

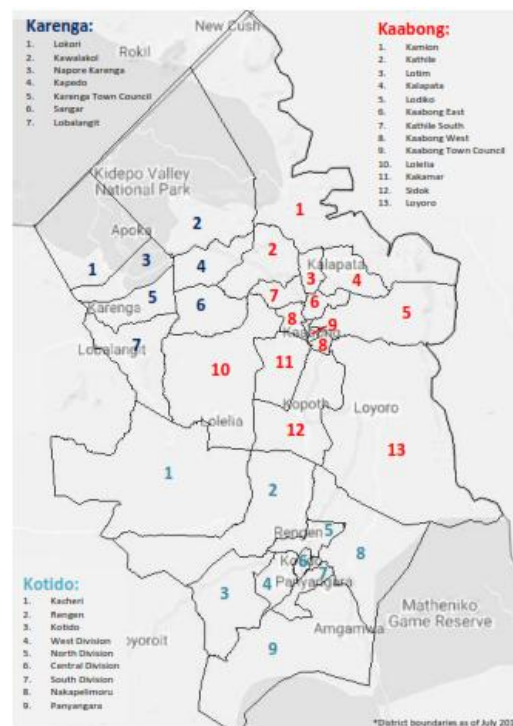
APPLYING SYSTEM MAPPING TECHNIQUES TO RESILIENCE

KARAMOJA RESILIENCE CLUSTER WORKSHOP

OVERVIEW

The Karamoja Resilience Cluster was established by USAID to improve collaboration and coordination in the Karamoja region. As of January 2020, it consisted of USAID’s implementing partners working in the districts of Kaabong, Karenga, and Kotido: the Apolou Activity, the Ekisil Activity, the Inclusive Agricultural Markets Activity (IAM), the Integrated Community Agriculture and Nutrition Activity (ICAN), the Meals for Nutrition Project (MENU), and the Karamoja Resilience Support Unit (KRSU), as well as representatives from the World Food Programme and for USAID’s upcoming Biodiversity for Resilience Activity (B4R).

In January 2020, the Market System Monitoring Activity (MSM) hosted a workshop for the Karamoja Resilience Cluster, with support from the Uganda Learning Activity (ULA). The workshop was attended by representatives all of USAID’s activities in the districts of Kaabong, Karenga, and Kotido, along with USAID/Uganda leadership and program staff. This workshop was the first convening of the Cluster, and provided participants with an opportunity to understand each other’s work and conceptualize how the Cluster will operate moving forward.



The primary tool used in this workshop was the Karamoja Household Resilience System Map, which was developed by the MSM Activity in the months leading up to the workshop. The Karamoja Household Resilience System Map depicts the key elements that enable a household to be resilient in Karamoja. A resilient household is defined as one that *maintains its well-being in the face of shocks and stresses*. Forming the structure of the map was an iterative process involving input from USAID’s activities. Once the core map structure was formed, USAID activities were further engaged to validate the map and to place their ongoing interventions. An overview of the map is presented at the end of this report.

The map served as a key organizing tool for the workshop by enabling communication, framing discussion, and capturing outputs. A key focus of the workshop was to identify barriers and gaps in the household resilience system, using the Karamoja Household Resilience System Map. Barriers were defined as specific elements in the system that impede progress for USAID interventions. Gaps were defined as specific elements that are not being fully addressed by the current portfolio of interventions.

In the workshop, participants used the system map to:

- Understand where other Cluster members are working
- Identify potential opportunities to collaborate with other Cluster members
- Identify key factors influencing household resilience in Karamoja
- Identify key areas for government engagement



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The key insights from these exercises are summarized in the following sections. They serve as inputs to the Cluster planning process, as well as an indication of the Cluster's thinking on the gaps in the current portfolio and the barriers to progress in Karamoja. The system map will continue to be used as a tool by the Cluster going forward, for collaboration, work planning, and stakeholder communication.

COLLABORATION OPPORTUNITIES

Since the map captures all USAID-funded activities in Kaabong, Karenga, and Kotido districts, it enabled the implementing partners to visualize where there are high concentrations of interventions within particular thematic areas. The activities could then identify other implementing partners engaging in similar work and specify opportunities for synergies or sharing of resources and expertise.

Specific opportunities identified at the workshop included:

- *WFP and Apolou both work in Emergency Management. In particular, WFP's crisis response work is related to Apolou's intervention to provide food vouchers more broadly in a crisis.*
- *WFP can collaborate with Apolou in screening for malnutrition in mothercare groups.*
- *MENU can provide learning for WFP in promoting biofortified crops, and work with WFP on aggregation and school feeding.*
- *Apolou – with support from ICAN – can work with MENU in cost sharing for biofortified beans, and providing multiplication guidance for biofortified sweet potatoes.*
- *ICAN can share information about credit access for WFP's intervention to link schools with intermediaries to buy food for school feeding.*
- *ICAN can help with B4R's intervention to support conservation-friendly enterprise management.*
- *Apolou can work with KRSU on livestock policy for the Resilience Challenge Fund.*
- *ICAN can work with Ekisil to ensure they address security issues in their communities.*
- *Apolou's exhaustive social and behavior change communications strategy can be applied in several places where behavior change is key to intervention.*

In addition to identifying collaboration areas for existing activities, the workshop provided an opportunity for the leadership of the new Inclusive Agricultural Markets Activity to identify several areas for joint work planning with other activities:

- *ICAN's goat projects and producer groups*
- *WFP's work in aggregation, storage, and transport*
- *KRSU's market analysis*
- *Apolou's work in access to finance*
- *B4R's planned work in supporting conservation-friendly enterprises*

The workshop also highlighted how the map will continue to be useful as IAM plans their work in more detail over the following months.

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MAJOR FACTORS FOR RESILIENCE

The workshop participants used the system map to identify important elements in the system that contribute to resilience. Key workshop sessions were focused on:

- **Identifying barriers:** specific elements in the system that currently impede progress for one or more USAID interventions.
- **Identifying gaps:** specific elements that are not being fully addressed by the current portfolio of interventions.
- **Government engagement:** gaps that are the responsibility of the government to address, at the local or national level, and which should be a priority for future government engagement.



These discussions uncovered three major factors contributing to resilience in Karamoja:

- **Water:** elements related to water were identified six times as a barrier, and four times as a gap
- **Conflict:** elements related to conflict were identified four times as a barrier, and six times as a gap
- **Gender Issues:** elements related to gender issues were identified six times as a barrier

These barriers, gaps, and areas for government engagement have been summarized below.

Water

Water access is needed for three key uses: agriculture (production), pastoralism, and household use (comprising consumption, sanitation, and hygiene). From a livelihoods perspective, water enables both income generation and investment in human capital.

<i>Key Issue</i>	<i>Impact of Key Issue</i>	<i>Work for IPs</i>	<i>Work for government</i>
National and local government officials do not allocate sufficient resources for water infrastructure.	All water uses are impacted by the limited infrastructure. The existing infrastructure is insufficient and poorly maintained.	IPs can advocate for water user committees, public-private partnerships, and allocation of resources to water infrastructure. They can also provide information about where infrastructure is needed.	The Ministry of Water and Environment needs to allocate more money and staff for construction and maintenance.

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Watershed management is neglected, which creates problems which are exacerbated by climate change.	Water resources will continue to degrade, impacting all water uses.	IPs can provide technical support for creating watershed management plans.	The maps and plans that have been created need to be put to use.
Too few households follow water conservation practices.	There can be insufficient water for agriculture – particularly for drought-sensitive biofortified crops.	IPs can demonstrate better conservation practices and encourage households to adopt them.	Not identified in workshop.

Conflict

Conflict has widespread impact in the household resilience system. It drives investment away from the region, threatens livelihoods, damages community cohesion, and restricts future planning for households.

<i>Key Issue</i>	<i>Impact of Key Issue</i>	<i>Work for IPs</i>	<i>Work for government</i>
The government needs to finalize and implement National Peace Policy.	There are insufficient funds for various conflict mitigating measures, and a lack of coordination between conflict mitigating institutions.	IPs can advocate for implementation of the National Peace Policy, and mitigate conflict through community-level interventions.	The government should focus on peacebuilding, not just security, and prioritize implementing the Peace Policy.
Lack of international coordination on arms flows and cross-border conflict.	Conflict increases in the region, affecting livelihoods and inhibiting interventions.	Donors can advocate for enforcement of Kenya-Uganda MOU, and coordinate with their counterparts in Kenya.	The government should push for the Kenyan government to uphold the MOU, and run another disarmament program.
Cattle rustling continues to be widespread.	Livestock are insecure, which limits the feasibility of pastoralism as a livelihood for many households.	IPs can provide conflict mediation, and strengthen peace committees to mitigate conflict.	Law enforcement authorities should manage cattle theft in a transparent way.

Gender Issues

Women are adversely affected by many factors in Karamoja. This cuts to the core of a household's ability to be resilient through limitations on productivity and investment in human capital.

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<i>Key Issue</i>	<i>Impact of Key Issue</i>	<i>Work for IPs</i>	<i>Work for government</i>
Alcohol abuse is widespread.	Alcohol abuse drives gender-based violence, consumes income, inhibits the ability to generate income, inhibits decision making, and inhibits interventions to be implemented.	IPs can hold community dialogues to discuss the effects of alcohol, and encourage the government to restrict its sale.	Bylaws to restrict the sale of alcohol can be implemented.
Gender inequality is a strongly embedded norm, leading women to be excluded from household decisions and property ownership.	Children face worse outcomes, such as less schooling and poorer nutrition. Households are less likely to save money, and women's ability to generate income efficiently is limited.	IPs can improve women's access to resources and attempt to influence norms through various means.	Not identified in workshop.
Birth spacing is not sufficiently practiced by households.	Households will be larger, which are harder to feed, and occupy more of women's time.	IPs can provide training on family planning.	More funding should be provided to prevent national stock-outs for contraceptives.

ADDITIONAL FACTORS FOR RESILIENCE

In addition to the three major factors of water, conflict, and gender issues, several other issues were highlighted.

<i>Key Issue</i>	<i>Impact of Key Issue</i>	<i>Work for IPs</i>	<i>Work for government</i>
A high cost of doing business (driven by poor infrastructure) and a lack of demand severely limit private sector investment.	Household livelihood options are limited significantly.	IPs can support investment by mapping the private sector and prioritize where roads would be most impactful. Donors can advocate for more investment in infrastructure.	Infrastructure development needs to continue.
Donor dependency is prevalent as	The ability of IPs to conduct work is	Donors need to coordinate between	More money should be allocated to government

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government expects allowances and households expect handouts.	restricted.	each other to harmonize policies on government allowances and handouts to households.	bodies that rely on allowances.
A lack of investment in the education system limits the quality of education and the ability of households to access it.	Literacy rates are very low, which can limit the ability to generate income and adopt key behavior changes.	IPs can provide school feeding in the interim, while donors can advocate for more funding.	The Ministry of Education should provide more funding to encourage well-trained teachers to go to Karamoja. Transportation infrastructure should be improved to the same effect. School feeding should also be provided to encourage parents to send children to school.
District-level government planning institutions lack the capacity, tools, and resources to create plans that effectively support the people.	Community needs are not adequately represented, which leads to a wide array of issues.	IPs can support the district government in planning through capacity building. IPs can also build capacity for community-level cooperatives so they can make their voices heard.	The process for district planning should be improved to make consultation with the community possible – in particular by increasing the time window for planning.
There is uncertainty and inconsistency in land tenure, with the tradition of customary ownership being disrupted.	Pastoralists are limited in where livestock can graze, which can lead to conflict with wildlife and other pastoralists over grazing corridors.	IPs can build capacity for Community Land Associations to get Certificates of Customary Ownership.	The Ministry for Lands, Housing, and Urban Development needs to coordinate with local government to legitimize communal land ownership and prevent land-grabbing.

PRIORITIES FOR GOVERNMENT ENGAGEMENT

Another key output of the workshop was identifying where government engagement efforts could best be allocated. The table below presents a list of elements that were identified as gaps – specific elements that are not being fully covered by the current portfolio of interventions – that are at least partially the responsibility of the government to fulfill.

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Some of these elements can *only* be addressed by the government, and some are also barriers – specific elements in the system that impede progress for USAID interventions. In both these cases, the area for government engagement would be particularly important to focus on, and are underlined in the table.

<i>Subsystem</i>	<i>Element</i>	<i>Note</i>
Government	<u>Local government has technical capacity</u>	Only addressable by government
	<u>Government understands household's needs</u>	Only addressable by government
	Government has productive attitude towards pastoralists	Added as an element during the workshop
Nutrition	District and subcounty nutrition coordination committees function effectively	
Education	<u>Government provides and maintains adequate transportation infrastructure</u>	Only addressable by government
	<u>Schools are nearby</u>	Only addressable by government, identified as a gap twice
	<u>Household adults are functionally literate and numerate</u>	Identified as a gap twice
Conflict	Traditional conflict management systems function	Added as an element during the workshop
	Household accesses conflict EWS	
	<u>Government runs another disarmament</u>	Only addressable by government, added as an element during the workshop
	Peace committees are trained on conflict mitigation and reporting	
	<u>Government coordinates internationally to control arms flows</u>	Also identified as a barrier
	<u>Conflict is mitigated</u>	Also identified as a barrier twice
<i>No subsystem</i>	Household does not have mindset to depend on handouts	

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	Household doesn't receive free things	Added as an element during the workshop
Non-agriculture income generation	Private sector is mapped	Added as an element during the workshop
Land	Human-wildlife conflict is minimized	
	Household has access to grazing corridors	
Water	Water supply is reliable	
	Household accesses water for household use	
	Household engages in rainwater capture and storage	
	<u>Household accesses water for pastoralism</u>	Also identified as a barrier twice
Pastoralism	<u>Government provides livestock disease EWS</u>	Only addressable by government
Agriculture and Pastoralism	Household has access to value addition services	
	<u>Government enforces standards for inputs and drugs</u>	Only addressable by government
Agriculture	Household uses improved production and PHH techniques	

NEXT STEPS

The MSM Activity team will continue to support the Karamoja Resilience Cluster to digest and apply the insights generated during this workshop. The team will also help the Cluster to further integrate a systems approach into their work, using the Karamoja Household Resilience System Map as a core decision tool. To learn more about the map, and the system mapping techniques that were used in this workshop, please contact the MSM Activity at uganda.research@mit.edu.

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MAP OVERVIEW

The Karamoja Household Resilience System Map depicts the key elements that enable a household to be resilient in Karamoja. A resilient household is defined as one that *maintains its well-being in the face of shocks and stresses*.

The map is useful to:

- Create a common understanding of the system around household resilience
- Troubleshoot problems using root-cause analysis
- Visualize where different organizations are working within the system

The map represents an ideal state for Karamoja in the medium term (approximately 5-10 years). This is the state of the system that is the goal of the current programming in the region, and is loosely based on their theories of change. The map allows practitioners to visualize how the current system state falls short of this ideal, and what changes can be expected if the current interventions have their intended effect.

The map captures all USAID-funded interventions currently operating, or about to start, in the districts of Kaabong, Karenga, and Kotido. These interventions were documented in meetings with the implementing partners before the workshop. These meetings were also used to validate the structure of the map with the implementing partners.

The map was created using an online tool called Kumu. The version of the map used at the workshop is included below, and the latest version is available to view online at <https://kumu.io/MSM/msm-karamoja-household-resilience-system-map.b>

Map Core

The central element of the map is “Household maintains well-being in the face of shocks and stresses”. This is the key outcome which all other map elements are helping to enable. There are three other second-level key outcomes that directly enable this:

- Household has access to resources to respond to shocks and stresses
- Household has knowledge/skills to respond to shocks and stresses
- Household members maintain bodily and mental well-being

These key outcomes represent the core building blocks for a resilient household, and all other elements on the map drive towards one of these key outcomes.

Subsystems

The rest of the map is organized thematically into subsystems. These subsystems organize the map into smaller groups of elements, each of which captures a different concept. The subsystems in the Karamoja Household Resilience System Map are as follows:

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Income generation subsystems	<ul style="list-style-type: none"> ○ Agriculture ○ Pastoralism ○ Non-agriculture income
Enabling environment subsystems	<ul style="list-style-type: none"> ○ Social Capital ○ Access to Finance ○ Water ○ Land ○ Conflict Mitigation
Human capital subsystems	<ul style="list-style-type: none"> ○ WASH ○ Health ○ Gender Issues ○ Nutrition ○ Education
Cross-cutting subsystems	<ul style="list-style-type: none"> ○ Government ○ Emergency management

Livelihoods Cycle

A key concept captured in the map, which can be traced between subsystems, is the livelihoods cycle:

- The household *generates income* from agriculture, pastoralism, non-agriculture sources of income, or a combination of these.
 - The map captures what *enables* a household to generate income. For example, access to grazing corridors enables income generation for pastoralists, while access to crop extension services enables income generation for farmers.
- The household *invests* this income in *assets* such as human capital (health, WASH, education, nutrition), or productive assets (inputs, livestock, land).
 - The map captures what *enables* a household to invest in assets. For example, schools being nearby enables investment in education, while the understanding of good sanitation practices enables investment in WASH.
- The household uses these assets to further generate income, completing the cycle.

Learn More

For a more in-depth explanation of the Karamoja Household Resilience System Map and the methodology that was used to create it, please contact the Market System Monitoring Activity team at uganda.research@mit.edu.

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