



BUILDING RESILIENCE AND FOSTERING GROWTH IN THE HORN OF AFRICA

A Call for Change

The crisis in the Horn of Africa in 2011 rallied policymakers and publics to aid the more than 13 million people who suffered from a historic drought—the worst in 60 years—providing access to food, water and basic health services. But this was not the first drought, famine and conflict cycle that the region has experienced, and it will not be the last. Cyclical droughts are now coming faster than ever, and our ability to forecast future famine and drought requires the development community to change the way it does business to ensure that the more than 30 million people who live in the arid and marginal lands of this region can cope with future and recurring shocks.

A Vision for Change

African leaders called for change in September 2011, at a Nairobi Summit on the Horn of Africa crisis, specifically asking for all development partners to “to walk and work” with them to support long term programs and strategies to strengthen drought preparedness, promote ecosystem sustainability, anticipate and manage climate change, and harness the economic potential of agriculture and livestock in the drylands. They also called for a reform of the emergency humanitarian response system to enhance resilience and promote long-term solutions.

USAID is helping to lead this change and is committed to doing business differently. We are aligning our humanitarian and development programs against the goal of building resilience, and we are working in partnership with other donors to coordinate and align our support of effective country-led programs for stability and growth. We are committed to helping dryland communities move from constant crisis toward a secure and prosperous future, and to reducing the constant need for massive mobilization of humanitarian assistance. We can't stop droughts from happening, but we can enable communities to withstand these shocks and move forward by building resilience and fostering sustainable growth.

At the Fall 2011 World Bank meetings, USAID joined UNDP, OCHA, JICA, EU and the World Bank in a session that committed to “closing the gap” between relief and development, with a special focus on the needs in the Horn of Africa.

The April 2012 Joint IGAD Ministerial and Donor Partner meeting on Resilience in the Horn of Africa is a powerful opportunity to highlight the policy reforms and programmatic direction being taken by African governments to translate their vision and commitment to ending drought emergencies into action.

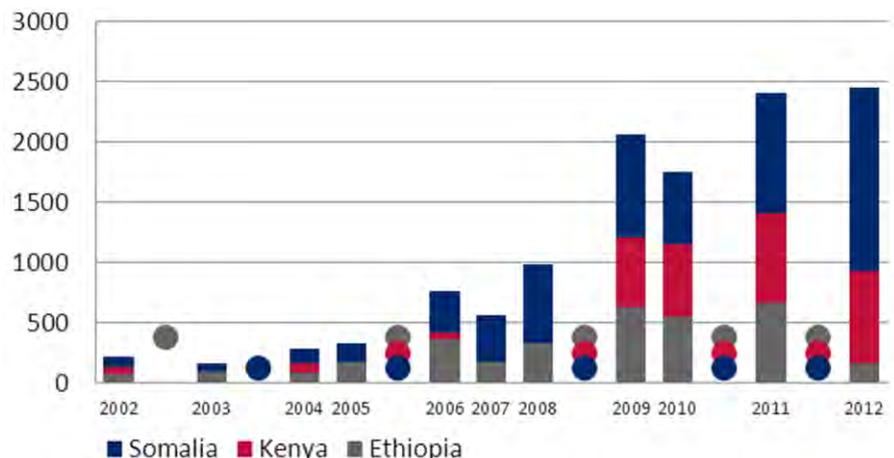
From Vision to Action

We share a common vision of a more resilient, stable, and prosperous future in the

Humanitarian Appeals, 2002–2012

(\$million)

Over 3 of the past 4 years the estimated cost of meeting humanitarian needs surpassed \$2 billion a year



Horn of Africa. In order to speed action and build resilience, USAID is changing the way it does business and has implemented a new business model for our Horn of Africa planning and programming. Our work is now based on the following key implementation principles.

Key Principles...

- Early action in response to early warning: strengthening linkages between risk identification, monitoring, early warning and early action;
- Connecting Humanitarian and development programs to more effectively build and sustain resilience. USAID will align and coordinate across donors to support country and regional program frameworks which increase scale, effectiveness, and impact;
- Fostering women’s empowerment and inclusive growth.
- Ensuring evidence-based decision making.
- Supporting and strengthening local, national, and regional capacities, including conflict mitigation, social accountability, and welfare.

...and a New Way of Doing Business:

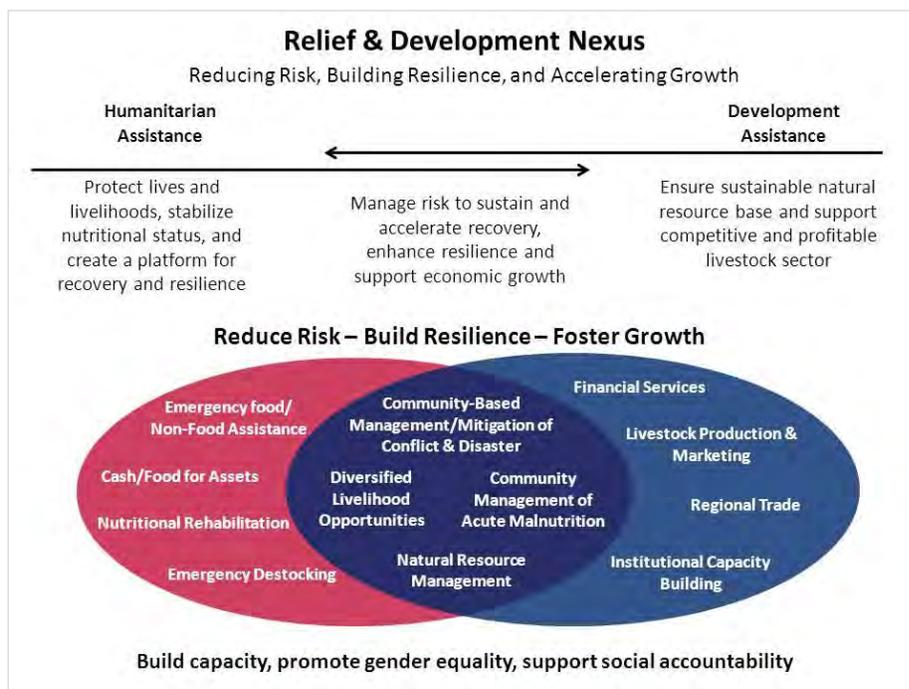
- **Joint Planning:** Recognizing that smart, effective emergency relief and early recovery efforts must be linked to strategies that sustain humanitarian gains and increase resilience; and that sustainable social, economic and environmental resilience will both fuel and be fueled by economic growth, joint planning and implementation is being institutionalized in USAID’s Washington headquarters as well as field missions in the Horn. Our commitment is to move past stovepipes and ensure early planning for recovery and transition and to better integrate our water, climate change, education, health and other development resources. These actions will facilitate a USG “whole of government” approach to our efforts in the Horn.

- **Joint Focus on Resilience:** One way of thinking about resilience is the capacity to manage through drought or other type of hazard without suffering lasting negative impact. Smart humanitarian programs can build resilience even as they saves lives, by being sensitive to market dynamics, and employing a “best fit” approach to the use of cash and food based assistance to protect livelihoods, household assets, and the natural resource base. Too frequently, relief programs containing strong elements of development are allowed to lapse after the drought diminishes. Similarly, disaster risk reduction programming —aimed at preventing, preparing for, and enabling local groups to respond to future crises—is often limited in scope, and disconnected from development programs that could build on and reinforce these efforts. Lessons emerging from the humanitarian community’s experience in the Horn of Africa underscore that disaster response may even perpetuate vulnerability, leaving communities no better prepared to deal with the next flood, drought, or civil conflict. Sustainable resilience requires long term investment to address the underlying causes of vulnerability in the drylands, including environmental degradation, poverty, conflict, and lack of access to health services and education.

In April 2012, USAID helped to convene development ministers and policymakers for a conference on resilience organized in Nairobi. This conference led to the creation of a new framework for development in the Horn of Africa, called “A Partnership for Resilience and Growth.” This framework builds on the Nairobi Declaration of 2011 and will strengthen donor coordination of development and humanitarian resources to build resilience, increase economic growth, and reduce food insecurity.

By integrating, layering, and sequencing our humanitarian and development investments we build a more effective foundation to support economic, social, and environmental resilience and growth.

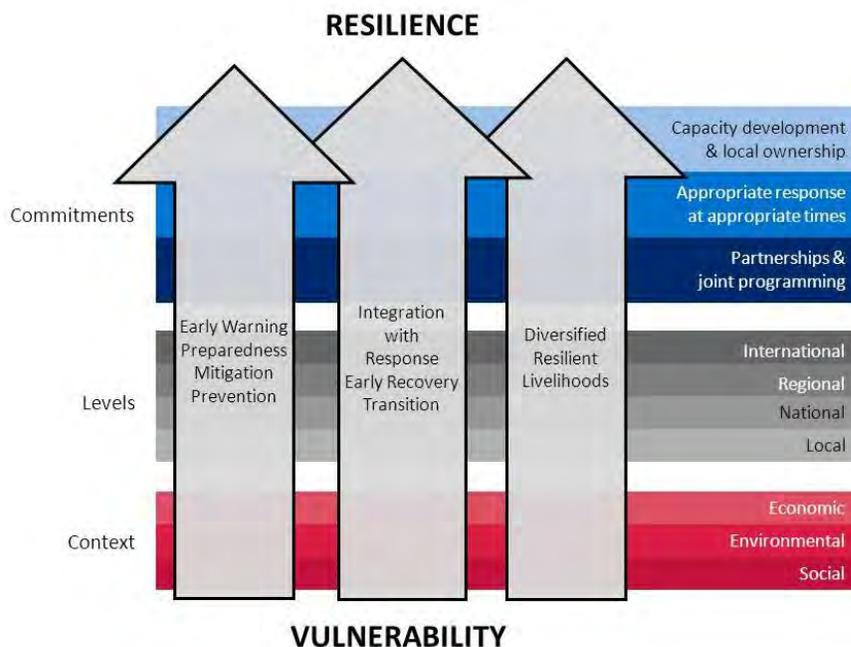
- **Joint Program Focus:** *Strengthen early warning, preparedness, mitigation and prevention, and integrate preparedness and mitigation across sectors.* Drought will return in the drylands but disaster needn’t follow. Increasing the capacities of communities, organizations, and government to prevent drought emergencies through improved drought preparedness and planning, early warning and early response, and risk reduction



through improved management of water and rangeland, will greatly reduce vulnerability to drought impacts. Effective contingency planning and flexible programming that facilitates early response protects both humanitarian and development gains.

- **Promote Sustainable Management of Water and Rangeland.** Over the last thirty years, the number of livestock and people relying on arid rangelands has dramatically increased, even as the frequency and intensity of droughts and floods have increased. The result is a deteriorating cycle of reduction in herd-size for poorer pastoralists, consolidation of herds for more wealthy pastoralists and insufficient time for herders to restock or the rangeland to recover before the next drought. In addition, deforestation of catchment areas has increased flash runoff and erosion, and reduced groundwater recharge, while invasive species have overtaken rangelands further degrading livestock productivity. Ensuring the provision of key ecosystem services (clean, abundant water; fertile soils; productive rangeland, and diversity of rangeland plants and wildlife) through improved management of rangeland, forests and water is essential for maximizing primary productivity, ensuring human and livestock health, and increasing resilience to drought and floods.

Align and Coordinate with Donor Partners to Support Country and Regional planning and Common Program Frameworks: The Comprehensive Africa Agriculture Development Program is demonstrating the effectiveness of common program and investment frameworks in leveraging, aligning, and focusing national and development partner investments. Increasing the alignment and focus of both humanitarian and development programs in the drylands will help maximize efficiency and increase impact on sustainable resilience and long-term growth.



- **Support diversified, resilient livelihood strategies.** As pastoral mobility and productivity is constrained by population growth, conversion of rangeland, and degradation of range and water, individuals are seeking additional sources of income or food to supplement and/or replace livestock as the primary source of household food security. Efforts will support a growing movement from subsistence livelihoods to the pursuit of more commercial market opportunities. Although development programs often play a larger role in supporting livelihood systems, humanitarian programs can work hand-in-hand to complement them.
- **Foster sustainable economic growth:** Pastoralism is the primary driver of economic growth and household food security in the drylands and provides a significant contribution to the regional economy. However, pastoralism is undergoing significant transitions that threaten its productivity and future. Implementation of progressive policies, like the AU's Pastoral Policy Framework, will help address some of the key constraints, while donors can support and strengthen implementation capacities. Also critical will be promoting more equitable growth by fostering positive aspects of the trend towards the commercialization of pastoral livestock

systems, while helping to increase economic opportunities for households exiting pastoralism.

- **Forging Resilience Together with Our Partners:** Finally, USAID is committed to working closely with our development partners to align and focus both humanitarian and development programs in the drylands to increase resilience over time and fuel long-term growth. We are committed to supporting effective country and regional frameworks to end the cycle of drought.

“We ... do solemnly declare that we undertake to: Promote ecosystem rehabilitation and management with a purpose of building natural buffers against disasters specifically identifying common targets on increasing land cover and improved water resource management; in Arid and Semi-Arid Lands. The targeted interventions should at least be 10 per cent forest cover and irrigated land in each country by 2017 as well as control over-grazing.” — From the Joint Declaration of Heads of State from the Horn of Africa Summit September 2011