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The U.S. Government's Global Hunger & Food Security Initiative

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## A RESOURCE GUIDE FOR BUILDING COMMUNITY- LED RESILIENCE: LESSONS FROM SOUTH SUDAN

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**Volume II – Evidence-Informed Decision-Making**

*Good practices for equipping communities with the  
information to address resilience priorities*



South Sudan

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## I. Background

In South Sudan, USAID integrates humanitarian, peacebuilding, and development assistance to promote household and community resilience. USAID’s goal is to strengthen the foundation for a more self-reliant South Sudan. It does so through four Development Objectives.

- DO1: Meeting basic needs of communities in crisis, while decreasing aid dependence,
- DO2: Household resilience increased in targeted areas,
- DO3: Improved social cohesion in targeted areas, and
- DO4: Government of South Sudan more responsive to its citizens.

The USAID Policy LINK Activity<sup>1</sup> supports the achievement of these objectives by promoting collaborative governance, facilitative leadership, evidence-based decision-making, and the convergence of community and donor resources for joint work planning in five of the 13 counties encompassing the USAID Resilience Focus Zones: Akobo, Budi, Jur River, Kapoeta North, and Wau.

Policy LINK uses a five-step participatory planning process to help communities identify and implement a community-led resilience agenda. These five steps include:

1. Inclusive and participatory community and other stakeholder engagement,
2. Evidence gathering for resilience decision-making,
3. Sense-making workshops for articulating resilience aspirations and identifying priorities,
4. Local action planning for driving the development of a bottom-up community action plan, and
5. Joint work planning for alignment and better targeting of USAID investments.

### About the Policy LINK USAID/South Sudan Activity

**Stakeholder Engagement**  
Community engagement establishes a foundation of trust for cooperation and coordination.

**Joint Work Planning**  
County-level action plan serves as the basis for multistakeholder work planning with USAID implementing partners and other local partners.

### Gathering Evidence

All Policy LINK work is anchored in the principle of evidence-informed decision-making.

### Sense-Making Workshops

Sense-making workshops empower community representatives to use evidence to voice aspirations and identify resilience priorities.

### Local Action Planning

Payam-level action planning workshops confirm payam-level resilience priorities and identify, select, and send delegates for participation in the county-level workshop that finalizes a coherent local community action plan.

<sup>1</sup> Policy LINK is a global Feed the Future program to advance leadership and collaboration for better policy systems

## II. Introduction

This Resource Guide reflects lessons learned implementing the participatory planning process described above. It offers good practices for helping communities identify and respond to resilience priorities through sense-making and local action planning workshops (Steps 3 and 4 in the five-step process), based on Policy LINK's experience in Jur River and Wau counties. The guide also builds on the good practices for effective multi-stakeholder engagement outlined in Resource Guide Volume I.<sup>2</sup>

While the main audience for these Resource Guides is USAID implementing partners operating in South Sudan, the good practices may be helpful to anyone seeking to build resilience in South Sudan (or in similar contexts elsewhere), including community-based organizations, non-governmental organizations (NGOs), and local government.

## III. Evidence-Informed Decision-Making through Sense-Making and Local Action Planning

As the first step in its evidence-informed, community-led participatory planning process, Policy LINK engaged stakeholders and gathered information using a community resilience mapping exercise. Stakeholders shared their perspectives on how communities operate as a system and what institutions, structures, processes, and capacities are available for community-led resilience. The exercise also explored how communities and institutions organize themselves, recover from shocks, mitigate the impact of shocks, and protect development gains.

Rather than simply extract evidence from communities, Policy LINK shared initial findings from the community mapping exercise and stakeholder conversations with communities and USAID implementing partners through a series of **sense-making workshops**.<sup>3</sup> These payam-level workshops promoted collaborative learning around the evidence. They also equipped community members – youth, the private sector, civil society, women, and traditional and local authorities – with the evidence to set and respond to resilience priorities.

Using an appreciative and facilitative leadership approach, Policy LINK facilitators led participants through an interactive process that culminated in a list of resilience priorities, needs, and actions. Participants also selected representatives for a subsequent payam-level local action planning workshop.

### Sense-Making Workshop

**Purpose:** Build momentum toward effective collaboration between citizens and USAID implementing partners by preparing communities for joint integrated planning.

**Objectives:**

- Share the preliminary findings from the community resilience mapping exercise,
- Start a bottom-up approach to evidence-informed resilience priority-setting and decision-making,
- Encourage citizens to voice their aspirations and document their resilience priorities, needs, and actions, and
- Select payam representatives for the county-wide workshop.

<sup>2</sup> Volume I: Inclusivity and Stakeholder Engagement of the Resource Guide is available here:

<https://static1.squarespace.com/static/604ba51a200fb96b35a39f49/t/620fc0ebff50fc2de4c6842b/1645199600498/Resource+Guide+Vol+I+-+Inclusivity+and+Stakeholder+Engagement.pdf>

<sup>3</sup> In Jur River County, for example, Policy LINK convened six sense-making workshops, in Kangi, Kuajiena, Marial Bai, Rocrocdong, Udici, and Wau Bai, that brought together nearly 650 people

Next, Policy LINK convened and facilitated **payam-based local action planning workshops**<sup>4</sup> as part of an integrated planning process with community representatives and USAID implementing partners. At these workshops, participants translated the resilience priorities identified through the sense-making workshops into concrete, payam-level plans that instill in communities a sense of agency and contribute to improved collaboration with USAID implementing partners.

Using presentations, group work, plenary sessions, and role-play, Policy LINK facilitators helped communities and USAID implementing partners refine community priorities – and agree on the roles and responsibilities of communities, government, and development partners in addressing those priorities. Participants also nominated payam delegates to participate in a **county-wide local action planning workshop**. Through this workshop, stakeholders will develop a county-level local action plan that serves as the basis for joint work planning with USAID implementing partners and other stakeholders.

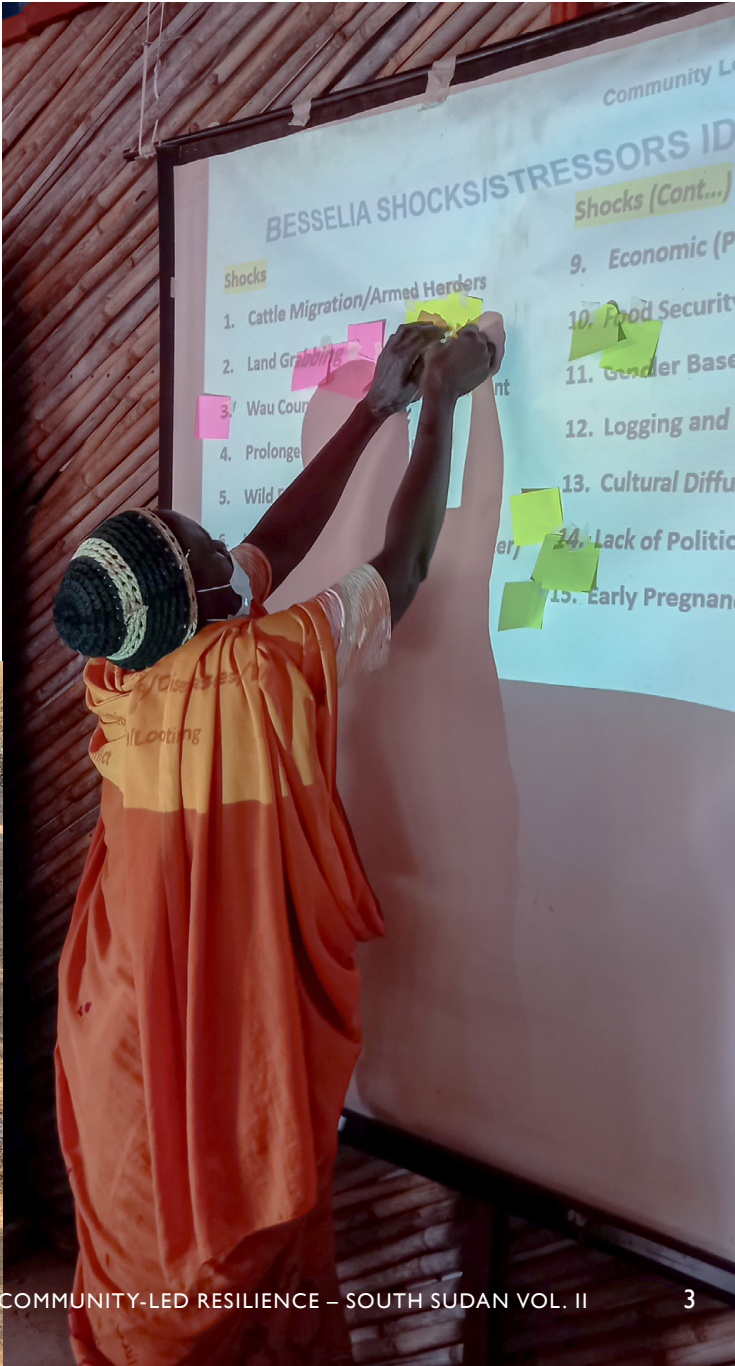
**Local Action Planning Workshop (payam-level)**

**Purpose:** Implement a participatory, integrated planning process with community representatives and USAID implementing partners.

**Objectives:**

- Produce a payam-level local action plan based on high-impact shocks and priority actions emerging from the sense-making workshops,
- Instill in communities a sense of agency in developing and implementing community-led resilience programming, and
- Provide USAID implementing partners with opportunities to engage community representatives and identify opportunities for collaboration.

<sup>4</sup> In Wau County, for example, Policy LINK convened and facilitated five payam-level local action planning workshops, in Baggari, Bazia, Mboro (Besselia), and Wau Municipality (formerly Wau South and Wau North). The meetings brought together 175 people.





## IV. Good Practices in Evidence-Informed Decision-Making

This section of the Resource Guide contains good practices, based on Policy LINK's experience in South Sudan. The practices are organized into the following themes: (1) Guiding Principles, (2) Planning and Preparation, (3) Participant Selection, (4) Workshop Design and Delivery, and (5) Inclusion.

### Guiding Principles

When designing and implementing any participatory planning process, keep in mind these guiding principles:

- **Equip communities with the data, insights, and tools to act from a shared understanding of the issues.** A mutual understanding of community priorities, needs, and challenges is the foundation for evidence-informed decision-making. As such, it is important to share insights from data-collection efforts, whether key informant interviews, focus group discussions, or community mapping exercises, with communities. Communities can then validate and refine this evidence. Then, with the right tools, they can take the lead in using the evidence to respond to priority issues.
- **Engage a broad set of stakeholders in evidence-based decision-making.** Participatory planning processes only work when all the key stakeholders – community members and groups, local government, USAID implementing partners, the private sector, traditional authorities, and civil society – are on board.<sup>5</sup> Broad-based participation helps stakeholders articulate shared aspirations and challenges. It also exposes all stakeholders to a model of participatory, community-led local planning that leads to strengthened resilience and can be replicated to achieve other objectives, as well.
- **Acknowledge that shifting mindsets is a lengthy process.** Do not expect communities to take the lead in building resilience after one workshop. But do recognize that one workshop can lay a foundation on which successive engagements and community-led activities can build. Communities and individuals will progress at their own pace. Be patient and take advantage of every available opportunity to reinforce self-reliance.

<sup>5</sup> For additional guidance on the stakeholder engagement process, see Volume I: Inclusivity and Stakeholder Engagement (linked above).





## Planning and Preparation

An effective participatory planning process starts with thoughtful and careful preparation. This section of the Resource Guide offers good practices for key elements of the planning process, including stakeholder engagement, logistics, resourcing, and agenda-setting.

### Stakeholder Engagement

Considered engagement of stakeholders – from community-based organizations to local government to USAID implementing partners – sets the foundation for a successful participatory planning process. When reaching out to community institutions and individuals, keep in mind the following good practices:

- **Carefully plan the stakeholder engagement process.** In all areas of South Sudan, you must inform certain individuals – local government leaders, traditional authorities, opposition leaders, or humanitarian coordinators of any planned activity. Engage local experts as community mobilizers – Policy LINK worked through the Civic Engagement Center (CEC) User Committees, for example – to figure out what approvals are needed. The engagement process will vary by the community (see box).
- **Identify and engage USAID implementing partners early to maximize their participation.** Identify all implementing partners active in the area, not just those that have been involved in previous workshops or activities. Then, reach out to implementing partners as early as possible. Early involvement increases the likelihood that partners will participate in the workshop. It also allows you to involve implementing partners in planning and supporting the workshop in the way that makes the most sense. For the Wau Local Action Planning Workshops, for example, one USAID implementing partner provided two staff to co-facilitate and translate at the workshop; another provided vehicles and co-facilitation support; and a third aided community mobilization efforts.

### Stakeholder Engagement Approaches

In preparation for the **Jur River County Sense-Making Workshops**, Policy LINK first briefed the Jur River County Commissioner, then convened payam-level planning sessions that brought together the respective payam administrators, payam chiefs, the Relief and Rehabilitation Commission (RRC), and youth representatives and leaders. At the workshops, Policy LINK explained the purpose of the sense-making workshop and participant selection process (for good practices in selecting participants, see below).

For the **Wau Local Action Planning Workshops**, Policy LINK sent invitation letters and emissaries from the Wau CEC to the Office of the Governor, the RRC, and the National Security Service (NSS). Only after the NSS endorsed the letters did the Wau CEC engage Humanitarian Coordinators and reach out to community leaders and local authorities to explain the purpose of the workshop and solicit their help in selecting and mobilizing community representatives to participate in the workshops.





## Logistics

South Sudan is a challenging operating environment, with poor road networks, limited services, and varied, and at times onerous, security requirements. Careful planning of workshop logistics is required. When planning workshops, keep in mind the following good practices:

- **Factor in logistical challenges and staff well-being when scheduling workshops.** Allocate adequate time between workshops for traveling between sites, setting up and dismantling the workshop space (especially if using tents), and recovering and preparing for the next workshop).
- **When scheduling workshops, keep seasonality in mind.** Think about how the weather will affect the workshop and plan accordingly. For example, the Jur River Sense-Making Workshops took place in the windy season. Driving winds blew around the tents and made flip charts difficult to use. If you cannot change the timing or venue of your workshop, choose your materials carefully (e.g., avoid using handouts in the windy season). It's also important to keep in mind national and international holidays. Avoid scheduling workshops over holidays that might limit participation.
- **Vet all vendors.** In challenging security contexts, vetting all vendors mitigates the risk of issues that could potentially derail workshops and undermine trust in the process.
- **Prepare all workshop materials and secure services well in advance.** Figuring out what materials and services are required – and finding and vetting suitable vendors – can be a time-consuming process. Start this process well in advance of the workshop (and in parallel with the agenda-setting exercise; see below). Potential equipment and materials needed for participatory planning workshops include a meeting space (usually a tent), workshop banners, tables, chairs, flip charts, handouts, attendance forms, markers, pens, and notebooks. Depending on community health guidelines, you may also need to provide masks and hand-washing stations. Services may include transportation, tent assembly and disassembly, and catering services.



## Staffing

There is no “right” number of staff to run an effective workshop. The required resources will depend on the workshop purpose and methodology, the number of participants, etc. Keep in mind the following practices:

- **Allocate the right staff resources.** The workshop agenda and methodology will determine how many staff you need – and what skills they should bring – to plan and run an effective, efficient meeting. In Policy LINK’s experience, the following roles should be covered:

**Community mobilizer** – manages the stakeholder engagement process (see above) and supports stakeholders in selecting participants against the established criteria (see below).

**Facilitator** – leads participants through the workshop sessions, asks probing questions, keeps the meeting on track, and creates an environment in which all participants are comfortable sharing their perspectives.

**Notetaker** – records key insights from the workshop sessions.

**Translator** – translates between languages to ensure participants understand one another, as well as the facilitator.

**Administration** – manages administrative tasks such as taking attendance, filling out allowance payment sheets, etc.



- **When assigning roles and responsibilities, keep in mind the desired skills and capacities.** Remember the following tips when assigning staff or recruiting consultants to support workshops:
  - *Emotional intelligence is key.* Facilitators should deploy emotional intelligence, as well as contextual sensitivity, to create an environment in which participants feel comfortable and supported in sharing their perspectives.
  - *Local recruiting is best.* Locally-hired consultants can build trust between participants and workshop planners. They bring a nuanced understanding of the community context and can draw out participants. Plus, their proficiency in local languages ensures no ideas are lost in translation.
  - *Versatility is helpful when resources are limited.* When assigning roles and responsibilities and hiring consultants, look for individuals within local civil society organizations who can play multiple roles. Consultants in Wau, for example, translated between Arabic and English, acted as co-facilitators, and took notes, depending on the need.



## Setting the Agenda

A well-thought-out workshop agenda is the foundation on which a successful workshop is built. This section of the Resource Guide offers good practices in convening a meeting to set the agenda; for guidance on designing an effective workshop, see *Workshop Design and Delivery* (below).

- **Convene an agenda-setting session.** Bring together project staff, facilitators, and consultants to prepare the workshop agenda. Depending on the length of the workshop, this session may require one to two days. During this session, participants should do the following:
  - Review lessons learned and identify good practices from previous workshops.
  - Design the agenda, working backward from desired outcomes and outputs and ensuring each session progresses logically and builds on one another (see *Workshop Design and Delivery*).
  - Develop individual sessions and exercises, keeping in mind participants' capacities and attention spans and using a mix of methodologies (see *Workshop Design and Delivery*).
  - Brainstorm guiding questions to draw out participants' perspectives and reinforce key concepts (in this case, resilience and self-reliance).
  - Decide on roles and responsibilities for each session and each day.
  - Finalize logistics for the meeting, including a plan for preparing workshop materials.



## Participant Selection

Participatory planning is only effective if the people involved represent the interests of the community. This section of the Resource Guide is dedicated to good practices in developing a participant selection approach that maximizes inclusiveness while also encouraging communities to lead the process. For details on fostering inclusion during the workshop, see the Inclusion section.

- **Develop participant selection criteria that encourage inclusivity and diversity.** Work with community stakeholders (e.g., from the CEC) to develop criteria that encourage diversity in terms of gender, age, geography, religion, and status. You may also wish to establish categories of participation (e.g., youth, women, the private sector, civil society, traditional authorities, etc.). Try to achieve diversity within those broad groups as well (see box).
- **Put community leaders in charge of selecting participants.** During the stakeholder engagement process, ask who is best placed to select participants according to the criteria. In Jur River county, for example, the County Commissioner advised that the Payam Administrators select participants. Policy LINK subsequently met with the Payam Administrator to explain the purpose of the workshop, the participant selection criteria, and his or her role and responsibilities in selecting participants.
- **Monitor the participant selection process.** Ask staff or community mobilizers to monitor the participant selection process. Frequent check-ins increase the likelihood that the criteria are being used. They can also help you identify when additional support is needed. Many local government officials, for example, have limited time to identify and reach out to suitable participants and may require assistance or encouragement (ideally from a neutral third-party, such as a CEC).
- **Ask workshop participants to nominate delegates to participate in the next round of the planning process.** To reinforce a sense of agency, ask workshop participants to nominate delegates to represent their communities in the next round of planning. At the Wau Local Action Planning Workshops, for example, participants at each of the five payam-level workshops nominated five delegates to represent them at a county-wide planning meeting. Policy LINK asked that participants select delegates who (a) came from diverse geographic locations of the payam (e.g., different bomas), (b) represented diverse stakeholder groups (e.g., women, youth, private sector, local government, etc.), (c) understood the most impactful shocks and the three priority actions for addressing each shock (as agreed in the workshop) and (d) were willing to take an active role in mobilizing the community and local resources to implement the local action plan that would be developed.

### Achieving Diversity within Stakeholder Groups: An Example from Jur River

The Jur River Sense-Making Workshops attracted diverse participants within each major stakeholder group:

**Youth:** In school, out of school, employed, unemployed, representatives of a youth union, youth leaders, members of civil society organizations.

**Private sector:** Subsistence agriculture, commercial agriculture, fisherman, boda-boda riders, restaurant workers/owners, market vendors, members of the chambers of commerce, brick layers, carpenters, etc.

**Women:** Women working in the formal sector, single mothers, petty traders, farmers, unemployed.

**Traditional authorities:** Elders, chiefs, gol leaders (herdsmen), spear masters/spiritual leaders, members of local and traditional courts, payam administration.

## Workshop Design and Delivery

A successful planning workshop meets its intended objectives, delivers the anticipated outputs, and leaves participants feeling heard and empowered. Delivering such a workshop, however, requires thought, time, and skill. This section of the Resource Guide offers good practice in designing and delivering effective participatory planning workshops.



- **Design workshop sessions with the activity cycle in mind.** When designing a workshop, work backward from the intended outcome(s) and output(s). This approach will help you develop an agenda in which the output from each session feeds into the next session, in line with the activity cycle. Without this logical progression, participants may have trouble understanding the activity cycle or the purpose of a particular session exercise. The figure below offers a sample agenda from the payam-level Wau Local Action Planning Workshops.



- **When designing the agenda, allocate adequate time for explaining key concepts and facilitating participant discussions.** Explaining abstract concepts (e.g., resilience) or unfamiliar terms (e.g., development hypothesis) takes time. Give facilitators time to explain these concepts, provide examples, and answer participants' questions. Similarly, when planning group discussions, give participants ample time to discuss and resolve issues. Keep in mind that, for many participants, the concepts and exercises – and even sharing their thoughts among strangers – will be unfamiliar and uncomfortable. As such, be sure to give participants time to warm up to each other and for the conversations to get going.
- **Build in time for exercises that help shift mindsets.** It can be difficult for participants to share their views without any inhibitions. Give participants opportunities to practice sharing their views, explore their own experiences, and begin to recognize their capacity to decide the future of their communities. One such exercise entails the facilitator working through a series of statements (e.g., "I can be reliant without external support") with which participants agree or disagree and share why.

### Sample Statements for "Shifting Mindsets" Sessions





- **Reinforce the concept of self-reliance at every opportunity.** Think carefully about how you frame exercises and questions. For example, instead of asking, “What improvements do you want to see?,” ask, “How can you better prepare for and recover from shocks and stressors in 2022?”
- **Clarify the workshop purpose and set expectations at the start.** Begin the workshop by clarifying the purpose – that is, what the participants should aim to achieve and produce. Also ask participants what their expectations are, so they can be managed if necessary. Policy LINK, for example, explained what it was doing and how – i.e., that the Activity’s role was to facilitate the planning process, not fund activities under the local action plan. At this point, it’s also a good idea to ask participants to set ground rules that will help the workshop run smoothly.
- **Provide an administrative briefing early in the workshop.** Brief participants on administrative matters that can be distracting (for both participants and facilitators) if not addressed first thing. These matters include how lunch and transport reimbursements would be paid (if applicable), signing of attendance and payment sheets, introduction to the facilities, etc.
- **Use a mix of session types.** Attention spans are short, and participants’ interests and willingness to engage vary. Keep participants interested and active in the workshop by mixing up the session types.



**Plenary sessions** – useful for conveying information that all participants must understand (e.g., the concept of resilience, how to fill out attendance forms) and for taking group decisions (e.g., nominating delegates for the next round of planning workshops).



**Presentations** – useful for conveying key information (e.g., core concepts, community mapping exercise findings). For more tips on effectively conveying complex information, see below.



**Question and answer sessions** – useful for confirming understanding of key concepts, clarifying expectations, and checking in to see if the workshop is meeting participants’ expectations.



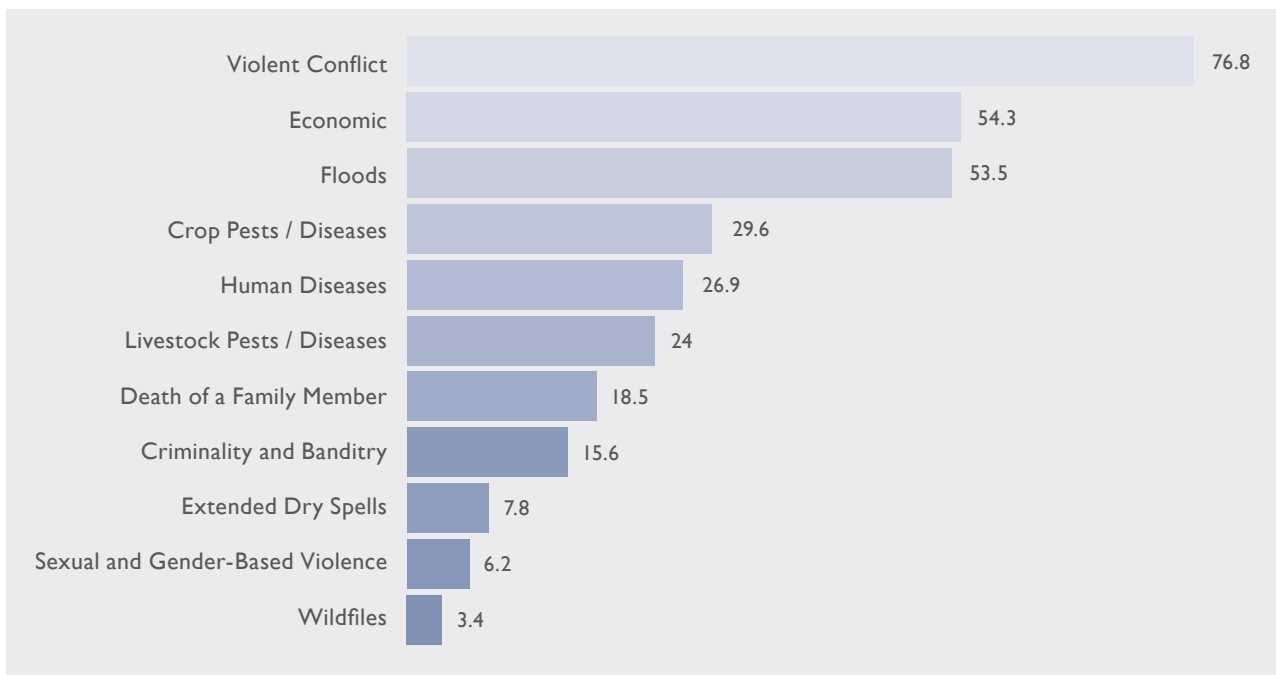
**Group discussions** – useful for facilitating more in-depth discussions among participants (including those disinclined to participate in large group settings) and producing discrete outputs (e.g., a list of priorities, a list of actions to address key shocks) through collaboration.



**Ice breakers** – useful for establishing and building a foundation of trust on which collaborative group exercises can build.

- **Use the right tools to explain key concepts.** When explaining key concepts, especially those that are unfamiliar or complex, choose your method carefully. Some useful tools include:
  - *Charts* – useful for sharing community mapping results. Keep the information simple though, as levels of literacy and/or numeracy may be low. Convey information verbally as well.

### Shocks and stressors that have affected Jur River households (% of household respondents)



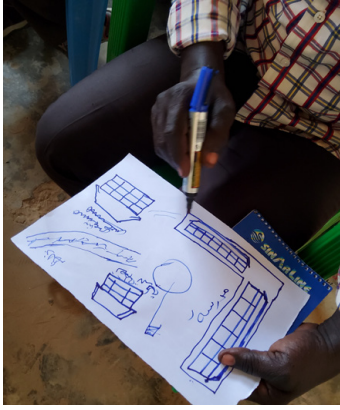
- *Analogies* – invaluable when explaining complex concepts such as the types of resilience, especially when examples are tailored to specific contexts or audiences. For example, in one workshop, a facilitator helped explain resilience by asking participants what they would do if attacked. Would they wait for the police? Or would they defend themselves? This example made the concept feel real and relevant to participants.
- *Examples/models* – useful for illustrating concepts in practice. For example, Policy LINK used videos to highlight “Faces of Resilience” – real-life examples of resilient individuals and communities in South Sudan.
- **Anticipate, observe, and adapt.** Whatever method you choose, recognize that communities and individuals will understand issues at their own pace. As such, facilitators must draw on their emotional intelligence to anticipate, observe, and adapt. When planning the workshop, anticipate how participant capacities might facilitate or limit their participation and plan accordingly (see next section for more on inclusion). Once the session is underway, facilitators should observe how people are participating, then adapt accordingly (see box for examples).

#### Anticipate, Observe, and Adapt in Action

In one of the Wau Local Action Planning Workshops, facilitators observed that representatives of Protection of Civilians camps were not actively participating in discussions. After talking with these individuals, the facilitators realized they did not understand several key concepts. Facilitators quickly brought them up to speed so they could more fully participate in group discussions.

Also in Wau, facilitators observed that participants were struggling to produce a definitive vision statement, in part due to literacy challenges. In response, facilitators adapted their methodology, switching from a plenary discussion to a group exercise, in which participants drew their visions for a resilient community.





- **When designing group sessions, consider the participant dynamics.** Include time in these sessions for interactive exercises that break the ice between the participants, especially when they come from different payams. Then, over time, as trust builds, groups can do more collaborative work that results in concrete outputs (e.g., a list of shocks and stressors).
- **Use guiding questions to keep discussions on track and help participants interrogate their responses.** These questions – at least some of which should be brainstormed before the sessions – can also help facilitators continuously assess what participants are learning about themselves and others.
- **Encourage participants to envision their role in enhancing resilience after the workshop ends.** Allocate time in the workshop for delegates to reflect on the roles they will play in improving their communities' resilience and mobilizing resources. Ideally, USAID implementing partners will solidify these commitments through concrete terms of reference and provide training on the subject.
- **Amplify workshop impacts by encouraging participants to share what they learned with communities.** Encouraging participants to share their learnings amplifies the impact of the workshop and instills in participants a sense of agency and leadership in enhancing their communities' resilience.





## Inclusion

Workshop participants will have varied capacities, experiences, and levels of knowledge. Some might be sharing their thoughts in a group setting for the first time. Getting the best out of all participants requires both thoughtful planning and skilled facilitation. This section of the Resource Guide highlights good practices in inclusion.

- **When planning the workshop, anticipate participants' levels of education, literacy, and numeracy, and plan accordingly.** Avoid exercises that assume a certain level of education or high literacy levels, as these could make certain participants feel uncomfortable or even ashamed. Most exercises can be adapted to low-literacy environments. For example, instead of asking participants to record the outcomes of their group discussions, allow them to report back orally. When sharing data and evidence, make sure to explain the findings in addition to providing tables and charts.



- **Anticipate the needs of specific participant groups and tailor the workshop methodology accordingly.** When planning the workshop, think through the capacities and limitations of different participant groups and tailor the workshop methodology as needed. Many women, for example, have never been asked to articulate their aspirations and may find it difficult to do so as an individual exercise. Facilitators can instead articulate their own aspirations and ask certain participants (identified and asked in advance) to do the same. This way, women who are less comfortable speaking out can be inspired by and learn from other women.
- **Use workshops to highlight the challenges faced by historically marginalized groups.** Sharing data and evidence that validate the experiences of historically marginalized groups can make them more inclined to share their experiences. In the Jur River Sense-Making Workshops, for example, women found the gender-equality slide exciting and asked for training on the subject.









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