, lack of joint mechanism for managing conflict and security issues in the cluster, lack of formal resource sharing mechanisms still persists. There is need to consolidate the involvement of the programme to a set of policy issues at both regional and national levels to make easy to track progress and demonstrate results to the resources utilised by the programme.

Management response

Partially agreed. The programme is designed to implement government policy directive and where there are gaps assist in the formulation. Most of the policies were in place and where gaps existed during the baseline study, the programme assisted in formulation

during the inception and first two years of implementation. Advocacy for the policy implementation has not been sufficient at the community level.

Measures	Responsibility	Timing
<p>1. Cluster coordination office to be established by IGAD in the IGAD Cluster III (Mandera). This was a directive by the member states similar to the Karamoja cluster coordination office. This was a recommendation and directive was given in the IDDRSSI steering meeting held in March 2021 in Mombasa.</p> <p>Next programme phase to have IGAD staff close to programme implementation for coordination and collaboration with other partners. Improve work with local authorities and synergise work on the ground. IGAD will have staff recruited at the cluster coordination office to coordinate linkage between regional and national level.</p>	IGAD IDRSSI Secretariate in Djibouti - ICPALD to coordinate.	Action: Immediate.
<p>2. Member states/local authorities – monitoring implementation, coordination of cross-border aspects and providing technical support to communities to assist in translating regional and national policies to local actions. Strategic guidance and steering to be provided by the IDRSSI national focal points.</p>	IGAD ICPALD	Next phase.

Recommendation 2

Improve coordination and collaboration with other SDC funded projects in the region: While the programme has done well in sharing knowledge with other programmes, there is very limited evidence of actual coordination in the implementation of investments on the ground. The programme should improve coordination and complementarity with other programmes implemented in the target locations. Ongoing projects in the livestock sector, humanitarian and conflict management and provide useful leverage for programme and help fill some of the gaps left by the IGAD-FAO programme in infrastructure and institutional. Some the programmes also have a longer tenure compared to the IGAD-FAO programme and can help scale some of the initiatives that have been started by the programme.

Management response

Agreed.

Measures	Responsibility	Timing
<p>1. Enhancing coordination and collaboration will ongoing initiatives to create synergy with other programmes.</p>	ABN, IGAD, FAO.	Ongoing.
<p>2. Joint Steering committee with IGAD Land Governance Unit (GPFS programme) and other SDC projects in the cross-border areas.</p>	IGAD, FAO	Planned for next phase.

Recommendation 3

Improve knowledge, information and practice sharing at the local level: As noted above the programme has done tremendous work in documenting some of the best practices for sharing at the national and regional level including from activities implemented by other projects in other locations. However, the evaluation didn't find any evidence of knowledge and information sharing at the local, within and between the

countries. Communities can benefit from exchanges and knowledge sharing particularly from some of the groups that have gained momentum in the implementation of different interventions (grass harvesting, fodder farming and livestock fattening)

Management response

Partially agreed. Exchange between Countries have been limited. However, exchanges within countries and between communities happened during the programme implementation with community groups meeting and lessons shared. Efforts to link cross-border communities have failed in several attempts due to insecurity. Follow up with partners indicate that communities in Kenya visited Isiolo and Taveta counties while communities in Ethiopia held meetings within their communities e.g pastoralists exchanged with agro-pastoralists.

Measures	Responsibility	Timing
1. Enhanced collaboration between countries with the use of cluster coordination office.	IGAD	Next phase.
2. Knowledge management generation and dissemination to be done at the community level as opposed to national and regional levels. Knowledge dissemination has been more actively done at national level in the current phase.	IGAD/FAO/Implementing partners.	Steering of current programme and incorporation in the next phase.

Recommendation 4

Review the institutional structure for the programme: The programme brought together two institutions (IGAD & FAO) with different capabilities to build a consortium with complementary capabilities. On one hand, FAO has strong technical capabilities on agricultural matters while IGAD has the regional reach to deal with policy issues at the regional and national level. However, none of the two institutions have demonstrated adequate capability for on the ground implementation of projects. As a result, the consortium has developed partnerships with local authorities to provide the technical support to the communities or contracted other agencies (GWEDO in Somalia, ACTED & COOPI in Kenya) to facilitate the community planning and implementation processes. None of the two consortium members has demonstrated a stronger capability (access, political astuteness and logistical flexibility) for on ground implementation. While engaging of facilitators to support communities is effective in achieving the immediate outputs of the programme, limited visibility for both FAO and IGAD and short-term nature of the engagement with the facilitators jeopardizing the long-term sustainability of the programme outcomes. Most to the community level institutions will require hand holding before they can stand on their own, the evaluation has not found evidence of commitment from the local authorities or engaged facilitators to carry this role in the foreseeable future. Future programming in the cluster should consider having a partner with on ground presence and access to the cluster, ideally for all the three countries.

Management response

Partially agreed: The project design envisaged institutional arrangement with IGAD and FAO handling policy, and technical component respectively. Reflections on the role of master trainers of the APFS groups whose capacities were built through the project and are government staff and act as community mentors has been missing in the evaluation feedback. In Ethiopia, the approach has been taken up the government fully and the master trainers of the current phase will be used to rollout the field schools in the government

programme. The use of the local implementing partners is to deliver specific activities in the project while IGAD and FAO provides policy and technical support to the partner.		
Measures	Responsibility	Timing
• The next phase of the project plans to have more local presence for the lead implementing partners – Cluster coordination office to be opened in the IGAD Cluster III.	IGAD/FAO	Next phase/ 2021.
• Continued capacity strengthening of local partners is planned.	IGAD/FAO	Next phase/ 2021.
• Longer term agreements with local partners away from the current short term engagement for sustainable involvement local implementing partners and communities. This will give milestones for joint implementation to enhance ownership.	IGAD/FAO	Next phase/ 2021.

Recommendation 5

Strengthen collaboration with local authorities- The local authority institutions are important for the sustainability of the investments undertake by the programme and the implementing agencies should follow-up with all the local authorities to develop a structure that puts them at the heart of implementation and technical support for communities. The local authorities e.g. counties in Kenya, could also provide additional resources required to scale some of the interventions. For this to happen, a policy framework to integrate the interventions into local authority planning and budgeting would be required and hence the need for closer collaboration. Where necessary the programme should consider getting into formal agreement with the local governments to provide a point of reference for the focal persons when they need to allocate resources for follow-up and technical support to the communities.

Management response

Partially agreed: Local authorities have been at the centre of the programme implementation, have selected the project sites, reviewed community investment proposals and alignment to local/national plan including in the community grant allocation.

Measures	Responsibility	Timing
The institutional arrangement reviewed and strengthened use of facilitation approach will be explored in the design of the next phase of the programme.	ABN/SDC	Next phase.

Recommendation 6

Review of theory of change: The use of the programme Theory of Change (ToC) to continuously improve the programme should be enhanced. As mentioned above the programme is currently underperforming on the cross-border trade opportunities outcomes and there is need to reassess the ToC to ensure the causal linkages and the assumptions underpinning this objective are still valid. The political economy in the cluster as well at higher levels (regional and country) make it difficult to pursue the cross-border trade in the short-term. As a result, the programme should prioritize other mechanisms of supporting the communities to improve their resilience. While the challenges facing the region do not invalidate the role of cross-border trade in strengthening the resilience of the communities, a clear pathway to achieve will be required when developing a revised programme theory of change. This entails taking a deep dive into the political economy issues in the region to identify the issues that the programme can adequately deal with and those that the programme cannot influence. For those that the programme can't influence they should

highlighted as potential risks and continuously monitored to ensure they do not jeopardize the achievement of the programme outcomes.

Management response

Agreed:

Measures	Responsibility	Timing
<ul style="list-style-type: none"> The political economy analysis (PEA) to be reviewed and strong consideration in enhancing trade, minimizing transboundary challenges and promoting cross border collaboration to be focused in building community resilience. 	IGAD/FAO/SDC	June/July 2021
<ul style="list-style-type: none"> Develop/review the theory of change in the design of the new phase of the programme. 	IGAD/FAO/SDC	June/July 2021
<ul style="list-style-type: none"> Review the risk analysis/matrix with clear mitigation measures for identified risks. 	IGAD/FAO/SDC	June/July 2021

Recommendation 7

Strengthen monitoring, evaluation and documentation: As mentioned about monitoring, evaluation and documentations of outcomes for the project remains very weak across all the intervention areas of the programme. There is need to develop appropriate data capturing and synthesis as well as build the capacity of the relevant partners to be able to capture and analyse the relevant data and information especially at community level. This will help the programme to strengthen accountability and learning and generate evidence that can be utilised for the policy advocacy objectives of the programme.

Management response

Agreed:

Measures	Responsibility	Timing
<ul style="list-style-type: none"> Build the capacity of the implementing partners and local authorities for monitoring and improved outcome documentation. Efforts to support field monitoring of programme to be clearly outlined. 	IGAD/FAO	June 21/next phase.

Recommendation 8

Managing delivery and political risk for the programme: frequent changes in the government focal points in Somalia have affected effective coordination and monitoring of the programme. The programme should explore the possibilities of embedding coordination within the institutions (ministry or local administration) rather than in individual focal persons e.g. the potential to work with a committee that has a number of officials could be explored. In Kenya the programme could improve the support to the APFS and CMDRR groups by getting the sub-county officers more engaged in monitoring the implementation. In Ethiopia each Kebele is supposed to have a development agent to coordinate projects being implemented but this has not been the case as noted by one of the mission reports and confirmed by key informant interviews. Engaging more with the relevant government agencies will help address the identified gap in extension services.

Management response

Agreed:		
Measures	Responsibility	Timing
<ul style="list-style-type: none"> Local steering committees to be put in place with the participation of local government forum/focal points to assist in implementation, decision making and improve coordination. This will be a lower level to the current programme steering committee (PSC). 	IGAD/FAO	Next phase

Recommendation 9 Strengthening natural resources management structures: While the project has gained traction on individual and group level interventions the community level interventions on natural resources management including rehabilitation of rangelands through reseeding and establishing grazing management structures to reduce degradation are lagging behind. There is a need to evaluate the programme investments in this outcome and develop concrete plans on how to achieve the outcomes in future.		
Management response		
Agreed:		
Measures	Responsibility	Timing
<ul style="list-style-type: none"> Include the programme design for the next phase the outcome of the root causes of food insecurity/vulnerability discussion and how this can be addressed in a more coherence and stronger approach. 	SDC/Implementing partners.	Next phase.
<ul style="list-style-type: none"> Review the range reseeding activities and ensure that future engagement takes into account very strong conflict sensitivity approach. 	Implementing partners	Next phase

Recommendation 10 Embedding the sustainability of the outcomes in local institutions: while the programme has done tremendous work in developing community level assets to strengthen the resilience of the households. The sustainability for some of investments is doubtful as most of community level institutions are relatively young and lack adequate capacity to effectively manage the assets e.g. the technical capacity and resources to maintain irrigation infrastructure. There is need to work closely with the relevant government agencies to ensure that the management of this assets is integrated with the government structures. For example, the management of the weather stations in Somalia will heavily rely on government and community involvement due to access challenges for other institutions, however, a clear plan for government engagement is currently not in place. The government could also invest in scaling the initiatives when the innovation has been proven using the programme resources.		
Management response		
Agreed: The sustainability of the programme activities is the responsibility of the communities, local authorities and national governments that committed through IDDRSI framework to act nationally while thinking regionally in building resilience of cross border communities. The community investment activities financed through programme grants are selected by the communities. However, longer term engagement and increased capacity building efforts are needed which was not possible due to delays in the programme implementation.		

Measures	Responsibility	Timing
<ul style="list-style-type: none"> Continued engagement of the local community structures and local authorities following the completion of the community investments. 	IGAD/FAO	Ongoing
<ul style="list-style-type: none"> Increased local community committees' participation in programme steering. 	IGAD/FAO	Next phase.

Recommendation 11

Collection of gender disaggregated data at the local level: While the benefits from the programme are generally accessible to all the target beneficiaries there is need to collect more gender disaggregated data on the impact of the programme at the local level. Some of the documented cases studies demonstrate that impact of programme on gender varies from one location to the other e.g. positive impact through fattening of small ruminants, and good lessons can be learnt by collecting and analysis more data information on the impact of the programme.

Management response

Agreed.

Measures	Responsibility	Timing
<ul style="list-style-type: none"> Recommendations from programme gender analysis to inform the elaboration of the second phase of the programme for more transformational reflections on the programme delivery. 	IGAD/FAO/ABN	June/July 2021
<ul style="list-style-type: none"> Put in place gender outcome monitoring framework with clear gender specific indicators included in the programme log-frame. 	IGAD/FAO/ABN	June/July 2021