

HAP Field Report

Dates: 25 September – 18 October 2007

Location: Nairobi, Kenya; Juba and Luonyaker, South Sudan

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The purpose of this report is to document the activities of the Field Rep in Kenya and South Sudan between 25 September and 18 October, and to highlight some observations and lessons learnt.

This version of the report is for public dissemination.

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Monica Blagescu
London, 1 November 2007

1. Activities in Nairobi

a. Workshop for Christian Aid/ACT Kenya Forum Partners

At the request of Christian Aid staff in Nairobi, an introductory workshop on humanitarian accountability took place between 26th and 28th of September to:

- Strengthen awareness on the importance of humanitarian quality management and accountability towards beneficiaries
- Familiarise participants with the HAP 2007 Standard and receive feedback on its applicability in their work
- Facilitate self-assessment of existing accountability methods: identify good practice and areas for improvement
- Define action plans and type of support needed by partners to strengthen accountability to beneficiaries, particularly with a view of documenting and learning from these actions.

As a first step in the process of dialogue and learning between Christian Aid and its partners on quality and accountability, the workshop brought together 14 participants, representatives of Christian Aid and ACT Kenya Forum partners working in Kenya.

Some action points that participants identified and made a commitment to pursue are listed below:

- Christian Aid and Church World Service will place the issue of accountability to beneficiaries on the agenda of the next ACT Kenya Forum and engage ACT Kenya Forum partners in a dialogue to identify ways in which they can collectively strengthen the quality and accountability of their work. For updates on this, please contact Ephraim Kiragu (eakiragu@cwsea.org) or Maurice (see below).
- Christian Aid will continue the consultation with local partners to set up a mechanism through which they can raise concerns in their relationship with Christian Aid.
- CCS Mount Kenya East will focus on raising staff awareness of existing standards, codes of conduct and the importance of accountability to beneficiaries. They will start the process of developing a policy and guidelines for staff on disseminating information, including reporting to beneficiaries on work plans progress.

A full workshop report can be accessed via the [HAP website](#); or directly by following this link:

<http://www.hapinternational.org/pool/files/humanitarian-accountability-from-principles-to-practice,-workshop-report,-kenya,-september-2007.pdf>

For more details on Christian Aid's approach to promoting accountability to and through partners, contact Maurice Onyango, Emergency Program Officer in Nairobi at mOnyango@christianaid-nbi.org or Juliet Parker at JParker@christian-aid.org.

b. Meetings with Members

- **Tearfund**; meeting with Eleanor Tuck visiting Kenya (10 October 2007). This provided a good opportunity for a debriefing on the HAP field team visit (and baseline analysis against the HAP 2007 Standard) to Marsabit District in Northern Kenya in August '07.
 - The Tearfund North Kenya Programme is closing at the end of October and learning on the pilot accountability initiatives will be shared with other Disaster Management Teams. Documentation on four different approaches piloted by the Tearfund North Kenya programme is now available on the HAP website <http://www.hapinternational.org/projects/field/case-studies.aspx>
 - The baseline analysis report has since been made available to the Tearfund Senior Management Team and will inform Tearfund's preparation for certification with the HAP 2007 Standard
 - The Tearfund Disaster Management have drafted the 3rd edition of Good Practice Guidelines: Beneficiary Accountability and the HAP Field Team have provided feedback.
- **World Vision International**, Food Programme Management Group (FPMG); meeting with Killen Otieno, Advisor – Learning and Humanitarian Accountability (15 October 2007).

- The FPMG is currently taking the lead within World Vision and preparing to apply for a thematic certification of compliance with the HAP 2007 Standard in Humanitarian Accountability and Quality Management. In preparation for the HAP certification and in strengthening WV's accountability in food projects, FPMG will conduct a pre-audit baseline analysis at some field sites.
- The HAP Field Team is providing support to the FPMG to prepare for the baseline analysis at six field sites in 2008. As part of this, HAP will facilitate the process of setting up new or strengthening existing community help desks for food aid programmes in South Sudan, Honduras, Kenya and Zimbabwe. A bilateral service agreement to this effect will be signed between HAP and the FPMG.
- **Save the Children UK**; meeting with Sebastian Runguma and Catherine Fitzgibbon, Somalia acting director (17 October 2007)
 - The meeting with Sebastian and Catherine was a follow up on previous interaction between the StC UK staff based in Nairobi and provided the opportunity for HAP to share some updates.

c. Meetings with non-members

Two new organisations have been approached for an introductory discussion on accountability and brief presentation of HAP.

- **Listening Project** – meeting with Project Director Dayna Brown (30 September), building on a previous conversation in London in July and a conference call in early September. Main points discussed:
 - A joint HAP-Listening Project team deployment would be beneficial at a field location where HAP members are interested in setting up strengthening the quality and accountability of their work by better listening to local stakeholders.
 - Following on HAP Field Rep's visit to South Sudan, interest from HAP members to take part in a listening exercise will be shared with the Listening Project team. This will ensure some continuation to the introductory meetings held by HAP.
 - Zimbabwe: the Listening Project team will share their contacts and evidence that the Project collected to date in preparation for a potential HAP visit.
 - Somalia: there has been some interest amongst Listening Project staff combined with requests from NGOs on the ground. A listening exercise will be suggested to HAP members operational in Somalia as part of potential support under the NEP (see section 3 below).
- **Christian Children's Fund Kenya**; meeting with Patricia Nzioka, Emergency Coordinator and brief introduction to Dennis O'Brien, Country Director (17 October 2007)

The meeting with CCF Kenya was the result of a request from Child Fund Australia (one of the members of ACFID, a HAP agency). While CCF US has been recognised for its good governance and accountability practices, the global network might benefit from HAP membership and such option is to be discussed internally at the suggestion of the CCF Kenya Country Director.
- **Horn Relief** – an African-led international development and humanitarian organisation dedicated to creating sustainable peace and development in Somalia through grassroots capacity building, developing youth leadership, empowerment of women, and protection of the environment; the meeting with David Hughes, Deputy Director (17 October 2007) was arranged following on the feedback that the HAP team provided to a set of guidelines on cash for food that Horn Relief are developing.

There are some areas of accountability (especially beneficiary identification and engagement) where Horn Relief has excellent experiences and good practice to share. The dialogue with HAP should continue to both identify ways in which Horn Relief could document and showcase some of their accountability practices with HAP members and the wider humanitarian community but also to discuss opportunities for more strategic engagement between the Partnership and Horn Relief.

2. Activities in South Sudan

a. Background

In response to member requests and in recognising that the timing is suitable for exploring joint action (with most humanitarian agencies having relocated their offices to Juba), draft Terms of Reference were circulated for feedback to members and a brief visit to South Sudan took place in early October. The two main objectives set for the visit were as follows:

- To improve awareness and knowledge of HAP members (and other agencies as appropriate) so they implement better quality and more accountable programmes.
- To respond to any immediate requests from support from members in setting up new or strengthen existing quality and accountability systems.

b. Main Activities

To meet the objectives, a visit to Juba to meet with members took place between October 3rd and 8th and one to Luonyaker, Gogrial East county to provide support to World Vision International, FPMG (refer to page 2 above) took place between October 10th and 12th.

Juba

There are currently twelve (12) HAP member agencies working in South Sudan: CARE, CAFOD, Christian Aid, Concern Worldwide, DanChurchAid, Danish Refugee Council, Medair, Norwegian Refugee Council, Oxfam GB, Save the Children UK, Tearfund and World Vision International. In Juba, the Field Rep had briefings with representatives (primarily country/programme directors) of nine of these.

- Individual briefings in Juba with seven member agencies and three non-members:
 - Members: CAFOD, CARE International, Concern Worldwide, DRC, MEDAIR, Tearfund, Save the Children UK;
 - Non-members: Catholic Relief Services, UN OCHA, Local Government Board.
- Briefing at ACT Juba forum for 4 member and non-member agencies: DanChurchAid, Norwegian Church Aid, CEAS and Christian Aid.
- Coaching and feedback to work plan for new MEDAIR Capacity Building Coordinator

Luonyaker

Engagement with the World Vision team in Luonyaker took place as part of the Food Programming Management Group (FPMG) preparation for HAP Standard Certification in 2008. Findings and observations as well as the action planning from this brief visit was shared with the FPMG Accountability Advisor in Nairobi. Learning from the overall process will be shared with the wider membership as part of a public report to be prepared later in 2008. The Field Rep was accompanied by Gerald Wagana, Emergency Director and James Asedem, Senior Commodity Officer. The field staff who will take forward the process of setting up helpdesks in the region are Carolyne Wainaina and Loise Miano. For more details on FPMG's work to strengthen quality and accountability and preparation for thematic certification in particular, please contact Killen Otieno at Killen.Otieno@wvi.org.

c. Observations and further recommendations

NGOs are seen as the main providers in the country, and there is strong NGO coordination, despite the lack of integrated data (OCHA is currently setting a database at output level – who has done what, where, etc).

Key contextual challenges evolve around

- Lack of local capacity: limited skilled labour, nascent civil society, and limited government support/infrastructure.
- A humanitarian legacy; when communities are asked of their needs “they speak the language”
- Breaking the “participation routine:” much consultation takes place, though there is no documentation or tracking of what decisions are influenced by such consultation processes
- Difficulty to convey to communities and local authorities alike the logic of limited resources
- Mobilising local communities to engage in project implementation.
- Lack of clarity on community rights, entitlements and responsibilities

Humanitarian Accountability overview:

- Many of the NGOs visited are starting to use village development committees as a first step in enabling community participation in project design, implementation and monitoring. Such committees become entry points to the community – they disseminate information, build a level of community ownership for the project and enable NGOs to raise awareness of limited resources, community roles and responsibilities in the rehabilitation and development process.
- Where community development plans have been used from the start of any programme, there is apparent evidence of higher impact – for example, amongst communities that have been involved in the planning of education programmes through school management committees, attendance and literacy rates are higher than communities where no participatory planning took place.
- In some cases, community targeting has been very effective, with communities themselves deciding on vulnerability criteria “...when communities prioritise their needs and see these addressed by the NGO, then it is quite a positive overall response both from communities, local authorities and NGO staff themselves” [NGO senior manager]
- Much work remains to be done in terms of integration of staff and staff communication with communities. One of the biggest challenges remains staff (from extension workers to expatriate staff) lack of demonstrated understanding of the need to build sustainable projects
- Some of the members are exploring setting up complaint-handling mechanisms.
- Staff interviewed had limited knowledge of quality and accountability initiatives, their agencies’ commitments to external codes of conduct and standards or the implication of these to their own roles and responsibilities.
- There is insufficient monitoring of the CHF process; with the CHF weakening and the emergence of a new funding mechanism, some of the members interviewed suggested that the new funding mechanism provides an opportunity to include accountability principles alongside a mechanism for monitoring their implementation.
- UN planning to hire two PSEA Officers from which NGOs would also benefit; elements of humanitarian accountability would be integrated into their job descriptions.

Recommendations

The trip to Southern Sudan was overall successful though the short time did not allow for a joint meeting of members. There is much scope for HAP to provide support (direct or remote). Three main potential areas for (joint) action emerged from conversations or were suggested directly by members:

- Setting up a forum where HAP members can meet to share practice on a regular basis; members suggested that this was necessary and would provide a good starting point to map out existing quality and accountability practice amongst them. One of the members would have to take the lead and coordinate this for it to happen. HAP Field Team could provide any support – direct or remote – upon request.
- Integration of accountability indicators into work plans at field level; two (complementary) approaches were discussed at different members’ suggestions:
 - develop accountability objectives in field work plans, linked to the Accountability Work Plans that member agencies develop every other year. This requires support from members’ Head Offices.
 - include accountability indicators into the project sheets that NGOs in Southern Sudan need to submit to UN OCHA for the integrated work plan. This could be taken forward by the PSG
- Following a meeting with UN OCHA and DRC, the HAP Field team drafted a project proposal on building the capacity of local partners (Southern Sudan NGOs) to deliver better quality and more accountable programmes. This fits in well with the priorities of some of the HAP member agencies to build capacity of local NGOs, with OCHA plans to recruit a Humanitarian Standards Officer, and most importantly with requests from local NGOs to improve their understanding of humanitarian standards and their management systems. The draft proposal was submitted DRC; DRC will be the lead agency on this and will continue to liaise with OCHA and other HAP members that show an interest in the proposal, should it be successful. HAP Field team will provide remote guidance if and as needed. For more details on this, please contact Melissa Phillips directly at Melissa.Phillips@drc.dk or Jean Christophe Goussaud (DRC Programme Representative) at drc.ssudan@drc.dk.¹

¹ Any matters relating to the NGO Forum/Steering Committee, please contact the Steering Committee at jubaNGOforumSC2007@googlegroups.com

3. Updates on HAP Support and Joint Action in Somalia

A follow up meeting regarding support from HAP Secretariat and joint action amongst HAP members to strengthen the quality and accountability of programmes in Somalia took place in Nairobi on October 18 at the Somali Support Secretariat (14:00-15:30).

Purpose: to agree plan for HAP Secretariat support / joint action amongst HAP members

Agenda:

- Security briefing from the Somalia NGO Consortium
- Brief updates from members on latest developments in their activities in Somalia
- Discussion of the draft the proposal for HAP Secretariat Support / joint action
- Agreement on next steps

Participants:

Members:

CARE:

Mohammed Qazilbash, Senior Sector Coordinator, Emergency & Refugee Operations Kenya
Gary McGurk, Somalia Emergency Coordinator

Concern Worldwide:

Reiseal Ni Cheilleachair, Somali Programme Support Officer

Danish Refugee Council:

Peter Klansø, Regional Director

Save the Children UK:

Catherine Fitzgibbon, Acting Country Director Somalia
Susana Friedman, Emergencies Advisor

World Vision International:

Chris Smoot, Programme Director, Somalia

Non-members:

Somalia NGO Consortium:

Nimo Mohamud, Executive Assistant

UN OCHA:

Catherine-Lune Grayson, Advocacy Officer, Somalia

To note: during the consultations on the Joint Operating Principles, participating members of staff from HAP member agencies were more aware of accountability principles and practice than those from other agencies. Amongst these, the DRC (Certified in HAP 2007 Standard) staff stood out.

Outcome: It was agreed that the HAP team will prepare terms of reference for collective support to be delivered in late Spring 2008 – early Summer 2008, security situation permitting. This will be the preliminary stage of engagement and the main activities are highlighted below. Following this, members and HAP will identify further areas of joint action and both collective and agency-specific support that HAP could provide over a limited but longer period of time in 2008.

Funding: It was suggested that the seven HAP member agencies operational in Somalia will jointly cover the cost for the initial phase. Representatives of the five agencies present at the meeting were in agreement on this.

Next Steps: Detailed terms of reference (as highlighted on next page) will be developed and circulated for member feedback and agreement.

DRAFT ONLY

FIRST PHASE: Preliminary visit

1. Introductory Workshops

Organise 2-day introductory workshops at three to five (3 to 5) different locations, designed to

- Contribute towards raising staff awareness of accountability principles and practice
- Guide staff through a process of identifying immediate areas where there is good practice and where there are obvious gaps of accountability

The locations:

- will be agreed by member agencies
- each agency will take the lead (individually or together with another member) and host the HAP team at locations of their choice, where other members and relevant local stakeholder as advised by members will also benefit.
- Security situation permitting, the locations will be spread across different regions of Somalia.

2. Baseline Assessment

An accountability baseline assessment will take place in conjunction with and building on the introductory workshops. A framework for the analysis will use the requirements in the HAP 2007 Standard and context-specific means of verification; using policy and guidelines reviews, semi-structured interviews with agency staff and staff of other relevant organizations (local government, UN, bilateral donors), context analysis and focus groups with local communities, direct observation where possible. This deliverable will contribute to meeting the objectives agreed with members during previous meetings in Nairobi, as follows:

- a) Context and stakeholder analysis.
- b) Identification of beneficiaries' views on the concept of accountability and their understanding on the role of aid agencies.
- c) Review and documentation of:
 - i. Information dissemination practice: Types of information currently disseminated, timing and modes of communication used by agencies in relation to different local stakeholders.
 - ii. Engagement practice with local communities: agency practices in listening to and engaging with different local stakeholders; and how such activities form or inform relevant decisions.
 - iii. Complaint handling: How agencies currently handle complaints.
 - iv. Staff and beneficiary level of satisfaction with and effectiveness of existing practices in information disclosure, beneficiary engagement and complaint handling.

The analysis, location-specific reports (and the final report) will:

- Identify and document existing good practice for wider dissemination including with the Joint Operating Principles process;
- Highlight areas for improvement, make recommendations and contribute to the development of action plans and further HAP support to address existing gaps, which will constitute a second phase of the engagement.
- Highlight and propose recommendations on the role that donors and other relevant stakeholders can play in strengthening the accountability of humanitarian action.
- Contribute to the draft of a self-assessment framework, which managers can use to monitor progress.