

Partners for Resilience

Report 2011 - 2015



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Front cover:

In the village of Bulsesa in Merti, Kenya, a woman stands at a plot where she grows maize. Villagers have diversified their livelihoods, with more emphasis on agriculture, to complement income from pastoralism, which is increasingly under pressure. Although the agriculture comes with its challenges, like competition for the use of water, sustainability of the productive capacity of the plots, and the effects of an increasingly erratic climate pattern (all of which PfR has helped to address) it is felt that the income base is now more stable, allowing for some investments and savings.

(All pictures in this report are taken at PfR programme sites or events in 2011, 2012, 2013, 2014, and 2015)

List of abbreviations and acronyms

A

ACCRA	Africa Climate Change Resilience Alliance
AEI	Interinstitutional Strategic Agenda
AR	Annual Report

B

BNPD	National Disaster Management Agency (Indonesia)
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C

CBO	Community-Based Organisation
CCA	Climate Change Adaptation
CDKN	Climate Development and Knowledge Network
CONAP	National Council of Protected Areas
COP	Conference of Parties
CRA	Community Risk Assessment
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CTNL	Co-ordination Team in the Netherlands

D

DDMP	District Disaster Management Plan
DepEd	Department of Education
DILG	Department of the Interior and Local Gov't
DRR	Disaster Risk Reduction

E

EMR	Ecosystem Management and Restoration
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G

GFDRR	Global Facility for Disaster Risk Reduction
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H

HFA	Hyogo Framework for Action
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I

IAB	International Advisory Board
IFRC	Int. Federation of RedCross Red CrescSocieties
IMPACT	Indeg. Movem. Peace Advancem.and Conflict Transform.
IRM	Integrated Risk Management

K

KRCS	Kenya Red Cross Society
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L

LGU	Local Government Unit
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M

MARN	Ministry of Environment and Natural Resources
MDGs	Millennium Development Goals
MFS-II	MedeFinancieringsStelsel II
M&E	Monitoring and Evaluation
MID-P	Merti Integrated Development Programme
MINED	Ministry of Education
MINFIN	Ministry of Finance
MoU	Memorandum of Understanding
MR	Midterm Review

N

NGO	Non-Governmental Organisation
NWO	Nederlandse Wetenschappelijke Organisatie

P

PEDRR	Partnership for Environment and DRR
PfR	Partners for Resilience
PME	Planning, Monitoring and Evaluation
PMI	Palang Merah Indonesia
PR	Planning Report
PWG	Programme Working Group

R

RAAN	North Atlantic Autonomous Region
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S

SCR	Strengthening Climate Resilience
SEGEPLAN	National Planning Institute
SG	Steering Group
SSCBDA	South-South Citizenry-Based Dev. Academy

U

UNFCCC	UN Framework Convention on Climate Change
UNISDR	UN International Strategy for Dis. Reduction

V

VCA	Vulnerabilities and Capacities Assessment
VLDRC	Village Level Disaster Resilience Committee

W

WRUEP	Waso River Users Empowerment Platform
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Introduction

In Sunzapote in Guatemala's Zacapa district, a staff member demonstrates a model of how communities in the district use ecological filters and re-use water.



Partners for Resilience established itself as an alliance in 2010 when we jointly developed a plan to work in an integrative way on reducing disaster risk and strengthening community resilience. Previously several of us had been working together already in different initiatives. In Mali, India and Kenya for example partner organisations worked together under a same grant and undertook joint implementation. In the Netherlands the Dutch DRR Platform helped us to become familiar with each other's scope of activities.

At the May 2009 Global Conference of UNISDR, held in Geneva, we took our first informal steps when representatives from our organisations (CARE Nederland, Cordaid, the Red Cross Red Crescent Climate Centre and the Netherlands Red Cross) discussed our work and interests, and realized that despite different approaches and focus there was much commonality in aims and ambitions, and moreover that there were ample opportunities to achieve better results and increase reach and impact by working more closely together. This synergy has since been a driving force in our collaboration. The Geneva discussion took place at a time when the outline for the to-be MFS-II funding became apparent. A follow-up meeting took place in The Hague for which Wetlands International was also invited. At this meeting we concluded that there was good common ground and interest to join forces as an alliance.

Working in partnerships to yield synergy and increase impact was also a key consideration of the MFS-II funding scheme of the Netherlands Ministry of Foreign Affairs. By working on the reduction of disaster risk in an integrated way our alliance's objectives also addressed policy priorities of the Ministry, and we therefore decided to jointly submit a five-year application under the name 'Partners for Resilience'. Later in 2009 we issued a first concept note on the integrated approach – expanding Disaster Risk Reduction to include Climate Change Adaptation and Ecosystem Management and Restoration – which was discussed with the Ministry, and this set the tone for the further development of a full proposal. We formalised our cooperation, and engaged in discussions to further strategize our integrated approach of Disaster Risk Reduction, Climate Change Adaptation and Ecosystem Management and Restoration. We also selected target countries, and started scoping studies. Eventually this led to an application, including detailed country proposals and budgets that was submitted to the Ministry on 1 July 2010.

Upon approval of the programme proposal inception workshops marked the formal start of our programme in the nine selected countries: Ethiopia, Guatemala, India, Indonesia, Kenya, Mali, Nicaragua, Philippines and Uganda. Teams that represented our organisations and their implementing partners in these countries formulated countries-specific targets, developed plans to align tools and approaches, (further) engaged with the communities, and agreed on organisational set-up. An unexpected reduction of the budget early-on in the programme forced us to re-visit all plans, but we agreed on arrangements to accommodate this reduction of funding without affecting the set-up and aims of our partnership. Work continued in all countries as planned, albeit on basis of adjusted targets. The total budget, including own contributions of the alliance members, was € 40.1 million. (For financial reporting reference is made to separate documents.)

As many of our in-country partners were new to the partnership, much time was invested to familiarise them with the programme and especially with each other. Different cultures and working modalities had

to be understood before synergy could be achieved. Where partners had already a history of working together, prior to PfR, this acquaintance process went relatively smoothly, whereas in other countries more time and effort needed to be devoted. Also the fact that not all alliance members had in-country representation, often due to budgetary constraints, implied that modalities needed to be developed to ensure their effective inclusion of specific expertise.

Although the understanding of how PfR would work on reducing disaster risk and increasing community resilience (largely based on the aforementioned concept note, the programme's log frame, and the vast experience of the partners), a common vision on the integrated approach was developed early 2012 in a two-day meeting with a group of experts and representatives from partners in various countries. On basis of this vision PfR promotes four *building blocks* for resilience: encouraging communities to anticipate the risks they face, respond when disaster strikes while maintaining basic structures and functions, adapt to changing risks and the inherent livelihood options, and finally transform risks by addressing root causes and be active partners with governments in implementing disaster risk reduction. These building blocks apply on several *levels*, and are structured around eight key principles that stipulate what needs to be done to move beyond business as usual.

With clear structures, an agreed log-frame, and an underlying vision on how to understand and promote community resilience, our programme was implemented over the course of five years. Through community work the partners gained substantial practical experience and yielded considerable success in working with communities to strengthen their resilience. We invested heavily in learning, and documented and shared our experiences through write-shops, newsletters, websites and social media. Although this five-year report does not encompass all the results achieved and stories collected, it offers compelling snapshots from the nine target countries of which we take pride. As Partners for Resilience we hope that these stories inspire practitioners to further mainstream replicate and scale up the integrated approach towards disaster risk reduction and to build communities' resilience and secure sustainable development.

At the closing Global Conference of PfR, in October 2015, partners expressed their enthusiasm for the integrated approach with which they had familiarised themselves over the past five years because of PfR. The favourable results were highlighted – regarding the communities with which they had engaged, the civil society with whom they collaborated and which they are part of, and government officers with whom they had engaged in dialogues at local, national as well as global levels. Many teams referred to the collaboration as an affair that transformed from a forced marriage into a love marriage. While in some countries it took more effort to get the programme off the ground than in other countries, all have come to appreciate the other partners, acknowledge their expertise and skills, and together capitalise on complementarity and synergies.

It is with pride that, on behalf of the Partners for Resilience alliance, I can present this five year report of our work. Together with our implementing partners we have been able to increase the resilience of 548 communities around the world, and pulled in other civil society organisations and governments in our work. Our approach is recognised as innovative, and highlighted at various meetings – from local meetings with county officials in Kenya and barangay leaders in the Philippines up to the Netherlands Prime Minister at the 2015 Climate Summit in Paris. Their recognition, and that of many others, underlines our appreciation of the many achievements under this partnership. We are committed to further replicate and up-scale our approach over the coming years. The fact that our alliance jointly moved into a new five-year programme with the Ministry of Foreign Affairs is testimony of this success.

Juriaan Lahr
Head of International of the Netherlands Red Cross
The Hague, July 2016

Summary

A member of the Biliko community in Merti, Kenya, voices her concerns in a meeting where disaster risk maps are discussed.



The integrated approach | Where at the outset of PfR the integrated approach was merely a theoretical concept, five years of intensive collaboration have demonstrated a successful translation into acknowledge approaches and practical interventions – through direct work with communities, and through engagement with other civil society organisations, meteorological offices and knowledge institutes, and governments. Certainly in quantitative terms PfR has achieved all its targets.

The level and shape of the integration however was and in many places remains a challenge. In the inception phase partners were trained in the role of ecosystems in DRR and community resilience, and the contribution of climate (change) to risk patterns. In the assessment phase they successfully added or even integrated all relevant elements re. Disaster Risk Reduction (DRR), Climate Change Adaptation (CCA) and Ecosystem Management and Restoration (EMR) to their respective organisational tools. The development and introduction of specific guidelines and tools for climate-smart and ecosystem-based DRR proved to be very useful. But while the outcomes of the assessments were rich in terms of understanding the impact in the three domains, the translation into practice proved more challenging, and DRR interventions often leaned more towards either the CCA or the EMR side, while some partners successfully implemented ecosystem-based adaptation. The totality of interventions however provides a rich mixture of contextualised actions aimed at risk reduction, better protection against and management of hazards, and strengthening livelihoods through adaptation to changing circumstances or even transforming livelihoods. PfR managed to involve many stakeholders, by creating and working with other civil society organisations and platforms, by collaboration with knowledge institutes and meteorological offices, and by engaging in dialogue with policy makers at various levels. And while for the latter the often limited financial means and inability of structures and legislation to address communities' vulnerability intensively and sustainably, some noticeable achievements are visible. Also at global level many initiatives have paid off. Although attribution may be difficult to demonstrate, PfR can certainly highlight extensive and intensive contribution through participation in negotiations, round tables or panel discussions. These successes are also important inroads and experiences for future dialogues under the new Strategic Partnership.

Building capacities of local partners | The collaboration certainly also enriched the interventions of the partners, with 'resilience' having become a (more) prominent guiding principle in their work, trickling down and stimulating similar developments in their wide international networks.

Five years of documented changes of the implementing partners' capabilities also show that participating in the PfR programme has been enormously stimulating for the improvement in the way they strategize, organise and operate. Partners operate more on basis of strategies, work plans and information provided by PME systems than before, and also a sustained involvement of staff and other resources is visible. The organisations have reached out to other partners and institutes that bring in knowledge and expertise, a central element in the integrated approach. Most importantly partners improved the integration of disciplines, which improved their functioning. These observations are congruent with those of the sector-wide external evaluation of MFS-II.

At the same time it should be noted that most emphasis has been put on achieving the integrated approach (under the three strategic directions), and far less targeted support has been provided to

enhance the partners' organisational and operational capabilities. The improvements often emerged by virtue of operating in the partnership. This makes PfR's attribution sometimes difficult to state, but the contribution is widely recognised throughout the alliance, and will be put more central in the new Strategic Partnership.

Strengthening civil society | One of the programme's major achievements is the engagement with many NGOs (including specialised institutes) and CBOs. The inclusion of expert knowledge and scientific assessments has enabled the holistic, integrated approach that is a key element in PfR's integrated approach. In all communities where it has been active PfR has stimulated self-organisation and self-management by establishing risk reduction committees and introducing them to policy makers. The latter's willingness to engage with communities also indicates that prior lack thereof was likely mainly due to insufficient knowledge, resources and tools. By expanding many trainings to also include government officials the programme has not only strengthened civil society and government in relation to risk reduction, but also positively contributed to the 'social contract' between the two.

Learning in and from PfR | Many initiatives have been taken in the programme to stimulate learning. Documentation and exchange of experiences (through write shops, at platforms, and during conferences) as well as an extensive 'Learning from and about PfR', have contributed to a greater and more in-depth understanding of the programme's key aspects like integration of DRR, CCA and EMR, working in partnerships, strengthening community organisation and participation. This understanding undoubtedly has had a positive impact on the quality, impact and harmonisation of the programme, and to partners' capacities in these fields. The many examples of PfR experiences were also widely used in targeted dialogues with stakeholders, indicating that there is a wide overlap between (internal-to-external) learning and lobby & advocacy. While up-scaling effects have remained modest so far, some developments can be noticed, like collaboration between partners in initiatives that take the integrated approach as a basis, the resilience-framing of strategies and policies of partners' international umbrella organisations, and the inspiration that is taken of PfR in structuring initiatives of other agencies.

A cost-benefit study revealed that, based on several assumptions of likelihood and severity of events, the costs of inactivity (for communities as well as for the organisations that provide relief and recovery assistance) outweigh the costs to prevent and mitigate disasters.

The documented experiences and research outcomes are key assets for the new PfR Strategic Partnership (2016-2020) where they are part of the evidence base. Also they will be used in the formulation of programme proposals that will complement the new programme's exclusive focus on Dialogues, notably the strengthening of organisations' related capacities. Several aspects that have emerged in the learning efforts will be important ingredients in the structuring of the programme, like focus on needs based versus rights based approaches, the importance of a solid evidence base, the understanding of the key role of ecosystems for DRR and the need to make approaches climate-smart, and the pivotal role of learning – something that was underlined in the conclusions from the 'Learning from and about PfR' assessment.

Collaboration with the government | The selection of PfR to form a Strategic Partnership with the Netherlands government is, certainly for the PfR partners, a confirmation of the good collaboration that has emerged over the programme period with the Ministry of Foreign Affairs. In parallel the focus of PfR (notably the disasters and resilience discourse) became more prominent in global policy developments, and DRR has been increasingly emphasised in the Netherlands government's policies and statements. As a consequence the policy agendas of PfR and the Netherlands government grew closer, and collaboration became more intensive, which was aptly demonstrated in the process towards the Sendai Framework for DRR which was agreed at the Third UN World Conference on Disaster Risk Reduction in Sendai, Japan, March 2015.

In the Strategic Partnership the focus on IRM dialogues will be continued and expanded, with a key focus also on strengthening the capacities of PfR's partner civil society organisations to effectively conduct these dialogues with stakeholders to promote the upscaling and replication of the integrated approach to better manage risks.

Quality, Efficiency and Sustainability | With limited targeted advice for the Country Teams, the programme has achieved positive results in relation to the quality of the interventions, the efficient use of resources, and the sustainability of the results. Monitoring and evaluation is done mostly by means of proxy indicators, which make it plausible (but cannot demonstrate) that the positive results have been brought about by the PfR management. With regard to sustainability however, many targeted initiatives have also been taken. Some of these provide binding agreements, whereas others merely ensure a conducive (policy) environment for continuation of activities.

Finally the programme's initial budgets have been applied consistently throughout the programme: no re-allocations have taken place between or within countries. Only in one situation funding was transferred, at a global level, between two alliance members. Finally a reserve in their initial budget enabled some partners to effectively anticipate re. opportunities at the global level that emerged during the course of implementation.

Partnering with the Netherlands government | While essentially and initially the relationship between the Netherlands government (through the ministry of Foreign Affairs) and Partners for Resilience could be characterized as donor-recipient, the collaboration over the years has grown closer as the disaster risk / climate / ecosystem (water) agendas of both became more prominent and converged. PfR was able to provide input to government positions in international forums and meetings and the Netherlands government promoted the programme increasingly as a positive example of multi-disciplinary collaboration. This implicit partnership will take an explicit, formal shape under the new Strategic Partnership programme (2016-2020).

The PfR Alliance in action

Children in front of their make-shift home in Culaya, Catmon barangay in Malabon, Manila, overlooking the stagnant and polluted water.



Please note that this report, other than the previously produced reports, will be rather reflective and will contain less practical examples. Where initiatives are mentioned, reference is made to previous reports where they can be read in more detail: Annual Reports (AR), Planning Reports (PR), Midterm Review (MR), with indication of the year and the specific pages where more information can be found, e.g. AR13/56 refers to the Annual Report 2013, page 56.

1.1 Introduction – the start-up of Partners for Resilience

One and a half year after the first informal meeting between the to-be partners, their proposal for climate-smart and ecosystem-smart disaster risk reduction to strengthen community resilience was approved by the Ministry, to be funded under its MFS-II scheme. The five Netherlands-based organisations – CARE Nederland, Cordaid, the Netherlands Red Cross, the Red Cross / Red Crescent Climate Centre and Wetlands international – had established a structure to co-ordinate and implement its ambitious programme. Country teams were established in the nine countries (Ethiopia, Guatemala, India, Indonesia, Kenya, Mali, Nicaragua, the Philippines and Uganda), consisting of representatives of the alliance members in these countries. Implementation was carried out by either these representatives (for example the country staff of Wetlands International), and/or by partner organisations (for example a national Red Cross society, as partner of the Netherlands Red Cross). A global coordination team was to oversee the progress of implementation and serve as a linking pin, connecting with a Steering Group, Programme Working Group, and several thematic groups as well as the Country Teams in the various countries. Activities were carried out on basis of an agreed annual work plan. While all planning and reporting was to be done on the basis of agreed formats, these were sufficiently generic for each country to reflect country realities and capacities.

The combination of different disciplines enabled an innovative approach: disaster risk reduction was to be applied in a way that not only looked at current and immediate (known) risks, but also at future risks to which climate change was a defining factor. Furthermore, at a geographic scale, it looked beyond the community and instead applied a landscape approach, looking at the role of ecosystems not only related to disaster risk, but also for livelihood benefits. Thus, the integrated approach, promoted by PfR, combined Disaster Risk Reduction (DRR), Climate Change Adaptation (CCA) and Ecosystem Management and Restoration (EMR).

Taking part in the programme bringing different focus, expertise and knowledge, the partners devoted much of the first year to deepen their understanding of the different components of the integrated approach, and of the opportunities and challenges to indeed integrate the components. It appeared that at head quarter level alliance members expected that forging a smooth collaboration would be achieved quickly, underestimating the challenges that had to be overcome at country level. Although the time horizon of five years did allow for such extensive intra-alliance introduction and familiarisation, partners felt, certainly at the final stages of the programme, that this time could not be fully be recovered.

After accommodating a budget reduction early 2011, the final selection of regions, villages and communities took place, and baseline surveys were carried out, feeding into the programme's monitoring and evaluation structure. Once these foundations were laid, country teams started the work with communities in vulnerability and risk assessments, discussing possible interventions, and designing risk reduction plans. Also first steps were taken to engage with other civil society organisations and engaging with governments at local, district and national level.

During the inception period, partners also voiced expectations, like

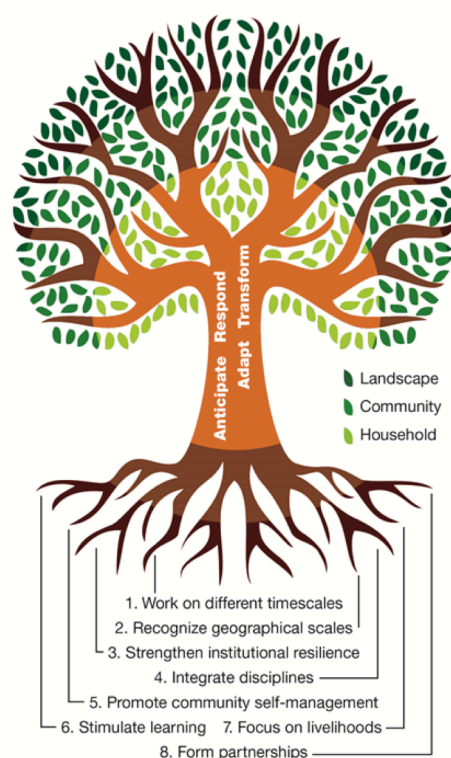
- “Communities will be made resilient to risks like drought, floods, hurricanes and other climate related disasters; and they will be able to scale up activities”
- “We will be able to influence government and international policies on climate change, disaster risk reduction and ecosystem management.”
- “There will be an interaction between global level and local level action. Local actions and experiences can be used in ‘linking and learning’ at the global level, to illustrate good experiences and as evidence for scaling up and providing more resources for strengthening civil society. Hopefully, policy makers can also invest more in these types of interactions.”
- “Now there is sometimes duplication in the activities of partners and too much of reinvention of the wheel. There should be a more common approach whereby others know what is being done by others.”

Finally the agreement on common terminology appeared a challenge. While ‘resilience’ was prominent in the alliance’s name, it took considerable time to reach a common and shared understanding. The alliance members organised a debate around the (diverging) meaning(s) of ‘resilience’ in March 2012 in the Humanity House in The Hague. Invitees from civil society, the Ministry of Foreign Affairs, academia and the PfR partners themselves discussed common denominators of the term that was becoming increasingly popular in the humanitarian, development and environmental sectors. Discussions focussed on “Why is this approach so appealing for the different sectors?”, “How do we avoid that resilience does not become another convenient buzzword – a new terminology for existing activities”, “How will ‘resilience’ bring about different results’, and “What real change do we actually envision”?

The above resilience discussion served as a stepping stone for a deeper elaboration of the concept, in which PfR alliance members and staff of several of their implementing partners met with specialists from the field. Building on first experiences in the programme and academic insights, the workshop’s outcomes were translated into a PfR Resilience Vision (see box) that was launched in November 2012, when the Netherlands Ministry of Foreign Affairs hosted a meeting of the World Bank’s GFDRR.

PfR Resilience Vision

The PfR Resilience Vision (‘Resilience Tree’) is based on the building blocks of encouraging communities to *anticipate* the risks they face by building on existing capacities, *respond* when disaster strikes while maintaining basic structures and functions, then *adapt* to changing risks, and to a changing location situation and its livelihoods options, and finally *transform* themselves to address underlying factors and root causes of risk and be active partners for governments in implementing DRR. These building blocks apply on several levels, from households and the communities they form, up to the landscape in which they are situated and with which they inter-relate. At all levels, policy dialogue is important to create an enabling environment.



Finally eight key principles enable to move beyond “business as usual”: work on *different timescales* to ensure adaptive planning; recognize the broader *geographical scales* on which the drivers of vulnerability express themselves; strengthen *institutional resilience* to changes in disaster risk, climate and ecosystems; *integrate disciplines* in the attempt to analyse an environment that encompasses many different risks; promote *community self-management*, boosting empowerment and creating local ownership to put communities in the driving seat of development; *stimulate learning* by combining traditional knowledge with scientific assessments to understand climate trends and data; *focus on livelihoods* – the first and most important element affected by disasters, seeing the natural dimension as key; and finally *form partnerships* among communities, government agencies and civil society organizations, traversing different sectors.

1.2 Geographical and temporal dimensions

Geographical dimension: from household to landscape | The focus of the programme was at the local level where hazards affect the most vulnerable people first. However, communities are not isolated units, they are connected to a range of actors and located in a particular landscape that determines to a large extent their livelihoods and vulnerability to disasters.

In the Resilience Tree, the crown of the tree displays the interconnected-ness and the support systems that are underlying the decisions and actions of communities and the households therein. Disaster risk reduction is therefore not only a community effort, but is also related to a wider landscape and a wider range of actors. For example, it does not make much sense to build dikes to avoid flooding in the watershed downstream, if unexpected flooding will become worse due to dam constructions upstream or increasingly erratic rainfall patterns. Another example is adapting livelihoods to a decreasing water availability by constructing irrigation canals from a river if that same river has dropping flow rates due to changing water patterns or upstream water use.

At community level, options to increase resilience are for example livelihood diversification or micro insurance to better cope with crises and overcome adversities, and small scale mitigation measures to reduce the (physical) impact of disasters, or to prevent a hazard to turn into a disaster. Livelihoods often largely depend on natural resources, for example through livestock grazing or fishing, and are thus greatly impacted by the availability and quality of soil and water, and the long-term impacts of a changing climate. Healthy ecosystems and sustainable practices are therefore crucial to secure a continuous natural support base to livelihoods. Ecosystems however stretch beyond administrative boundaries and should be regarded at a wider spatial scale. The effects of poor water quality in one place in a watershed can often be directly linked to harmful practices in another part of that same watershed. Similarly, if small-scale risk reduction measures have been implemented but people are not organized well to maintain them, these may be of little use. Therefore it is important to see relations between different factors, aspects and scales and use this understanding to reduce risks in a sustainable way and realize resilience.

Temporal dimension: from immediate threats to future risks | Additional to the landscape in which communities live and which shape their livelihoods, current and future climatic conditions also impact their socio-economic situation. Immediate threats like severe weather events can lead to floods or droughts, coastal storm surges, heat waves or cold spells. When well prepared, communities can ward off these risks. Timely and effective early warning systems are a key component in this. Risk-informed management of the ecosystem, for example of water resources in a river basin, can greatly reduce the impact of such events.

Due to climate change the likelihood of extreme weather events will increase: severe rainfall, long(er) periods of drought, or heat waves, will become more frequent and more intense. As a result, the risks to which communities are exposed may also change: current risks may become more severe, while new risks may manifest themselves. Risk reduction plans need to take this into account, and people's livelihoods need to be sufficiently robust to cope with this: current livelihoods may be adapted and strengthened (using drought-resistant seeds, and diversifying crops), but may also be transformed into new ones (e.g. moving from pastoralism to sedentary agriculture, or from agriculture to processing of products, off-farm production and trade of goods).

Obviously the two dimensions interrelate: sustainable management of ecosystems can and should take account of the risk-triggering climatic effects. For example when the economic productivity of a fish pond is increased through improved water quality, the longer-term effects of rising temperature may also contribute to increased incidence of malaria in these areas because of standing water.

1.3 Strategic lines

To reduce disaster risk and strengthen community resilience, PfR's interventions were structured along three strategic lines.

outcome 1	communities are resilient to climate (change) induced hazards
output 1.1	communities are capable to implement risk reduction measures based on climate risk assessments
output 1.2	communities are capable to protect their livelihoods in synergy with their natural environment
outcome 2	(partner) NGOs/CBOs apply DRR/CCA/EMR in assistance and advocacy
output 2.1	(partner) NGOs/CBOs are capable to apply DRR/CCA/EMR approaches in their work with communities and government institutions
output 2.2	(partner) NGOs/CBOs are capable to advocate the DRR/CCA/EMR approach with peers/ other stakeholders in their networks
outcome 3	DRR/CCA/EMR conducive budgeting and policy planning is in place at local, national and international level
output 3.1	government institutions at local, national and international level endorse PfR approach

The various programme elements under the programme's three strategic directions are interrelated: a conducive environment in terms of government legislation, policy planning, budgeting, etc. (outcome 3) will contribute to the ability of Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs) to work on actual risk reduction measures in communities (outcome 1). Moreover stronger NGOs and CBOs (outcome 2) will not only enable more (and more effective) risk reduction and livelihoods protection activities in communities (output 1.1 and 1.2 respectively), but will also contribute to a stronger voice for civil society. Their engagement in policy dialogue solicited endorsement of the PfR approach by government institutions (output 3.1). Eventually all activities under PfR's three strategic directions will lead to a reduction of disaster induced mortality and economic loss, and as such contribute to achieving MDG 7a: sustainable living environments.

1.4 Implementing PfR

Organisation | At country level the alliance members organisations and their implementing partners worked together in a PfR Country Team. Some alliance members worked via their national office with an implementing partner (like the Netherlands Red Cross and its sister national Red Cross Societies) while others had a hybrid structure in place, co-implementing along with local partners (like CARE Nederland, Cordaid and Wetlands International). The Climate Centre provided its support through a network of specialists who worked mostly from a regional location. Except for the Climate Centre each of the partners facilitated the lead function in two or three countries.

In the Netherlands a Coordination Team was responsible for overseeing the programme implementation, including reporting and planning, and liaising with various groups and non-PfR stakeholders. Representatives of each of the five alliance members worked together in a Programme Working Group to support on-going work and take initiatives at the global level. Also specialists of the five alliance members (including, where relevant, from Country Teams) worked in specialist groups (like on Communication, PME, Linking & Learning, Finances). At a strategic level the Steering Group guided implementation. The group was made-up of senior managers of the five alliance members, chaired by the Netherlands Red Cross. Finally an International Advisory Board (IAB) met several times with the Steering Group, and provided input at some instances during the programme, e.g. during the development of PfR's Resilience Vision, and during the global conference (see par. 5.4).

Generally it is felt that the structures put in place functioned well. Obviously the systems' performance is a function of the partners' engagement and efforts, and as their trust and collaboration grew over

time, the systems functioned better. Both in Central America and South-East Asia the Country Lead function covered two countries, and it was felt that this impacted on the functioning of the respective Country Teams, especially the ones in the countries that were not the residence of the Lead officer. Also for the respective Country Leads the combination provided logistical challenges and moreover was a heavy burden.

The set-up allowed for many and close contacts between structures in the Netherlands and in the field. Representatives of the alliance members in-country oversaw and supported the implementation and ensured timely financial and narrative reporting. It was felt that this structure, which involves various levels of staff and related costs, was needed in relation to the accountability of the programme, especially since the alliance members felt a pressure to perform well to meet the many expectations in this first large-scale, multi-partner, multi-country programme.

Generally it was felt that the programme allowed for flexibility and creativity, and apart from the basic principles (the integrated approach, the strategic directions, the learning agenda and the log frame), much of the programme design was left to the Country Teams. It provided richness to the programme which may not have been achieved in a more directive setting: where some countries worked in different communities or geographies, others chose to deliberately work in the same. And where one programme may have leaned more towards the disaster risk aspects, other programmes put more emphasis on the livelihoods components. Moreover, balances between and within the three strategic directions varied over time, depending on the programme's progress and context.

The Coordination Team in the Netherlands (CTNL) functioned well in tandem with the Programme Working Group (PWG), and the Steering Group (SG). The number of issues at times was very substantial, certainly in the early phases of the programme where reality at times challenged the designed (and not-yet designed) structures. Furthermore the alliance applied principle of subsidiarity, where responsibilities were allocated at the lowest possible level. At several occasions this conflicted with a wish for standardisation and a desire for streamlining procedures or enforced compliance through the use of formats.

The PWG took a leading role in many issues, e.g. communication, and the set-up of the midterm review. Roles fell almost organically to different members (and their organisations). Several thematic groups were established, but apart from the Finances Working Group, these all fell back to the PWG because of the fact that many group members fulfilled roles in both. It is felt that in the new Strategic Partnership with Partners for Resilience the different alliance members should involve more of their staff.

The SG met less frequently than the PWG: on average two to three times per year. Focus was indeed on the more strategic issues, notably in relation to the annual Policy Meeting with the Ministry of Foreign Affairs. Increasingly issues were also discussed and decided over email – which facilitated timely approval of PfR's Annual Reports, and Plan and Budget Reports.

The International Advisory Board has played an important role especially in the early stages of the programme, notably in the process of designing PfR's Resilience Vision. Also they actively participated at PfR's three Global Conferences, and occasionally facilitated PfR's participation at other fora. The advisory function however remained limited to these meetings, with little engagement in-between.

Activities at country level | With on average some two-thirds of the in-country budgets being allocated to local level interventions, most focus of the teams was on community activities aimed at preventing and mitigating disaster risks and protecting livelihoods. While in some cases PfR organisations built on existing contacts and prior engagement with communities, often these were newly established. Selection of new communities was done on basis of risk profile in relation to the programme's aims, ability to reach communities with the available capacities, and often also the proximity of other PfR partner organisations in order to foster synergies.

With support from their mother organisations, partners developed strategies, tools and information material that helped them to initiate and conduct interactions with local communities, explaining the programme and establishing support for their further involvement. This also implied that local governments were included in the process, as in most situations their endorsement is conditional for partners to be able, even allowed, to work with the communities in the selected villages. Their on-going engagement appeared a critical success factor throughout the programme.

Local and regional (provincial) civil society organisations were considered as important means to further disseminate the application of the integrated approach. PfR helped establish several of these primarily community-based organisations, through their efforts to organise community risk reduction committees, whereas others already existed. Platforms were established where organisations met, discussed and aligned their DRR interventions to the extent possible. The Waso River Users Empowerment Platform (WRUEP) (see box) is such a platform. PfR partners' diverse nature and networks enabled a wide-ranging representation.

Finally the PfR partners engaged in meetings with governments at various levels ('policy dialogues') to discuss opportunities to ensure a conducive budgeting and policy planning. PfR engaged largely at local and regional (province, county) level where it helped governments to include the integrated approach in their plans and budgets – sometimes these were new initiatives, but more often PfR helped to translate nationally agreed rules and regulations into regional and local arrangements.

Global processes | Many national level processes in essence helped to enable and facilitate the implementation of internationally agreed frameworks and agreements, like the Hyogo Framework for Action, or National Adaptation Plans. With PfR support practical ways were explored and agreed, and activities undertaken that ensured that local communities indeed benefited from their government's international endorsements. Reversely PfR was able to bring local experiences to international arenas, like the various Conference of Parties (COP) meetings, World Bank meetings (like to GFDRR), and UNISDR conferences, where possible by (also) inviting local partners and representatives of communities to demonstrate local problems and solutions, and to make local voices heard. Concrete examples and a reflection on PfR achievements at the global level can be found in chapter 2

Camel Caravan raises awareness

WRUEP and IMPACT, with support from PfR, organized a week-long community camel caravan to raise awareness about the degraded eco-system of Ewaso Nyiro and the potential negative impact of the proposed mega dam on this river. A network of journalists working in the target areas called Pastoralist Information Network was engaged highlight issues affecting these communities. The culmination of the event was the conference at Archer Post after six days of walking in the wild across the river basin. Forty-five community members from the lower stream and thirty-five from upper stream walked for six days and met at Archer Post Bridge on 17th of August 2013. It brought together Samburu, Turkana, Gabra, Borana, Rendile ethnic groups from Laikipia, Isiolo and Marsabit counties.

Participants engaged with various government entities (Isiolo County Governor, National Drought Management Authority NDMA, Ewaso North Development Authority EENDA, Water Resource Management Authority WRMA), and stakeholders like the Water Resource Users Association (WRUA). The women Rep of Isiolo County spoke at the event and pledged to support the protection of the river and its eco-system. "I would do everything possible to stop the proposed construction of the dam, even if it means reaching the highest office in the land." Said Mrs. Tiyah Galgalo.

Mr. Godana Doyo, the Isiolo county governor, stated " The intention to construct a multi-billion shillings proposed water dam project, envisaged to bolster the demand for water for the planned Isiolo resort city, vision 2030 and other infrastructural development, without consulting those dependents on the Ewaso Nyiro river, is ill-advised and a project that would not see the light of day, as the county government of Isiolo will resist it with all its might.". He also proposed to make this caravan an annual event rather than just a one off event.

All mainstream media in Kenya CITIZEN TV, KTN, K24 were present and aired coverage in the prime time news of the following day.

1.5 Learning in PfR

Learning agenda | At the outset of the programme a Learning Agenda was formulated. As the programme is one of the first to integrate DRR, CCA and EMR at a substantial scale, the initiatives under the three strategic directions (see par. 2.3) were closely followed to enable learning from the experiences. Many activities have been undertaken, like workshops, expert meetings, training sessions, and field visits. To streamline and structure the learning, three overall objectives had been agreed where the 'Linking and Learning' initiatives of the Country Teams had to work towards:

objective 1	identify good practices in integrated DRR/CCA/EMR
objective 2	facilitate the implementation of integrated DRR/CCA/EMR approaches at community level
objective 3	facilitate the implementation of integrated DRR/CCA/EMR approaches at local, national and international policy levels

Implicitly and explicitly much learning took place. The development of joint positions in policy dialogues for example required documentation of experiences. Also the alignment of tools and approaches was to a large extent a learning process.

The experience in PfR contributed to the development and subsequent application of two specific tools:

- Minimum standards for local climate-smart disaster risk reduction (produced by the Climate Centre)
- Criteria for ecosystem-smart disaster risk reduction and climate change adaptation (produced by Wetlands International)

Both publications have been beneficial for the PfR Country teams to better design and implement their interventions. Also outside PfR both alliance members have disseminated these approaches in their wider networks.

Furthermore three Global Conferences have been organised, where staff from the implementing partners met with staff from alliance members' head offices, plus external guests, to discuss a range of topics related to the integrated approach.

Finally it appeared that communication shifted from being more top-down and concept-oriented at the outset of the programme, to bottom-up and practice-oriented in later years. The experiences of putting resilience into practice, often captured in stories, were of great importance for PfR's policy dialogues at national as well as international level, and helped establish the alliance globally as an important and forceful initiative. This has created a strong basis for PfR's dialogue trajectories in the new Strategic Partnership, aimed to foster the application of the Integrated approach of DRR, CCA and EMR (referred to as 'Integrated Risk Management – IRM').

Midterm review | In 2013 all countries assessed their progress against the original plans. With the PfR Resilience Vision as basis a process was designed in which all the countries critically looked at their achievements and challenges during the first half of the programme. Especially the eight key principles (see box par. 1.1) provided a structure to discuss the programme in a way that was not dominated by log frames. The reviews were carried out in-country by the Country Team of the respective country, plus Country Team members of other countries in the region, and HQ staff.

The outcomes were central in the PfR Global Conference that was organised in The Hague, in September 2013. Various sessions

PfR Midterm review

In 2013 and 2014 a midterm review was carried out to assess the programme's progress, and to come to recommendations for extra investments and possible re-orientation of the programme where needed. The review was based on PfR's Resilience Vision, particularly its eight key principles.

The outcome was a combination of country-specific and general recommendations – both feeding into the programme development for the latter half of the programme. (-/-)

addressed issues like 'integration of the three approaches' 'effective policy dialogues'. One session was also organised around 'setting up effective communication', feeding the policy dialogues as well as the documentation processes that were starting to take off in many of the PfR countries.

The outcomes of the mid term reviews, plus the general directions agreed at the conference (see box), guided the work plans for 2014 and 2015. More information can be found in paragraph 5.5.

PfR Midterm review

(-/-) The general recommendations focused on:

- applying early warning, early action
- applying minimum standards
- applying long-term climate forecasts
- including ecosystem management and restoration
- including livelihood approaches
- ensuring sustainability
- translating assessment results into action
- bridging the gap between concepts and practical implementation on the ground
- conducting policy dialogues

'Learning from and about PfR' | Finally a study has been carried out by researchers from Groningen and Wageningen University with the aim to assess the relevance of PfR's integrated approach towards building resilience, provide empirical evidence about PfR's contribution to enhancing the resilience of local communities, and to provide insights into the institutional and technical dynamics of implementing the approach. The study combined a thorough desk study into many reports, publications, minutes produced by PfR, with results from field studies that were carried out in six of the nine countries where PfR was implementing its programme. The outcomes revealed several successful achievements of the programme like the relevance for communities and the ability to build on their structures, and the learning from the processes and results. It also marked challenges in relation to the complexity of the programme, and the reliance on governments that are often ill-equipped. Reference is made to chapter 5.6 for a more in-depth reflection on the study.

Sector-wide evaluation | Finally PfR participated in a sector-wide evaluation into the results of the programmes that were funded through the MFS-II funding mechanism. The research was conditional for each MFS-II funded organisation, and to improve and facilitate the process and the comparison of outcomes the majority of the organisations decided to commission a joint study, which was co-ordinated by Partos (via Stichting Gezamenlijke Evaluaties) and carried out by NWO/WOTRO. Due to the complexity and large scale of the research, PfR only played a minor role. Therefore the outcomes' relevance to the PfR programme as a whole was limited. However, the overall conclusion of the research was that all programmes collectively contributed positively to the achievement of the Millennium Development Goals. Moreover "the projects are clearly formulated, well implemented, relevant and efficient. The researchers state that it is clear that the Dutch NGOs and their partner organisations know what they are doing and, by and large, are doing it well." At the same time it was also concluded that it could not be confirmed that investments in capacity strengthening of implementing organisations was a decisive factor in this – this needed more time and sustained efforts.

Reflections on the costs and benefits | Complementary to the qualitative 'Learning from and about PfR' study a cost-benefit analysis has been carried out in a selected number of communities in Ethiopia and Uganda. Costs of preventive measures were compared with costs that would have occurred in terms of assistance and recovery in times of disaster, at the community level as well as with the implementing partner organisations. For this study probabilities of future events were taken into consideration to model estimated increases in expected losses. Benefits of preventive risk reduction actions were quantified and translated to present monetary values.

The results of the analysis shows that, given certain assumptions such as a 20 year project lifespan, all PfR interventions in Ethiopia (natural resource conservation, model farmer, goat distribution, and an irrigation dam) and in Uganda (water harvesting, drought-resistant crops, village loan and savings) are estimated cost effective. The latter showed instances of a cost-benefit ratio ranging from 5 to up to 125 depending on the assumptions.

1.6 Collaboration with the private sector

At the outset of PfR two intention letters were signed, with *Verbond van Verzekeraars* (Dutch umbrella organisation of Insurance firms) and *NL Engineers* (Dutch umbrella organisation of engineering companies), with the aim to explore and facilitate collaboration and support to PfR by several of their members. The MFS-II funding also promoted “[...] innovative initiatives with actors outside of civil society and the development sector to combat fragmentation and create added value”. At the first Global Conference of PfR participants expressed their interest to seek collaboration with the private sector.

However, despite some meetings with the aforementioned umbrella organisations the collaboration did not materialise, main reasons being the fact that representatives of the umbrella organisations who would act as liaisons between their members and PfR felt insufficiently familiar with the programme (which was still in its early phases), and that fact that the distance between member organisations and the field (i.e. the programmes in the respective countries) was felt as too big to facilitate contacts there (AR2012 p42). Also PfR partners, despite their expressed interest, at that stage were preoccupied with setting up the programme and had no concrete need for support in either field. Had the alliance lead re-engaged with either one of the umbrella organisations at a later stage in the programme, more opportunities may had been identified (if actively explored), but the then remaining period would have been too short to yield effect.

At country level however some collaboration has emerged, be it at limited scale. In Somoto, *Nicaragua*, for example, there has been collaboration with rosquilla producers to introduce DRR/CCA/EMR considerations into the Somoto Rosquillas Value Chain Committee’s processes. The use of energy ovens that require less firewood and preserves the already fragile environment, and stronger linkages of the producers with the Ministry of Health for the issuing of sanitary licenses, contributed to safer, healthier and more robust production capacities and more stable income, making the communities more resilient against shocks and crises (AR14/51). In the *Philippines* Crown Supply Corporation sponsored a mitigation and livelihoods project in Valenzuela city in Manila and a nation-wide poster competition, while the Maynilad Water Services, responsible for dam operations, joined villages such as Protrero in Malabon, Manila, and schools and city authorities to harmonize a basin-wide flood early-warning system. In the same village of Protrero the San Miguel brewery collaborated with village authorities to harmonise flood early warning systems and enhance community and workplace preparedness, including community drills (AR13/54,55). Finally, as part of the reconstruction after typhoon *Haiyan* (locally named *Yolanda*) that hit the Philippines in November 2013, PfR partners collaborated with Royal Haskoning / DHV in the coastal reconstruction of Tacloban, as part of a DRR Facility established by the Netherlands Ministry of Foreign Affairs.

Apart from these initiatives no active collaboration has been established with the private sector. Unfamiliarity and sometimes unease stood in the way of possible partnerships, certainly at the outset of the programme. However, as the resilience discourse became more prominent, so did the recognition that for-profit organisations can be a major source of expertise and funding. This is for example explicitly agreed in the UN’s Sendai Framework for Disaster Reduction. In the successor programme the PfR alliance will again and actively seek engagement with the private sector.

1.7 Wrapping-up PfR

Based on the successful implementation of the programme in the nine countries there was a natural willingness to continue co-operation when the contours of a successor-funding scheme became apparent. Initial discussions already commenced early 2014, and further explorations were carried out

to assess whether engagement should be continued in and limited to PfR’s current countries. An index was used to objectively assess the risk landscape in a great number of countries. Given the new focus of the funding (strengthening the capacity of civil society to effectively lobby and advocate – in the case of PfR for Integrated Risk Management) this index also looked at the institutional landscape. As a result the alliance members decided to continue and build on PfR’s achievements in all countries except Nicaragua. Furthermore they decided to also engage in Haiti and South Sudan.

The new funding scheme however does not cater for the funding of community interventions (like under the first strategic direction, see par. 2.3), and instead focuses on strengthening civil society (strategic direction 2) and applying that capacity to engage in policy dialogue (strategic direction 3). In the set-up of the programme the outcomes of the ‘Learning from PfR’ study provided valuable input. Moreover several other implementing partners may be selected at country level, given the shift in focus from operational to organisational. At the same time, ongoing operations, possibly funded from other sources, may continue to provide the evidence base for successful advocacy.

1.8 Scaling-up PfR

While most effective in the communities and for the partner organisations involved, PfR ultimately aims to expand beyond the current project localities to introduce the integrated approach in many more places and engage with many more stakeholders. Also within the current communities the projects will ideally expand to address (even) more causes and consequences of disaster risk, and to strengthen and intensify an integrative, holistic approach.

Obviously the strengthening of other civil society organisations, the provision of training to key stakeholders, and the dialogues with policy makers on a conducive legal and financial environment all lay the groundwork on which these ambitions can be materialised. In several places the partners have already achieved success, like in *India* where partners contributed to leverage Rs 269 million from ongoing development budgets for DRR (AR13/35) and *Indonesia* where the government contributed to agriculture improvements (AR13/15). In *Kenya* the county office for Isiolo, for the first time, increased its budget for DRR interventions with some 60 million Ksh (AR14/43-44).

Influencing other programmes

In Ethiopia, different programmes of the partners were influenced with PfR approaches, which has led to better coordination and communication on weather warnings. Through the convening of multiple stakeholders (local Met offices, Local disaster authorities) early warning- early action could take shape in remote areas of the country. This has for instance already led to a local Government evacuation in 2016 prior to flooding in Southern Somalia. Had this coordination not been improved the community and its moveable assets would likely not have been evacuated in time.

While up-scaling effects have remained modest so far, some developments can be noticed, like collaboration between partners in initiatives in the Philippines, Ethiopia and South Sudan that take the integrated approach as a basis, the resilience-framing of strategies and policies of partners’ international umbrella organisations, like the IFRC, and the inspiration that is taken of PfR in structuring initiatives of other agencies, like DfID’s BRACED programme (see also par. 5.8).

The fact that dialogues, notably in policies and investments, are central in the new PfR Strategic Partnership, the partners will put much more emphasis on ensuring upscaling and replication of the integrated approach. Moreover the conclusion of three important frameworks that guide policy development and ensure adequate funding (the Sendai Framework for DRR, the Sustainable Development Goals, and the Paris Climate Agreement – all agreed in 2015), provide a solid basis.

Standing in the middle of the community's vegetable garden, a woman in Noga, Diallouba, Mali, holds the safe of the women's Saving and Loans Group.



2.1 Integrating DRR, CCA and EMR: the cornerstone of the PfR approach

The central premise of the Partners for Resilience approach is that the 'enrichment' of disaster risk reduction with considerations that render it climate-smart and ecosystem-smart will make it more effective in protecting lives and livelihoods. The inclusion of climate information to better anticipate imminent and future weather extremes enables to address risks along longer time scales. It contributes to the realisation that future risks may differ from current, known risks, which may have consequences for the way in which risks are addressed. The inclusion of a landscape approach to better assess the impact of ecosystems on lives and livelihoods enables to address risks along wider geographical scales. It recognises that the places of origin of risk may be far away from where the impact is felt when disaster strikes. Additionally the management and restoration of these ecosystems may not only provide a buffer against disaster risks, but may also provide alternative sources of income. Obviously climate and ecosystem management not only relate to disaster risks, but also relate to each other: climate change may affect the robustness of ecosystems, directly or through human behaviour that is impacted by climate change. The combined measures that are taken in the context of the integrated approach ultimately strengthen the resilience of communities and the ecosystems. This integrated risk management enables communities to better ward off disaster risks, recover more quickly from shocks and stresses, and protect and even stimulate their development.

A different level, 'community resilience' bridges the humanitarian and development sectors, the first predominantly focusing on short-term interventions, while the latter addresses issues with a longer-term perspective. Its positive connotation, especially when compared to the 'vulnerability' discourse, also makes it an appealing concept, to which many organisations orient their work. In the five years that the PfR programme was implemented 'resilience' has become the *lingua franca* for a great number of organisations, working in various sectors.

The inherent logic of PfR's integrated risk management approach combines the strength of the humanitarian, development and environment organisations. At the start of the programme partners were generally knowledgeable on one or two but certainly not on all three aspects. Some partners were also little used to work in partnerships, which contributed to the programme's complexity.

2.2 Results of the integrated approach

2.2.1 Assessments

Complementing, aligning, integrating methods and tools | The assessments, carried out during the programme's inception phase, appeared a first hurdle for the successful integration of the disaster risk reduction, climate change adaptation and ecosystem management and restoration. Organisations each traditionally applied methods and tools that were geared towards the organisation's focus and niche. The joint exploration of how vulnerabilities should be assessed in a way that reflected the integration of disciplines, constituted intensive and prolonged debates on aligning, complementing and even integrating the tools.

The first PfR Global Conference (September 2011) provided an early opportunity to compare and learn from the different ways in which the country teams carried out assessments and formulated ways to implement activities that reflected the integrated approach. Generally the integration of DRR, CCA and EMR tools and approaches was done in a rather pragmatic way, building on organisational practice. In most cases practitioners applied their organisations' existing DRR-tools like 'Community-Managed DRR' (in short: CMDRR), 'Participatory Risk Assessment' (PRA) and 'Vulnerability and Capacity Assessment' (VCA) as a basis and added EMR and CCA tools. In *Kenya* for example a joint training was done with PfR members and local partners on combining DRR, CCA and EMR, during which they adapted the existing tools (adding specific questions on EMR and CCA to their existing disaster risk assessment tools). Subsequently the PfR members and partner organisations did a joint community risk assessment.

In *Guatemala* and *Nicaragua* organisations had worked on DRR for some time: RCCC and Wetlands International participated in the PfR start-up workshops, during which CCA and EMR knowledge was integrated into the DRR work, drawing also on experiences in the Philippines (AR11/13).

In *Ethiopia* the partners conducted their own joint PfR planning workshop, where they integrated CCA and EMR aspects into selected DRR trajectories. Additionally they established links with government and research/ knowledge institutes, seeking their inputs as well (AR11/14). In *Mali* the partners applied a VCA tool for the community disaster risk assessment and analysis. Consequently they related the outcomes to the five 'capitals' (human, natural, financial, social and physical) and looked how CCA and EMR would impact on these.

In *Indonesia* a review of DRR / CCA / EMR concepts was done, describing how partners learned from each other's approach. The study linked the outcomes to the mandate of each organisation, in order to discuss whether this approach could fit the whole organisations' policy.

Finally the *Philippines* team took a rather practical approach, integrating EMR in a cash-for-work post-flood emergency response programme, in essence applying EMR for disaster prevention. Additionally they developed, like the PfR India Country Team, a 'PfR Manual of Tools for Participatory Risk Assessment' (see box) aimed at combining various existing tools to cover all aspects of the integrated approach. The toolbox has been widely shared within PfR.

Assessment of assessments | An overall study of how the tools have been applied was carried out in 2013-2014. It looked at the Community Risk Assessment (CRA) tools that have been applied, the way they have been applied (allowing for harmonisation), and the experiences – leading to a number of successes. Partners agreed that CRAs conducted under PfR have led to some outcomes that are noticeably different from previous assessments without an integrated approach. This has translated into a clearer understanding of their communities' risk profile, as well as of the work ahead towards increasing disaster resilience. Some of the most commonly noted outcomes in PfR communities include a better understanding of early warning early action, adopting a longer-term view in DRR, recognizing the relevance of a landscape approach, and the advantages of participatory CRAs.

Participatory Risk Assessments toolbox

To enable implementing partners to do a comprehensive risk assessment in the target communities, both the India and the Philippines country teams developed a 'PfR Manual of Tools for Participatory Risk Assessment'. Such a Participatory Risk Assessment is the first step towards designing interventions for reducing vulnerability and enhancing capacities of target communities. The assessment aims to create basic understanding of the community, its livelihood systems, dependence on natural resources, hazards profile, current coping (short term) and adaptation (medium to long term) capacities, factors limiting resilience, and intervention plans.

The tool pack is designed in three broad sections.

- *Context analysis* – The tools in the first section provide a context to the risk assessment through an understanding of the profile of the village, its inhabitants and resources. Tools in this section help practitioners to establish a village profile, and/or a community profile, and/or an ecosystem profile.
- *Hazard and vulnerability assessments* – Tools in this section relate to the broad sections of hazard and vulnerability profile, and capacity (coping and adaptation) profile
- *Development of risk reduction plans* – Tools here relate to planning actual interventions, including planning, monitoring, budgeting, etc. Tools in this section pertain to the actual community interventions.

After having used the adapted tools to gather information, analysing all data and particularly establishing the right linkages between climate, ecosystem and vulnerability factors appeared quite a challenge for partners. Not only the collection of relevant data proved a challenge, but also the understanding about how and when to triangulate data coming from outside of the community with local information. It remained difficult to comprehensively enhance communities' understanding of how to deal with the uncertainty which is an inherent part of long-term climate change information. And even when short-term and long-term risks were well understood, making optimal balanced choices of priority actions versus secondary actions was not always simple. Regular CRAs have already proved challenging for PfR partners in the past, breaking down all data collected using the expanded tools was sometimes regarded as an additional layer of difficulty.

Overall it was concluded that identifying the main linkages between climate, ecosystems and risk is a way to convene multiple actors coming from organizations usually not related to DRR work. By harmonizing their views, the PfR approach leads to a shift from merely focusing on short-term 'fixes' and disaster response to addressing the underlying causes of people's vulnerabilities. This turns integrated risk management de-facto into a multi-stakeholder approach.

Acknowledgement of local context, and introducing minimum standards | The above PRA toolbox is certainly no 'prescriptive list' of consolidated and collated tools. PfR's experience is that vulnerability and risk may have general aspects but are nonetheless specific for the context in which they are manifest. Therefore, in order to be of best use tools always need to be adaptable, and should allow for adding locally appropriate methods like for example 'story telling'. Making sense of these stories in turn challenged the partners' regular skills set.

Furthermore the widely applied approach to take known DRR methods and tools as the basis to which CCA and/or EMR elements were added also stimulated the development of two targeted standards. The Red Cross Red Crescent Climate Centre developed its 'Minimum Standards for Climate-smart Local Disaster Risk Reduction' and Wetlands International developed its 'Criteria for ecosystem-smart Disaster Risk Reduction and Climate Change Adaptation'. Both tools not only served to facilitate the assessment process, but also ensured a minimum quality of programme implementation. The standards were presented to country teams in targeted training sessions.

Additionally the vulnerability is manifest in dire socio-economic context of communities, which reflect their levels of poverty and marginalisation. In rural areas they are for example the pastoralists and small holders with little income or access to markets, in urban areas they are the low paid factory workers. In many countries there may also be ethnic divisions, or caste (like Dalit people in India) that keeps the community members trapped in a vicious circle. These root causes of vulnerability, often a result of political marginalisation, need to be taken into account when designing appropriate disaster risk reduction programmes. This needs to be well taken into account in PfR's new Strategic Partnership.

2.2.2 Implementation

Community interventions | During the five years of implementation many interventions at community level have shown some form of integration of EMR and CCA into DRR. Partners introduced measures to reduce risks for communities for example by designing and practicing disaster response plans to quickly address the effects of a disaster, by introducing infrastructural works to better regulate water flows, or by adapting, even transforming, people's livelihoods to enable them to better cope with crises and recover from adversity. Measures took account of current situations – present risks in communities

– as well as future shocks and stresses in the wider landscape. Moreover the partners worked with communities on self-organisation and ownership.

With all activities at community level the PfR partners have reached 638.527 people. PfR has been active in 549 communities, with an average of 2.63 disaster mitigation measures per community. The vast majority (95%) of the disaster mitigation measures used is environmentally sustainable, i.e. they do not have any negative impact on the services provided by ecosystems.

1 Communities are more resilient to climate (change) induced hazards		Target	Baseline	Dec 2013	Dec 2015
Outcomes					
1a	# of mitigation measures implemented per community	2	0	2	3
1b	% of community mitigation measures environmentally sustainable	100%	0	92%	95%
1c	# of community members reached with DRR/CCA/EMR activities	418.969	0	486.513	638.527
Outputs					
1.1	Communities are capable to implement risk reduction measures based on climate risk assessments				
1.1.a	# of communities that conducted risk assessments that take account of information about climate change and its impact on disasters	487	10	512	549
1.1.b	# of communities that developed collective risk reduction plans based on risk assessments that take account of information about climate change and its impact on disasters	487	6	506	548
1.1.c	# of community members covered by risk plans	378.965	7.700	557.863	617.678
1.2	Communities are capable to protect and adapt their livelihoods in synergy with the natural environment				
1.2.a	# of community members that are trained in livelihood approaches that take ecosystems into consideration	22.048	0	40.877	74.560
1.2.b	# of community members that have adapted, diversified or strengthened their livelihoods	46.044	0	71.190	123.067

Partners have worked intensively with communities on the above issues, and the number of activities undertaken is sheer endless. No list with examples will do justice to the extensiveness, richness and creativity of these, but to give an impression some of them are mentioned nonetheless.

PfR partners engaged with local communities to carry out risk mapping, ranging from community-level initiatives like 'road maps' in *Indonesia* (AR12/21) to mapping whole river basins like for the San Vicente river in *Guatemala* (AR12/14). Using participatory approaches the assessments focused on a wide range of issues, from disaster risks to sources of income to health. In each (group of) community (-ies) local risk reduction committees were established to manage the plans. Consequently drills were organised to test plans, like in *Guatemala* and the *Philippines* (PR13/12,24). Also physical infrastructural measures were taken, like a building rock dams and placing gabions in *Guatemala* (AR13/50), terracing hill sides to prevent excessive rainwater run-off in *Ethiopia* (AR13/13 – see box) and construction channels in *Mali* (AR14/45).

The multiple effects of hillside terrassing

In the Goro Gutu woreda in Ethiopia, PfR reclaimed 70 hectares of degraded land in four micro watersheds by constructing physical soil and water conservation structures, such as the establishment of hillside terraces and micro basins. These structures reduce rainwater run-off, conserve soil and concentrate nutrients and enhance water infiltration and retention. As a result, once barren and unproductive micro watersheds are regenerating. Soil depth is improving, growth of different grasses and trees is increasing and the survival and growth of newly planted tree seedlings is improving. The terraces protect lower lying villages against landslides, and at the same time allow for diversification of livelihoods. (AR13/13)

In many places communities took on alternative livelihood options, like bee-keeping in *Uganda* (AR13/62) and stimulation of sustainable tourism in *Nicaragua* (AR14/50). In *Kenya* communities have transformed from pastoralism with dependency on outside support to innovative agriculture and livestock keeping (AR14/40). In many countries, like *Kenya*, *Nicaragua* (PR14/18,23) and *Uganda* (AR12/34) energy-saving stoves were introduced to reduce logging and thus decrease pressure on the

communities' ecosystems. In all countries the community plans were linked to local government plans: in *India* for example they were integrated in the village development plans of a large number of Gram Panchayats (AR13/30).

Working with civil society organisations | To ensure a wide uptake of the integrated approach, and to enhance the sustainability of its interventions, PfR has worked with many civil society organisations and community-based organisations – often co-established by PfR.

2	(Partner) NGOs/CBOs apply DRR/CCA/EMR in assistance and advocacy	Target	Baseline	Dec 2013	Dec 2015
<i>Outcomes</i>					
2a	# of communities where partner NGOs/CBOs have facilitated access to integrated DRR/CCA/EMR knowledge	480	0	484	576
2b	# of network / umbrella organisations developed and active	40	0	56	82
2c	% of partner NGOs/CBOs that co-operate with them in the PfR programme, engaged in structured dialogue with peers and government on DRR/CCA/EMR	76%	1%	77%	89%
<i>Outputs</i>					
2.1	(Partner) NGOs/CBOs are capable to apply DRR/CCA/EMR approaches in their work with communities, government institutions				
1.2.a	# of (partner) staff trained on DRR/CCA/EMR	902	0	1.641	3.458
1.2.b	# of (partner) NGOs/CBOs that have established co-operation with knowledge and resource organisations	56	16	69	99
2.2	(Partner) NGOs/CBOs advocate the DRR/CCA/EMR approach with peers/ other stakeholders in their networks				
2.2.a	# of organisations (incl. non-PfR) involved in coalitions that work on the integration of DRR, CCA and EMR	99	0	401	547
2.2.b	# of times DRR/CCA/EMR related topics on the agenda of platforms/ networks	131	0	364	766

It includes the setting-up of these organisations, like WRUEP in Kenya (AR12/23), training of members like in participatory video to stimulate exchanges of lessons learnt between communities in Mali (AR12/26), and providing links with external partners like knowledge institutes or meteorological centres, like the generation of 5-year climate projections with the Bandung Institute of Technology for communities in Ende, Indonesia (AR13/37). Many trainings were organised to familiarise staff of the organisations with the integrated approach. In Mali for example, despite conflict-related fighting, PfR managed to train members of the community organisations as well as government staff to become trainers for the development and management of risk reduction plans (AR13/48).

Various reports and assessments (see par. 1.5) have demonstrated that working in an Alliance has benefited the PfR work: all partners acknowledge the advantages of working together, make use of each others expertise, work in a complementary way, and learn from each others experiences and networks. Simultaneously the creation of organised disaster risk committees has greatly contributed to community empowerment, and provided communities not only with knowledge and skills but also with confidence to address their needs to decision makers and other stakeholders.

Policy dialogues with governments | Finally PfR focused on policy makers to ensure a conducive legal and financial environment for integrated DRR, CCA and EMR. Such an environment would benefit the implementation of the PfR programme, and contribute to the sustainability of results.

3	DRR/CCA/EMR-conducive budgeting and policy planning in place at local, national and international level	Target	Baseline	Dec 2013	Dec 2015
<i>Outcomes</i>					
3a	# of distinct initiatives that are aimed at enabling a more conducive environment for DRR/CCA/EMR activities	31	0	120	231
3b	% of annual increase of government spending in target areas on	%	%	%	%

DRR/CCA/EMR					
3c	# of regional, international lobby trajectories towards international governance bodies and donors started to undo adverse impact of DRR/CCA/EMR	9	0	2	14
3d	# of technical recommendations, resolutions and conference proceedings make reference to DRR/CCA/EMR approaches				

Outputs					
3.1	Government institutions at local, national and international level endorse PfR approach				
3.1.a	# of government institutions reached with advocacy activities by civil society and their networks and platforms	114	0	208	330
3.1.b	# of (local) government institutions actively engaged in activities	147	0	297	350
3.1.c	# of countries where connection between DRR, CCA and EMR is explicitly mentioned in official government documents (0=no, 1=yes)	9	0	6	9

To this effect the local partners – individually, jointly as PfR, and through the established networks and platforms – have engaged in targeted dialogues. The engagement with stakeholders took place at all levels: local, province, state, national, regional and global and will be sustained and deepened in the Strategic Partnership programme.

In *Guatemala* for example a MoU was established with the municipality of Cabañas to strengthen climate-smart and ecosystem based DRR (AR14/28). In *Indonesia* partners worked at Sikka district level with Bappeda, the government agency for planning) on improved water catchment planning (AR13/39), and in *Nicaragua* PfR partners worked with the government on a five-year implementation plan for several municipalities in the RAAN region, building on a previously agreed regional climate change strategy (PR13/22).

In *Ethiopia* a one-day national workshop was conducted, “Building resilience for Pastoral Communities in Borana” that linked community level initiatives to higher-level structures (AR14/23-24). PfR in the *Philippines* contributed to the organisation of the 7th South-South Citizenry Based Development Academy (SSCBDA) with representatives from a wide range of government agencies (AR13/58), while in *India* focus was on strengthening EMR and DRR linkages in the Climate Change Action Plan of the Orissa State (PR14/15)

Contacts were also established with other ministries, like with the Ministry of Education (MINED) in *Nicaragua* (AR13/54), and with the Office of the Prime Minister and the Parliament Forum on DRR and Economic Development in *Uganda* (PR14/30).

Finally at global level many initiatives were taken. One of the most noticeable was during the run-up to and participation at the UN World Conference on Disaster Risk Reduction, and during the conference itself, where PfR stressed the importance of putting communities’ needs central, ensuring their participation, and stimulating that related underlying causes were being addressed simultaneously and cohesively, making risk reduction a shared responsibility of communities, civil society organisations, private sector and governments alike. (AR14/72-73, AR15/68-69). Also with many other stakeholders PfR engaged in dialogues, like with the European Commission, World Bank and with many influencers at various COP meetings (AR14/74-75, AR15/69-70). In all contacts at all levels PfR aimed to make the voice of vulnerable people heard, and to enable frameworks, mechanisms, policies and plans that were appropriate for their situation.

In all countries PfR has been successful in coordination and collaboration of the work with the government. Disaster risk reduction is generally perceived as rather non-political, and also the partners’ track records and formal positions (sometimes legally embedded like for the national Red Cross societies) provided access at all levels. Governments generally welcomed PfR’s proposals for more effective legislation and planning, within and between ministries and agencies. A major stumbling

block however appeared the limited financial means that governments have available, certainly at local levels, despite the good intentions of the various laws and regulations. Some noticeable achievements however can be witnessed, like in Indonesia where new legislation ensures the allocation of larger budgets for village administrators for DRR/CCA/EMR (AR14/38).

Finally in *Guatemala* PfR identified a significant opportunity to increase collaboration between the governing bodies in Guatemala. Partners for Resilience joined the Ministry of Environment and Natural resources (MARN), the Executive secretariat of the National Coordinator for Disaster Reduction (SE-CONRED), and the National Council for Protected Areas (CONAP) in the creation of the Strategic Inter-Institutional Agenda (AIE), endeavouring to reduce the vulnerability of rural communities with an integrated approach, also in the years after 2015 (AR14/28).

2.2.3 Successes and challenges

The activities implemented under the three strategic directions have yielded many positive results, but also presented some challenges. Grouped according to the key principles (see par. 1.1) key features are presented below to the extent that they relate to the activities under the three strategic directions.

The integrated approach: timescales and geographical scales (key principle 1 and 2) | There are a number of outstanding features of the PfR approach in practice. A dedicated study into the dynamics and relevance of the integrated approach ('Learning from and about Partners for Resilience', introduced in par. 5.6 – see also www.partnersforresilience.nl and www.rug.nl/research/globalisation-studies-groningen) was carried out by a group of researchers of Globalization Studies, of the University of Groningen, under supervision of Professor Thea Hilhorst. The research concluded, firstly, that the integration of both CCA and EMR into DRR, and the consequent application of different time scales and geographical scales, has proven to be a convincing approach to the different stakeholders with which PfR partners engaged. Collaboration has been established with knowledge institutes, for example to introduce the approach in curricula.

In *Nicaragua* the University of Central America conducted technical studies on risk of flooding, landslides, erosion, drought, water quantity and quality, soil quality, agro-climatic conditions, socioeconomic and biophysical realities. The outcomes improve the understanding of the risk profile of the sub-basin, and fed into curricula of capacity building through a 448 hours academic course for relevant stakeholders such as technical staff of municipalities, NGOs and other government agencies, as well as in community leaders through a community training (AR14/49-50).

Governments have widely embraced the approach, something that is reflected for example in the wide participation of government officials in PfR training session. In *Ethiopia*, a programme agreement has been made with the Regional Government (by law of the Ethiopian Charities and Societies Agency) which states that government will take up the achievements of the programme and is supposed to sustain the programme by continuous support to the community initiatives. The government's involvement in participatory planning, joint monitoring and supervision, and participation in trainings shows its interest and commitment (AR15/20).

Reforestation of the La Mesa watershed

The La Mesa Watershed serves as the main source of fresh water for Metro Manila. By planting trees, the communities in this watershed now have a stake in protecting the watershed from possible degradation. The activity is the first action that took place outside of the specific communities that PfR covers. This importantly underscores the application of the landscape approach where protecting the watershed at the upstream location of the riverbasin is recognized to have benefits at the communities located downstream not only in terms where the major risk is flood. The action also demonstrated how the participating communities of Malabon and Valenzuela are connected to the La Mesa Watershed. Strengthening its water absorptive capacity is a factor that could contribute to mitigation of floods in the low-lying areas.

The activity further emphasized the importance of forging partnerships among stakeholders in achieving resilient communities. It also drew participants from the Malabon City Disaster Risk Reduction and Management Office, the Department of Education (DepEd), and the Department of the Interior and Local Government (DILG), and the Valenzuela City Government. (---)

Finally the approach has been understood and accepted in communities, as the many different project activities demonstrate. In *Indonesia* neighbouring communities expressed their interest to the PfR target communities to join and participate where possible in PfR activities, and were invited to workshops. In this way local communities outside PfR have also benefitted from the training: they copied good examples in their own communities (AR14/36).

Reforestation of the La Mesa watershed

(-- --) The target is to cover 7.5 hectares, with a guarantee of 2 years maintenance by the Bantay Kalikasan programme of the ABS-CBN Lingkod Kapamilya Foundation Inc. The seedlings of endemic trees planted include White Lauan, Dau, Calumpit, Tindalo, Kamagong, and Bignay Kalabaw. (AR14/53)

The aforementioned research also presents challenges with forging the integrated approach, relating them largely to both the integration of the components and the application of scales (temporal and geographical).

- *Integrating DRR, CCA, and EMR* – the partners indicate that the process to integrate the three approaches is both complex and time consuming. As highlighted also in the “Learning from and about PfR” study (see par. 5.6) the integration of DRR, CCA and EMR was not always balanced: partners put more emphasis on the integration of either CCA or EMR into DRR, depending on their traditional focus, mandate and expertise. The various tools implicitly or explicitly also lead to emphasis on either one. The alignment of tools therefore was an important step to ensure a truly integrated approach.

Also it appeared, certainly in the beginning of the programme, that expectations of communities were sometimes unrealistic and needed to be managed. For example communities expected that, since at a global scale forests help capture CO₂, the planting of trees in their locality would solve their climate-related problems.

An important element in relation to achieving the integration is the fact that different components were associated with different alliance members (notably CCA with the Red Cross Red Crescent Climate Centre, and EMR with Wetlands International). Since the local partners have the strongest link with their alliance partner, taking-up activities outside of their realm resulted in layering of activities rather than integrating them. In *India* for example, the country team with mainly representatives of Cordaid and Wetlands staff have been able to implement real integrated programmes on DRR and ECM; the integration of CCA appeared to be more difficult, and it took much longer before first steps towards integrating CCA as well could be taken (MTR/15)

- *Time scales* – Working along different time scales (an approach stimulated by the integration of CCA) exposed the teams to meteorological information (imminent weather, seasonal forecasts, El Niño information, longer-term predictions) that were made available to them through meteorological offices and knowledge institutes (AR11/17-18). In *Uganda* PfR disseminated forecasts from the meteorological office (translated into local languages) and recommended actions (AR13/61). In *Mali* PfR established a partnership with the National Meteorological Office and receives weekly information on rainfall, which informs decisions regarding crop seeding and harvesting (AR14/46). In *India* early warning information, combined with other contingency measures, helped to reduce damage and prevent casualties of floods (AR13/30-31). Despite the successes the application was hampered in several places by limited technical support and the felt absence of reliable and understandable information on seasonal forecasts. Also teams expressed difficulties in translating forecast information into concrete actions.

Another complicating factor was that working along longer time scales was introduced to the programme in relation to CCA while in fact longer-term planning was also relevant to other aspects (DRR, EMR, and livelihoods). For local communities, often poor people struggling with their day-to-

day food and drinking water, it is very difficult to focus on the long-term, i.e. the consequences of climate change in terms of more frequent and intense precipitation or droughts.

Finally the Minimum Standards document, designed with the aim to make local DRR interventions climate smart, was often used as a discussion document rather than as a tool for project planning.

- *Geographical scales* – For many partners the comprehension of this aspect appeared less difficult. The outcomes of the ‘Learning from and about PfR’ on this issue indicate that it often was addressed in the context of river basin planning (good examples are in Kenya, Nicaragua, India and the Philippines) and rangeland management and coastal zone management (Uganda, Ethiopia, Indonesia and India). In several situations it was incorporated in standing government policy. For example in *India* District Disaster Management Plans (DDMP) have been developed in Bihar State: eco-systems management and restoration have been incorporated in the DDMPs. This DDMP that has been developed at District level is a model now for the development of a great number of district DMP’s in India (AR13/34, AR15/32)

In many cases the challenges related to the vast resources and complex co-ordination required in implementation, which led many partners to focusing on local level, where their influence could bring about tangible changes that directly benefited the involved communities. In a great number of cases however progress was achieved at state or even national level. Often the focus was on water sheds, like in *Guatemala, India, Kenya, Nicaragua and the Philippines*, which almost everywhere cross administrative borders to link districts. In *Mali* much of the dialogues focused on the vast Inner Niger Delta.

Finally a brief assessment of the application and interpretation of the indicators revealed that, especially at the start of the programme, the environmental aspect (outcome 1b) was not always interpreted well: often mitigation measures that included the planting of trees (e.g. to combat soil erosion) were by default considered environmentally sustainable because of the flora-aspect.

Integrate disciplines (key principle 4) | As already highlighted at the previous page, the integration of DRR, CCA and EMR, certainly at the beginning of the programme, has been challenging in many places, with partners focusing on integrating two of them (either CCA into DRR, or EMR into DRR) rather than all three. The background and expertise of partners played an important role in this initial unbalance, but also the budget allocation for some of the partners, which made intensive in-country support challenging.

Furthermore other disciplines have been linked to the programme: in several countries dissemination of the three elements (DRR, CCA and EMR) was introduced in curricula, for which PfR engaged in dialogue with the Ministry of Education, like in the Philippines where PfR participated in Department of Education activities and provided inputs to mainstream DRR/CCA/EMR in revised School Improvement Plan guidelines (AR15/50).

It is recognised in literature that the resilience discourse brings together many players with different expertise. Moreover the assessment tools should take felt risks of communities as a basis, which may well include topics that are outside of PfR’s collective fields of expertise. It is felt that the focus in the PfR programme, due to the novelty and complexity of the

Reducing risk of conflict in Merti

During the risk assessment process in communities in Merti, Kenya, conflict was identified as one of the hazards affecting the communities in the project area. There are two main causes of the conflict: resource-based conflict (esp. during drought/dry season) and politicized tribalism. KRCS and MID-P together with the Provincial Administration, District Steering Group, Food for the Hungry International and Friends of Nomads engaged in a series of peace-building initiatives aimed at restoring peaceful co-existence between Sericho and Habaswein, Borana and Samburu, and Basa and Wajir living in the project area. The communities also improved an established conflict early warning and early action system so that communities would prepare for various scenarios and appropriate actions to reduce damage or deaths.

The impacts of such initiatives are being felt among the communities: reduced cases of cattle rustling, extended grazing areas, easy movement of people and livestock during dry seasons among these conflicting communities. (AR12/23)

integration of three disciplines, was very much on disaster risks, and livelihoods that related to food security (e.g. boosting agricultural yield) and income generation (e.g. establishing vegetable gardens, introducing bio-rights, or producing honey). A livelihoods field which may be close(r) to the partners is health, but apart from some isolated initiatives, like in Uganda where health-related hazards were mapped (AR11/14), this has not been taken up. At the same time however it should be noticed that the programme's prime focus was on disasters, and that the livelihood approaches have consequently stayed close to this.

Promote community self-management (key principle 5) | The community focus has been a strong treat. The members' participation in the needs assessment and implementation constituted an empowerment that was highly valued.

However, while generally community participation contributed to support and engagement, it has not always been clear throughout the programme whether and how this would contribute to durability and possibility of up-scaling. The required, often extensive, facilitation that alliance members needed to provide was cost intensive labour, and consequently forced partners to limit the number of interventions in order to ensure its success. After the mid-term review in 2013, the *Kenya* country team agreed to focus more on quality, and rather than spreading the resources widely and thinly it decided to reduce the number of communities from 13 to 10 in 2013. The phasing-out of the three communities was made in a responsible way by systematically linking the communities to government structures and/or other projects supported by PfR members (AR14/18).

In this respect it should also be mentioned that working on community resilience constituted a shift in the way of working in / with local communities, which also took some time: the role of the partner organisations shifted from providing direct support to beneficiaries, towards building local capacities, and facilitating learning and lobby processes. This focus on 'software' in combination 'hardware' was also recognised in the 'Learning from and about PfR' study, where it was mentioned that the IRM interventions were most successful if combined with tangible livelihoods (AR15/92).

Focus on livelihoods: software and hardware aspects (key principle 7) | The focus of livelihoods was a key aspect of the work at community level. It was concluded that inclusion of livelihoods appeared to be a major contributing factor to the success: the tangible benefits that this combination brought to communities greatly increased the members' embrace of the approach. Especially in the African and Central American countries the inclusion was manifest. In *Nicaragua* for example communities were supported in collective and organised production of rosquillas, a local pastry (AR12/28, PR15/25), and *Kenya* mud fish farming was successfully introduced (AR14/40).

The livelihoods component of the programme appeared to be most successful when there was a balance between strengthening human, social, political capital (so-called 'software' components) and the construction of tangible, physical infrastructure (so-called 'hardware') – likely the former is accepted better in the context of hardware-interventions, especially since many communities put most emphasis on the structural causes of their vulnerability, and consequently on the expected tangible support to their livelihoods to address these. In situations where software interventions were prioritised the absence of tangible livelihood support led to dissatisfaction and even pulling-out of programme implementation activities. This was for example the case in *Guatemala* where dependency on external assistance since the civil war (1960-1996) makes material support sometimes a pre-requisite for access to some communities.

A proper balance between software and hardware especially paid off in relation to livelihood issues that were micro-projects and/or applied a bio-rights approach. So-called 'bio-rights' schemes were introduced in several places notably in Guatemala, Indonesia, Kenya, Mali, Philippines and Uganda:

small-scale financial resources for socio-economic activities are provided in return for restoration and proper management of ecosystems. Under the PfR programme ecosystem restorations were in many places directly linked to livelihoods improvement, like in Kenya where students were provided with solar lamps to enable studying in the evening, in return for planting and nurturing three trees (PR15/19).

Form partnerships (key principle 8) | Working in partnerships is a key aspect of working on community resilience. It is reflected in the outputs and outcomes under both strategic direction 2 ('working with CSOs') and 3 ('policy dialogue'). Both at national and at international level collaboration has been established and partnerships have been forged:

- *Collaboration with knowledge institutes and governments* – As the output and outcome scores indicate PFR has established many relations with actors from knowledge institutes to government agencies. This has proven to be productive, and many collaborative activities in the communities have been established. In the *Philippines* for example, PFR works with the five city Local Government Units along Tullahan River Basin in the National Capital Region to collectively address the problem of flooding of adjacent communities. Efforts are geared towards harmonizing the early warning system for the river basin. The LGUs, together with PFR partners, have formed an alliance that will sustain the efforts initiated by PFR. Focus is also on solid and liquid waste management, informal settler families, and habitat preservation. (AR15/47)

However with regards to the buy in that was established at many places, the translation of agreements to actions, especially for local level governments, was lagging behind. Cited reasons in the 'Learning from and about PFR' study, were the fact that they were hesitant to take initiatives regarding policies if not instructed so by higher levels, and the fact that they often lacked (sufficient) resources to invest. Examples are difficult to present: they were the investments that did not (yet) happen). It is obvious however that in many countries partners put in much efforts to try and improve this situation.

Furthermore many partners expressed that the availability of documented case studies was a prerequisite to engage in dialogues effectively (MR2013). As results became more visible as the programme progressed, this was taken up especially in the second half of the programme (for example through various write shops like in Central America and SE Asia (AR14/79) and East Africa (AR15/72-73).

- *Collaboration with private sector and other alliances* – Finally Partners for Resilience signed at the outset of the programme a letter of intent with three envisaged partners:
 - With the Dutch WASH Alliance collaboration was foreseen that would integrate WASH approaches and considerations into PFR's Integrated approach ,
 - With Verbond van Verzekeraars the intention was to reinforce the PFR network with knowledge of risk mapping, risk financing and risk prevention
 - With NL Ingenieurs PFR was seeking collaboration to channel CSR activities within the private sector, notably of corporations that were linked to this umbrella organisation

In spite of the above intentions none of the intended collaborations materialised. Main reasons were that, certainly at the beginning of the programme, partners were preoccupied with establishing the partnership and internalising the integrated approach, which left little space for already taking-in other initiatives. Moreover it appeared difficult to organise from a global level collaboration that ought to be shaped at local level. At the same time however collaboration has been established, like with Royal Haskoning / DHV in the reconstruction of Tacloban (see par. 1.6).

2.3 Linking local to global

As results in strengthening community resilience appeared, dialogues at international level could benefit from the experience and bring not only the needs of vulnerable people to the table, but also the way to mitigate them. In a great number of international forums, conferences and meetings the partners, formally and informally, stressed the need for an integrated approach to disaster risk reduction to enable community resilience strengthening.

At national level partners participated in many meetings (see under 2.2.2 'policy dialogue with policy makers') where directly or indirectly links with global processes were discussed. In some cases they participated in regional meetings, like PfR Ethiopia's participation in the Go Green Africa Fair and Conference in 2011, where they advocated for the need for environmental protection and restoration and promotion of sustainable rural livelihoods in the context of climate change (AR11/22). In other situations a national initiative provided an opportunity for global outreach, like through the collaboration with the Climate and Development Knowledge Network (CDKN) in Indonesia, which started in 2011. It focused on climate-smart community resilience, facilitating innovative learning and policy dialogues, building upon delivery at scale in 'Partners for Resilience' (AR11/22). Under the CDKN umbrella the Climate Centre's 'Minimum Standards for local climate-smart risk reduction' were developed, tested, revised and disseminated within countries, and at global meetings (AR13/77).

At the successive global meetings on climate change, from COP17 in Durban to COP 21 in Paris, PfR actively engaged in discussions and was increasingly invited as speaker in different sessions, underlining the credibility and growing evidence that PfR could bring to such meetings (AR11/23, AR12/43, AR13/76, AR14/79 and AR15/69-70). Especially the Red Cross Climate Centre was a driving force behind the Climate and Development section of the conferences over the years. The centre was also actively involved in the development of the IPCC's Special Report on Managing the Risks of Extreme Weather Events (SREX) (AR12/41), which in turn was often used as reference in PfR's lobby and advocacy messages.

Contacts with the World Bank built on prior contacts of individual members, who increasingly engaged with the PfR message of integrated DRR/CCA/EMR, like through Cordaid's co-organisation of a Civil Society Platform, presenting DRR experiences (AR13/75-76). The engagement was stimulated under the chair of the Netherlands government in 2012, when PfR was invited to address the representatives of the various donor governments at the annual meeting in The Hague (AR12/44). This invitation was an example of the increased collaboration between PfR and the Netherlands government, which was illustrated for example also by a special co-organised session on integration of DRR in development-oriented initiatives (AR13/78). This event, and moreover the increased collaboration, also illustrates the government's increasing focus on DRR over recent years.

At the UN ISDR's Global Platform PfR presented its programme to a global audience for the first time (AR11/22), and shared first experiences during co-organised side event 'What Binds Us' (AR12/75).

Being one of the most important frameworks in the context of PfR's programme, the negotiations for the successor to the UN ISDR-guided Hyogo Framework for Disaster Reduction (the 'Hyogo Framework for Action' – HFA) was a key trajectory for engagement. In 2014 PfR issued its 'Reflections on the zero-draft for the post-

Disaster risk, poverty and economic growth

At the UN Global Conference on Disaster Reduction in Sendai, 2015, HRH Princess Margriet of the Netherlands, honorary member of the Netherlands Red Cross Boiard, addressed the conference at a UNISDR/UNEP organisaed side event on the importance of ecosystems for DRR. In hetr speech she linked the need for disaster risk reduction to other global agendas. *"[In a crucial year when Sendai, the Sustainable Development Goals, and the Paris Climate talks intersect, the world] faces a potentially leathal mix of global warming, unplanned urbanisation, and degraded ecosystems. Unless we address challenges like climate change, degradation of the environment, and bad use of land, we will fail in our global ambitions to prevent suffering, but also to reduce poverty and enable sustainable economic growth"* (AR15/66)

2015 framework for disaster risk reduction' position paper. This trajectory also reflected best the multi-level collaboration that PfR intends to further strengthen under the new Strategic Partnership. At national levels PfR partners participated in platforms aimed at influencing their government's contributions, like in *India* (AR14/33), *Indonesia* (PR14/47, AR13/40). Partners also presented case studies and contributed to discussions at regional platforms like Nicaragua and Guatemala (AR14/79), and joined at global (UN ISDR) conferences (PR14/33). In the Netherlands PfR intensively liaised with the Netherlands government, providing input to its positions in the UN-led negotiations, formulated along the lines of the aforementioned position paper. Engagements, especially at international forums, were sometimes on individual basis, in many instances through the partners' international networks IFRC, Caritas, CARE International, PEDRR (AR13/77) and often collectively under the PfR banner. Finally, at the conference itself PfR organised a side event ('Sharing experiences from an integrated DRR approach') and participated in several others (see also chapter 7). It also actively engaged in the negotiations on the final texts for the to-be Sendai Framework for Disaster Risk Reduction (AR15/66-67).

Finally, at COP21 in Paris in 2015, PfR has been presented by Prime Minister Rutte as the Netherlands government's contribution to UN Secretary general Ban Ki-moon's 'Anticipate, Absorb and Reshape' ('A2R') initiative (AR15/68).

PfR has actively engaged in the above mentioned meetings, conferences and forums, as well as many others. As experience at local level grew PfR was able to bring more practical examples to these meetings, and also to have these shared in many occasions by representatives from partner organisations from the PfR countries. This was most visible at events where DRR was the central focus, and, at least initially, less for meetings organised specifically in the context of climate change, like the UNFCCC sponsored ones, where messages were framed more from a global perspective.

While attribution in lobby and advocacy is often difficult to state, PfR believes that its ongoing engagement at global levels, bringing explicit experiences and voices from local and national level to meetings, has helped shape some of the important frameworks and corresponding finance mechanisms that will be crucial references and starting points for future policies, investments and practices in relation to integrated risk reduction.

2.4 Conclusions

Where at the outset of PfR the integrated approach was merely a theoretical concept, five years of intensive collaboration have demonstrated a successful translation into practical interventions – through direct work with communities, and through engagement with other civil society organisations and governments. Certainly in quantitative terms PfR has achieved all its targets.

The level and shape of the integration of the three key concepts however was and in many places still remains a challenge. In the assessment phase partners successfully added or even integrated all relevant elements regarding DRR, CCA and EMR to their respective organisational tools. The development and introduction of specific guidelines and tools for climate-smart and ecosystem-smart DRR proved to be very useful. While the outcomes of the assessments were rich in terms of understanding the impact in the three domains, the translation into practice provided challenges (see also par. 5.6), and DRR interventions often leaned more towards either the CCA or the EMR side. The totality of interventions however provides a rich mixture of contextualised actions aimed at better protection against disasters and management of risks, and at strengthening livelihoods through adaptation or even transformation to deal with changing circumstances. PfR managed to involve many stakeholders, by creating and working with other civil society organisations and platforms, by

collaboration with knowledge institutes and meteorological offices, and by engaging in dialogue with policy makers at various levels. And while for the latter the often limited financial means and inability of structures and legislation hampered addressing communities' vulnerability in an intensive and sustainable way, some noticeable achievements are visible. Also at global level many initiatives have paid off, and PfR has become a prominent player in initiatives like UN Secretary General's 'A2R' initiative. Therefore, although attribution may be difficult to demonstrate, PfR can certainly highlight extensive and intensive contribution through participation in negotiations, round tables or panel discussions. These successes are also important inroads and experiences for future dialogues under the new Strategic Partnership.

The collaboration certainly also enriched the interventions of the partners, with 'resilience' having become a (more) prominent guiding principle in their work, trickling down and stimulating similar developments in their wide international networks (as will be demonstrated in the next chapter, par. 3.2.1). PfR also empowered many communities by having them actively working on their common interests, and empowering them in their relations with external stakeholders, notably policy makers (see par. 4.2.3-4.2.5).

3

Strengthening partner organisations



A community meeting in Uganda, where PFR presents Risk Maps and discusses possible elements of a Risk Reduction Plan.

3.1 Introduction

Additional to the programme's focus on reducing disaster risk and strengthen the resilience of vulnerable communities, interventions also contributed to organisational strengthening in fields beyond community work. Activities were aimed at improving the capabilities of the partner organisations in the respective countries, and their impact was assessed in relation to the organisations' capabilities in five different fields ('5C'):

- *the capability to act and commit*: This capability is about the ability to work properly: to plan, take decisions and act on these decisions collectively.
- *the capability to deliver* on development objectives: This core capability concerns the organisations' skill to ensure that it is producing what it is established to do.
- *the capability to adapt and self-renew*: This concerns the ability of an organisation to learn internally and to adjust to shifting contexts and relevant trends.
- *the capability to relate to external stakeholders*: This capability is about building and maintaining networks with external actors. These actors include governmental structures, private sector parties, civil society organisations (CSOs) and in the end their constituencies.
- *the capability to achieve coherence*: A main factor here is the strength of an organisation's identity, self-awareness and discipline.

As several interventions that relate to application of the integrated approach (see previous chapter), the related indicators are also used to measure success in relation to strengthening certain capabilities. The majority of indicators however are designed specifically to assess 5C-progress. Below the scores on the various indicators for capacity strengthening are presented, together with examples from the various countries. Subsequently the achievements and challenges are discussed. Analogue to the resilience activities, the key principles of PfR's Resilience Vision again provide the framework for this discussion, as three of these key principles relate directly to the efforts and effects of capacity strengthening.

3.2 Results regarding the strengthening of partner organisations' capabilities

3.2.1 Capability to act and commit

Strategy and planning | Each of the implementing partners of the PfR alliance members is an established organisation with a long history of activities in the humanitarian, development and/or environmental field in their respective country. All have experiences in cooperation with others and in working with alliance members and/or within their own (inter)national network. Their capability to act and commit is firstly assessed in relation to their strategy and planning ability: the organisations have been ranked on a four point scale, indicating capabilities are not developed (1), poorly developed (2), developed (3), well developed (4).

Strategy is elaborated in work plans and activities/ projects									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.7	2.5	2.1	3.5	3.5	3.0	2.8	3.0
Target	3.0	3.0	3.0	3.8	4.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	2.6	2.1	3.5	3.0	3.0	3.8	3.5
Score 2013	3.0	3.3	2.6	3.0	3.5	4.0	3.5	3.8	3.5
Score 2014	4.0	3.7	3.5	3.1	3.5	4.0	4.0	3.8	4.0
Score 2015	4.0	4.0	3.5	3.8	3.5	4.0	4.0	4.0	4.0

With an above-average target of 3.0 the partner organisations, collectively per country, achieved outcomes that surpassed this, ranging from 3.5 (in India and Kenya) and 3.8 (in Indonesia) to a maximum score of 4.0 in all other countries. In all organisations senior management has embraced the integrated approach, often to the extent that it is included as a key direction in their organisation's strategy and planning – hence the contribution of this programme to the increased strategy-to-activities planning. In *Ethiopia* for example, partners have started implementing new projects that are structured around PfR's integrated approach (AR14/62), and in *Kenya* several partners started to work on basis of a five-year strategic plan (AR14/62), stimulated by their work under PfR.

Financial capacity | The second indicator of the organisations' capability to act and commit is related to the level of funding of the organisations. On a scale from 1 to 4, this level was assessed as the degree to which its annual budget was funded: less than 25% (score 1), between 25-50% (score 2), between 50-80% (score 3) or between 80-100% (score 4).

Funding of the organisation's budget									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.7	2.6	1.7	3.0	3.0	2.7	3.8	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	3.8	1.7	3.0	3.0	1.0	4.0	3.0
Score 2013	3.0	4.0	3.0	3.0	2.0	4.0	4.0	4.0	3.0
Score 2014	4.0	4.0	3.2	3.3	2.5	4.0	4.0	4.0	3.0
Score 2015	4.0	4.0	4.0	4.0	2.5	4.0	4.0	4.0	3.0

Here too the aim was set at an above-average level (between 50-80%), with the exception of Uganda (80-100%). In all countries the partners on average improved their funding base. However, two outliers can be witnessed: in *Uganda* PfR did not manage to achieve its high ambitions, and in fact remained at a steady level throughout the programme (between 50-80%). There, as well as in *Kenya*, partners expressed that the programmatic ambitions at the outset of the programme appeared to require more resources than they managed to raise. For sake of motivation however these ambitions were retained at the initial level. Additionally the partners experienced an increasingly competitive environment for funding.

Over the implementing period PfR partners in several countries have embarked on joint fundraising – a manifestation of the increased trust and added value that the alliance brings to these organisations. In the *Philippines* the alliance obtained a grant of E 453,694 from the Dutch Postcode Lottery for a programme ('Proud of my Purok') aimed at strengthening midstream and upstream communities in the Agusan River basin in Mindanao, the approach modelled around PfR's integrated approach. Together with PfR *Indonesia* it engaged in a collaboration with CDKN to derive and use evidence-based lessons on climate-smart disaster risk reduction (AR12/43). In *Ethiopia*, three partners (Netherlands Red Cross, the Red Cross Climate Centre and Wetlands International) are, with local partners, engaged in the Chronic Crises programme, funded by the Netherlands government. As for increased government funding like in *Indonesia* (AR14/38) and *Kenya* (AR14/44), this may not have had direct impact on the partners' budgets as governments may have spent the extra funding directly on (non-PfR) interventions – the effect on strengthening community resilience through the integrated approach however is clear.

Human resource capacity | A third indicator for the capability to act and commit relates to human resources. Under the second strategic direction of the programme, aimed at strengthening NGOs, one of these refers to the number of staff that is trained in DRR/CCA/EMR. Such training is conditional for an effective implementation of activities in communities and thus can be assessed also in relation to the human resource capacity.

2.1a # of (partner) staff trained on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	0
Target	200	20	75	118	90	25	142	30	142
Score 2012	118	188	75	145	61	35	93	82	134
Score 2013	271	243	79	450	64	35	167	93	239
Score 2014	292	402	82	528	78	42	594	147	239
Score 2015	387	1.124	82	532	80	42	594	192	239

All partners have been very successful, with numbers of trained staff exceeding the set targets – in some cases just, in other cases substantially. It should be noted that some teams related the figures only to their own staff, whereas others also included staff of other organisations, institutes and even governments. In *Guatemala* for example many teachers were trained on DRR in the final year (AR15/25), and in *Indonesia* training on DRR was combined with subject like Communication and Behaviour, Facilitation, Community mobilisation, Landscape and livelihood-ecosystem rehabilitation (AR13/38).

The only exception is *Kenya*, where the ambitions could not be realised due to less-than-expected numbers of especially government staff, because of the slow pace of decentralisation (AR15/38).

Throughout the implementation of the programme, cooperation among organisations grew at all levels: people knew well where to find which expertise, and they were all well aware and made use of each other's strengths and capacities. In *Indonesia* for example, PMI (Red Cross in Indonesia) updated its Vulnerability and Capacity Assessment manual to include more emphasis on ecosystems and climate change, for which Wetlands International and the Red Cross Climate Centre provided input (AR14/37). In the Philippines partners jointly organised a conference 'Building Resilience through Good Governance' (AR14/57). Generally the Learning Agendas that were developed in each country are a manifestation of the co-operation, stimulating exchange and joint uptake of lessons learned.

Effective leadership | The final indication for organisations' capabilities to act and commit is the effectiveness of the leadership, with a focus on the accountability of each organisation's leadership to both staff and stakeholders. Again the indicator presents a score ranging between 1 (staff members have access to most minutes of management meetings) to 4 (staff members are on request informed by management on background, criteria and interests of certain decisions, while senior staff and/or members of the governing body show transparency in financial matters and are open for discussion).

The organisation's leadership is accountable to staff and stakeholders									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	3.0	2.9	2.2	2.0	3.5	2.0	3.4	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	2.9	2.2	3.0	4.0	2.0	3.5	3.0
Score 2013	3.0	3.5	3.0	3.3	3.0	4.0	3.3	3.6	3.0
Score 2014	3.3	4.0	3.0	3.7	3.0	4.0	3.3	3.6	3.5
Score 2015	3.3	4.0	3.0	3.8	3.0	4.0	3.3	4.0	3.5

In all countries a significant change is visible in the transparency of partners, and in their engagement with relevant stakeholders. All partners achieved their target of 3.0, often higher. In *Guatemala* for

example the directors of all partners have shown great responsibility for the programme and played an important role in the development of the Strategic Institutional Agenda (AR15/56).

Apart from cooperation within Partners for Resilience, partners are (where relevant) working together with other organisations, and coordination and cooperation with local authorities also increased substantially during the course of the programme. In most countries, local authorities are actively involved in the planning and the implementation of the PfR activities, like in Ethiopia where they joined practical demonstrations on improved farming techniques (AR13/23-24).

Reflection | The above scores and illustrations point towards a positive impact of PfR’s programme on the organisations’ capacities to act and commit. The longer-term nature of the programme, and the linkages with other interventions, have made multi-annual planning a condition for achieving its aims. Personnel and financial resources need(ed) to be sustained over a longer period, as the large numbers of trained staff demonstrate. This has constituted a shift in orientation especially within organisations whose interventions are traditionally organised along shorter time lines.

Furthermore the organisations managed to improve their funding base. In some cases this was directly linked to the PfR programme, e.g. where partners embarked on joint fundraising, while in other cases they conducted successful policy dialogues and managed to secure government funding for IRM. In other cases however, the programme’s contribution is likely, but attribution is more difficult to demonstrate.

Also the openness of the organisations has also improved: leadership is more accountable to staff and stakeholders – although increases are more modest, and only few organisations achieved a maximum score. Here attribution is more obvious since the partnership aspect forces the sharing of information with partners to enable proper coordination.

It should be noted that the scores provide averages per country, and do not reflect difference between partners.

3.2.2 Capability to achieve

PME system | Effective planning, monitoring and evaluation (PME) is important in the partners’ ambition to improve the results of their actions. The application of a well-functioning PME system was therefore assessed as an indication of their capability to achieve. Scores range from 1 (there is no plan and budget, and monitoring is not well systematised and is done largely ad-hoc) to 4 (there is a well-functioning planning, budgeting, and monitoring & evaluation system, and the information generated is used to improve the functioning of the organisation).

The organisations have well-functioning PME systems									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.3	2.8	2.7	2.5	3.0	2.0	3.2	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	2.8	2.7	3.0	3.0	2.0	3.0	3.5
Score 2013	3.0	3.3	3.0	3.0	3.0	4.0	3.3	3.9	3.5
Score 2014	3.5	3.3	3.5	3.3	3.5	4.0	3.3	3.9	3.7
Score 2015	3.5	3.3	3.5	3.5	3.5	4.0	3.3	4.0	4.0

Except for Uganda and both countries in SE Asia, targets were set at an above-average level of 3.0. Despite a significant improvement the *Indonesia* partners did not manage to achieve their desired level because it was felt that with the systems in place some of the partners could do more to improve their

programming. In practically all other countries the teams managed to significantly improve their PME systems. In *India* the PfR organisations had proper planning, budgeting and monitoring and evaluation systems, but there was variation in implementation of information generated from M&E systems of different organisations. In order to align the PME information provided by the different organisations, a simplified and structured Information Management System has been developed that helped to streamline data collection and information flow (AR13/68).

The second indicator that relates to monitoring and evaluation is the number of (partner) NGOs/CBOs that have established co-operation with knowledge and resource organisations. This is an indicator that is also applied in relation to achieving the integrated approach.

2.1b # of (partner) NGOs/CBOs that have established cooperation with knowledge and resource centres									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	2	2	3	3	0	5	1	0
Target	5	2	12	13	4	3	5	5	7
Score 2012	4	4	13	16	3	5	2	6	6
Score 2013	5	4	13	14	4	6	6	6	7
Score 2014	17	7	11	20	4	6	6	6	7
Score 2015	25	8	14	23	4	6	6	6	7

All partners have realised their targets – some just, others significantly. In *Indonesia* for example PfR co-organised the 5th South-South Citizenry Based Development Academy in which several universities participated, and ties with them were strengthened (AR12/21). In *Nicaragua* PfR joined hands with two universities for the development of a development plan for the watersheds of Tapacali and Inali watersheds (AR14/50).

Service delivery | A second indicator to assess the capability of organisations to achieve is their level of service delivery. Within the Partners for Resilience programme this is being regarded by applying one of the indicators that relates to the partners' community work, namely the number of communities where partner NGOs/CBOs have facilitated access to knowledge on disaster trends, climate projections and ecosystem data.

2a # of communities where partner NGOs/CBOs have facilitated access to knowledge on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	0
Target	25	16	209	43	13	10	28	42	94
Score 2012	25	26	209	28	7	20	28	31	76
Score 2013	33	20	198	41	9	20	38	32	93
Score 2014	36	26	156	62	10	20	64	44	93
Score 2015	37	26	156	84	10	20	64	44	93

Except for India, all countries have reached their target. Here the only exception is *India*, where the slight decrease is explained by a change in organisations (CENDRET and Development Initiatives dropped out) and the number of communities in which they were engaged (AR14/32)

In most countries the number of communities has been higher than originally planned and also other communities, outside the scope of the PfR programme, have shown great interest in PfR and some of the PfR work has been replicated there. In *Indonesia* for example the 2014-2015 sudden increase to 51 communities in risk reduction planning can be contributed to the landscape approach, which also related to neighbouring villages that also developed risk reduction plans, supported by PfR (AR15/58)

For some of these replications, for example certain mitigation matters, communities or households made their own resources available, sometimes they could be linked to government development

programmes, for which funding came from the government, in other cases costs were covered by other programmes that were being implemented by alliance members.

Reflection | Planning, monitoring and evaluation of actions has vastly improved during the course of the programme. This is reflected in both the management of relevant information (through PME systems) and the systematic acquisition of this information (in collaboration with knowledge institutes) – in virtually all situations partners improved this. While the latter is intrinsically part of the programme, the former is more conditional for a programme that is more complex in objective setting, set-up and (thus) management, and therefore it can be concluded that the participation in PfR has stimulated the partners to make noticeable improvements that positively contributed to their capability to achieve.

Also the access that the partners have provided for communities to knowledge on DRR/CCA/EMR is an indication for their capability to achieve: with this knowledge it was possible to conduct assessments and design and carry out targeted interventions, as set out in PfR's plans.

3.2.3 Capability to relate

Policy dialogue (external) | Developing and building on a sound relation with external stakeholders (NGOs, CBOs, national and local institutions) is a key component of the Partners for Resilience programme. After all, the integration of disciplines, the inclusion of various sources of knowledge, and the linking with communities, other CSOs, governments and knowledge institutes are explicit elements in the resilience approach. Under the second strategic direction indicators are included that reflect this: engagement of PfR's partner organisations in structured dialogue with peers and government on DRR/CCA/EMR, the number of organisations (also non-PfR) that is involved in DRR/CCA/EMR networks, and the number of times that DRR/CCA/EMR-related topics are on the agenda of platforms and networks.

2c % of partner NGOs, and CBOs that co-operate with them in the PfR programme, engaged in structured dialogue with peers and government on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	20%	0%	0%	0%	0%
Target	70%	70%	70%	70%	70%	70%	83%	80%	100%
Score 2012	27%	80%	57%	83%	40%	100%	67%	0%	100%
Score 2013	50%	100%	94%	85%	45%	60%	100%	100%	100%
Score 2014	73%	100%	88%	93%	71%	70%	100%	100%	100%
Score 2015	81%	85%	88%	93%	75%	70%	100%	100%	100%

Overall all countries have reached their target under the first indicator, and even score higher than originally envisaged. In *Guatemala* the score has slightly decreased because there were fewer opportunities for engagement (AR15/27).

2.2a # of organisations (including non-PfR) involved in coalitions that work on the integration of DRR, CCA and EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	0
Target	12	7	7	16	7	7	25	11	7
Score 2012	8	13	8	16	6	30	34	0	7
Score 2013	8	137	9	80	6	39	58	32	32
Score 2014	18	158	9	94	7	39	99	40	44
Score 2015	26	183	9	91	7	39	99	49	44

Here too all partners have managed to reach their target. Some remained close to it (India and Kenya), others made enormous achievements. In *Indonesia* for example partners engaged with a number of

platforms where the integrated approach was promoted, at district as well as national level, and expanded its reach to other CSOs substantially (AR13/37).

2.2b # of times DRR/CCA/EMR-related topics on the agendas of platforms/ networks									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	7	0	0	0	0
Target	15	1	3	2	0	2	90	1	10
Score 2012	4	35	4	0	5	1	81	0	10
Score 2013	14	90	4	18	9	1	214	0	14
Score 2014	30	144	4	41	16	1	405	1	18
Score 2015	38	218	6	58	19	1	405	9	21

Building coalitions was one of the key aims and achievements of the PfR alliance. It is considered conditional for sustaining and upscaling the programme's results. This was in the mid-term review, the global conferences during which partners shared their experiences and lessons, and the 'Learning from and about PfR' study. All country teams succeeded in building coalitions, and ensured that DRR/CCA/ECM was on the agenda of relevant platforms and networks. In *Ethiopia* for example the DRR committees in the 37 communities have further developed and deepened their collaboration with a great number of woreda administration offices, and hence the times that DRR/CCA/EMR related topics were on the agendas also substantially increased (AR15/22).

Policy dialogue (internal) | Besides the external policy dialogue, partners also engage in internal dialogues, and seek improvements there as well. Within the Partners for Resilience programme this has been assessed in terms of accountability and responsiveness to stakeholders, and was measured on a scale from 1 (no annual reports exist or is being developed) to 4 (last year's annual report is available).

Capacitating decision makers

PfR partners in Mali led a policy advocacy meeting to sensitize high-level decision makers, donors and CSOs to integrate DRR/CCA/EMR into existing or/and future strategic policy documents and financing agendas. Participants at the meeting were from the National Parliament (chair of the meeting), Embassies (Dutch, Swedish, Danish), Ministries (Co-chair, Ministry of Environment and Sanitation), Environment Agency for Sustainable Development, etc.

Through key note speeches and discussions, the following recommendations were made: decentralize policy dialogue to at local levels (districts and local communities), integrate local knowledge into adaptation measures and improve communication between different stakeholders on climate change, to make climate information more accessible to communities and to scale up best lessons learnt and good practices of adaptation measures. Additionally, partners were able to successfully promote the integrated risk assessment toolbox with the result of GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) using the tools in a similar initiative in the region (AR12/26).

The organisations are accountable and responsive to stakeholders									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	4.0	3.0	3.5	2.7	2.0	1.0	1.0	4.0	3.0
Target	3.0	3.0	3.0	4.0	3.0	3.0	3.0	4.0	4.0
Score 2012	4.0	4.0	3.5	2.7	3.0	3.0	1.0	2.5	3.5
Score 2013	4.0	3.75	3.5	3.5	3.0	4.0	4.0	4.0	3.5
Score 2014	4.0	4.0	3.7	4.0	3.5	4.0	4.0	4.0	4.0
Score 2015	4.0	4.0	3.7	3.8	3.5	4.0	4.0	4.0	4.0

(Note: this indicator is also applied to assess the 'diversity of socially-based engagement' – par. 4.2.1)

External influence | The external influence is the third component of the 'capability to relate' that the programme focussed on. One of the indicators under the strategic directions was applied here: "the number of processes started to reduce identified national and local institutional obstacles to DRR/CCA/EMR activities in the communities".

3a # of distinct initiatives that are started and are aimed at enabling a more conducive environment for DRR/CCA/EMR activities									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	0
Target	8	3	1	2	5	1	6	2	3
Score 2012	3	9	2	1	3	0	6	0	3
Score 2013	5	25	2	18	5	2	20	40	3
Score 2014	9	40	2	19	8	2	23	62	3
Score 2015	19	55	2	29	10	2	22	56	3

All country teams have achieved positive scores on this indicator. This indicator gained traction especially after 2013, since by that time country teams could base their lobby and advocacy on actual progress in building community resilience. In *Guatemala* work on the Strategic Inter-institutional Agenda, ensuring support from various government agencies also beyond the PfR period, started around that time. This agreement was signed in 2014 (AR14/28). In the *Philippines* Memoranda of Agreements have been signed with Local Government Units, spurring their technical and material support to most PfR activities (AR14/68). The Philippines is also the only country where the score dropped slightly in the final year because some initiatives in the pipeline did not result in formal agreements.

Reflection | The capability of PfR organisations to set-up, maintain and improve important relations with external stakeholders is conditional for being successful in working with communities, civil society organisations and governments – the core of the integrated approach. Against this background it is therefore only logical that the scores for the indicators of these capacities reached high levels, and that PfR contributed significantly to this.

3.2.4 Capability to adapt and renew

PME system - Outcome monitoring | Two elements have been followed over time that give an indication of the partners' capability to follow developments, and to adapt their course and renew their initiatives if needed. One assesses the PME system, the other the collaboration with knowledge institutes.

The organisations have well-functioning PME systems									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.3	2.8	2.7	2.5	3.0	2.0	3.2	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	2.8	2.7	3.0	3.0	2.0	3.0	3.5
Score 2013	3.0	3.3	3.0	3.0	3.0	4.0	3.3	3.9	3.5
Score 2014	3.5	3.3	3.5	3.3	3.5	4.0	3.3	3.9	3.7
Score 2015	3.5	3.3	3.5	3.5	3.5	4.0	3.3	4.0	4.0

For all countries the organisations, on average, have achieved their targets: their systems, although already rather solid at the outset, have improved to not only deliver accountability information, but the information also stimulates improvements. Reference is made to par. 3.2.2 where the same indicator is discussed.

Policy review | Another indicator of the capability to adapt and renew relates to the carrying out of a policy review. Within the Partners for Resilience programme this has been assessed through the number of (partner) NGOs/CBOs that have established co-operation with knowledge and resource organisations (e.g. meteorological institutes and universities) in relation to DRR/ CCA/ EMR.

2.1b # of (partner) NGOs/CBOs have established co-operation with knowledge and resource organisations									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	2	2	3	3	0	5	1	0
Target	5	2	12	13	4	3	5	5	7
Score 2012	4	4	13	16	3	5	2	6	6
Score 2013	5	4	13	14	4	6	6	6	7
Score 2014	17	7	11	20	4	6	6	6	7
Score 2015	25	8	14	23	4	6	6	6	7

Already in 2013 all countries achieved their target, and in 2014-2015 some have further increased the co-operation with knowledge and resources organisations. As the target was an integral component of the interventions under the three strategic directions, partners found little difficulty in achieving this. Moreover, especially the livelihoods components provided opportunities for introducing a wide array of solutions, and thus much learning also for PfR partners presented itself.

In *Ethiopia* for example technical expertise was required to strengthen overall resilience, from among others the Woreda administration, women affairs, agriculture and rural development, pastoral development, livestock health and rangeland management, irrigation development, natural resource management, cooperative promotion, water development, disaster risk management, and food security offices (AR15/62). Also in *Indonesia* the PfR partners and the communities have been successfully engaging themselves in a number of new strategic directions, such as 3Rs approach (reduce, re-use, recycle waste), bio-rights, wind mitigation, inter-village Early Warning systems, accessing and utilizing climate forecast information, Local Government Self-Assessment Tool (LGSAT), testing Ten Essentials for Making Cities Resilient, and Eco-criteria. Finally all country teams established and/or strengthened collaboration with meteorological offices (AR14/66).

Reflection | An important function of PME is to provide information to adjust the programme, learn from its successes and challenges. This documentation feeds back into the programme, but is also used in dialogues for conducive environments that enable upscaling and replication – dialogues which are a key component of the integrated approach. As programme implementation was progressing these dialogues were started up, and the need to provide compelling evidence ensured that partners took action to ensure the well-functioning of the PME systems. Additionally the collaboration with knowledge and resource organisations also contributed to the partners’ learning abilities and capacities, provided necessary information to achieve the programme’s aims – as did the activities carried out in relation to the programme’s learning agenda (see par. 5.3). Thus it can be concluded that participation in the PfR programme has been an important reason for improvements in the organisations’ capability to adapt and renew.

3.2.5 Capability to achieve coherence

Effectiveness | Finally specific indicators were agreed to assess progress in how effective organisations use their resources to achieve their aims. One indicator focused on the translation of an organisation’s strategy into work plans and projects. This indicator is also applied and discussed in relation to the ‘capability to act and commit’, see paragraph 3.2.1. The other indicator assessed to what extent efficiency was addressed in the organisations’ external financial audit.

Strategy is elaborated in work plans and activities/projects									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.7	2.5	2.1	3.5	3.5	3.0	2.8	3.0
Target	3.0	3.0	3.0	3.8	4.0	3.0	3.0	3.8	4.0
Score 2012	3.0	3.0	2.6	2.1	3.5	4.0	3.0	3.8	3.5
Score 2013	3.0	3.3	2.6	3.0	3.5	4.0	3.5	3.8	3.5
Score 2014	4.0	3.7	3.5	3.1	3.5	4.0	4.0	3.8	4.0
Score 2015	4.0	4.0	3.5	3.8	3.5	4.0	4.0	4.0	4.0

Percentage of the organisations in which efficiency is addressed in the external annual financial audit									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	67%	75%	75%	0%	70%	100%	0%	60%	0%
Target	75%	75%	100%	75%	75%	75%	75%	75%	75%
Score 2012	75%	75%	100%	0%	70%	75%	0%	64%	20%
Score 2013	75%	75%	100%	0%	70%	100%	100%	93%	60%
Score 2014	75%	100%	100%	41%	75%	100%	100%	93%	60%
Score 2015	90%	100%	100%	100%	75%	100%	100%	98%	60%

While the PfR programme is considered to have contributed to the elaboration of work plans and activities/ projects, this is more difficult to state with regards to the financial audits. Although these audits were carried out, specific follow-up was on organisations' own initiative rather than on PfR's.

Reflection | Overall the capability to create coherence of the PfR partners largely depended on the dedication of the programme staff and their willingness to work together and to learn from each other. Throughout the implementation of the PfR programme the partners have strengthened their coordination and cooperation by means of work plans and strategies, for which the dedicated co-ordination function in each country was an important factor. Finally the efficiency of partners' work was considered as an indication of how effective the organisations were able to operate. While the scores were positive for all country teams, the contribution and attribution of PfR to this is difficult to state.

3.3 Successes and challenges in strengthening partners' capabilities

Like for the activities under the three strategic directions, PfR's Resilience Vision again provides a useful framework for assessing the results, in this case of strengthening the organisations' capabilities. Of its eight key principles, three are relevant in this respect: strengthening institutional resilience to changes in disaster risk, climate and ecosystems; integrate disciplines in the attempt to analyse an environment that encompasses many different risks; and form partnerships among communities, government agencies and civil society organizations, traversing different sectors.

Strengthening institutional resilience (key principle 3) | Participating in the PfR programme has helped to strengthen the partners institutionally: interventions have affected the functioning of the organisations as a whole, and the way the link to their institutional environment. The multi-annual nature of the programme contributed to planning capacities and to the sustained involvement of staff and other resources. The programme also contributed to partners' funding base (although attribution of PfR is difficult to demonstrate), and certainly has helped to make organisations' leadership more open in terms of accountability internally (constituting a culture shift in many contexts) and externally. In the context of PfR, organisations also put more emphasis on developing underlying multi-annual strategies for work plans and related activities. All these improvements have made organisations better able to manage their programmes, and be flexible to make adjustments and adapt to a changing context if required.

A contributing capacity in this respect is the organisations' ability to have the right information available to make these adjustments. PfR has contributed to this through the programme's focus on acquiring the right information (through collaboration with knowledge institutes) and to manage it well (through appropriate planning, monitoring and evaluation).

Integrating disciplines (key principle 4) | The integration of disciplines, key in PfR's approach for building community resilience, relies on the proper functioning of many organisational aspects – a challenge that correlates positively with the size of the organisation. Certainly the management of information, and the ability to plan resources over a prolonged period, is important, and throughout the programme the related capacities have improved. Also activities have increasingly been planned on basis of work plans that are rooted in multi-year strategies. The functioning of a dedicated programme co-ordinator (country lead) in a team that was able and capable to take decisions and make adjustments (country team) has been extremely important.

Forming partnerships (key principle 8) | The successful integration of disciplines firstly relies on collaboration between partners, as stated above. This collaboration has grown stronger during and because of the programme. Also the relationships with external partners are important, even conditional, in this respect. The stakeholders were central in the three strategic directions: working with communities, working with civil society organisations, and working with governments. Against this background it is only logical that the organisations have strengthened their relational capacities – without these the programme could not have succeeded.

Other observations | The above findings demonstrate the positive effects that the participation in PfR has had for the organisations' capacities. This echoes the observation of the external, sector-wide evaluation of MFS II (see also par. 1.5 and 5.7): for the section on 'capacity development' the report concludes that "[A]t the baseline measurement in 2012, the capacities of partner organisations were already good, but they had improved further at the final measurement in 2014. The research showed that this can definitely be attributed, in part, to activities carried out with MFS II funding. Examples of this sort of activity are training in better financial management, planning workshops, interventions for better leadership and strategic vision development."

While the above shows that the capabilities of the organisations have vastly been enhanced because of their participation in PfR, many of the improvements were brought about by virtue of operating in the partnership – often there were no targeted interventions. Moreover, as the programme's integrated approach was new to most partners, most of their focus has been on achieving the integrated approach, and less specific emphasis was put on strengthening the capabilities. In hindsight however partners do recognise the important contribution that the programme has had regarding these capabilities, and reversely: the importance of these capabilities for the successful implementation of the programme. After having agreed to seek continuation of their partnership under the new funding arrangements of the Netherlands Ministry of Foreign Affairs (*Dialogue and Dissent, 2016-2020*) it was only logical and welcomed that capacity strengthening was to become more central.

Finally it should be noted, from a mathematical perspective, that the scores are a collective reflection of the country teams: it does not present (the level of) in-country differences between partners. Also the weighing factor may not necessarily have taken account of the organisations' size and relative contribution to the in-country programme. While for high scores (close to or at 4.0) divergence from the average will likely have been low, this may become more relevant as scores are lower. Despite this caveat however the general conclusion that partners' capacities have been enhanced by and because of PfR remains valid.

3.4 Conclusions

Five years of documented changes of the implementing partners' capabilities show that participating in the PfR programme has been enormously stimulating for the improvement in the way they are organised and operate. Partners operate more on the basis of strategies, work plans and information provided by PME systems than before, and also a sustained involvement of staff and other resources is visible. The organisations have reached out to other partners and institutes that bring in expertise, a central element in the integrated approach. Also internally partners improved the integration of disciplines, which improved their functioning. These observations are congruent with those of the sector-wide external evaluation of MFS-II.

At the same time most emphasis has been put on achieving the integrated approach (under the three strategic directions), and far less targeted support has been provided to enhance the organisations' capabilities. The improvements often emerged by virtue of operating in the partnership. This makes PfR's attribution sometimes difficult to state, but the contribution is widely recognised throughout the alliance, and will be put more central in the new Strategic Partnership.

A young man in Dire Dawa uses a weighted stick to help him sow saplings to reforest a denuded hillside



4.1 Introduction

In order to support communities in building resilience, civil society actors (PfR partners as well as other organisations) are trained in the application of climate smart and ecosystem based disaster risk reduction. Partners cooperated with knowledge centres, meteorological offices and other relevant stakeholders in order to improve their work. Traditional and scientific knowledge were combined and closer cooperation between the communities and these institutes has been established. Innovative tools such as participatory video and games have been introduced to increase knowledge and capacities of partners and the community organisations that they support. In some countries documentation of the PfR programme was done through so-called “write-shops” (see also chapter 7, Linking & Learning), which has led to a great collection of case studies that not only serve as testimony to the achievements but also as evidence base for future dialogues, informing other policies and practices.

The work of PfR organisations with communities around building resilient livelihoods stretched from prevention and mitigation to preparedness and response. Their combined expertise and networks enabled them to achieve complementarity and synergy in pushing the PfR agenda forward. The alliance members combined their expertise and networks to address disaster risk with some particular features, as set out in PfR's Resilience Vision (see par. 1.1).

One of the main strengths of the Alliance has been its capacity to operate and connect at all levels. Through linking local communities and village organisations with the public authorities, scientific institutions and with the corporate sector, it facilitated the communities to express their needs and requirements. The work with Civil Society Organisations (CSOs) has been conditional in this respect. Depending on the country, context and PfR member, these were local offices or National Societies of the PfR members that are part of national civil society, local partner NGO's, networks or community based organizations. To enable the CSO's in building resilient communities, alliance members supported actions that strengthened their capacities, both in the implementation of the PfR programme, as well as in their outreach to the wider civil society in which they operate. Achievements for the latter, related to indicators that were defined specifically for this aim, are discussed in this chapter.

4.2 Results regarding strengthening civil society

4.2.1 Civic engagement

Diversity of socially-based engagement | Communities' acknowledgement of partners' legitimacy and representation is a key condition to work effectively in and with communities. In order to achieve this, accountability and responsiveness to stakeholders, especially towards the target communities, are key. An important means is the issuing of an annual report with which partners make themselves accountable. The indicator is measured on a scale from 1 (no annual report exists or is being developed) to 4 (last year's annual report is available).

The organisations are accountable and responsive to stakeholders									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	3.0	2.9	2.2	2.0	3.5	2.0	3.4	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.0	4.0	2.9	2.2	3.0	4.0	2.0	3.5	3.0
Score 2013	3.0	3.5	3.0	3.3	3.0	4.0	3.3	3.6	3.0
Score 2014	3.3	4.0	3.0	3.7	3.0	4.0	3.3	3.6	3.5
Score 2015	3.3	4.0	3.0	3.8	3.0	4.0	3.3	4.0	4.0

This indicator has also been used to assess partners' capability to relate (par. 3.2.3).

The above overview indicates that in each country the partners, collectively, have achieved major improvements over the past five years, and that all of them have surpassed their target. While the production of an annual report is indeed a contribution towards the organisations' accountability, the scores do not indicate whether stakeholders indeed have accessed or even assessed these reports. Moreover it is unclear from these figures whether PfR has been the (sole) reason to issue these reports in the first place – although in some countries, like *Indonesia*, specific actions have been undertaken in the context of PfR to assist new partners with their annual reports. Yet, irrespective of this, the organisations have made a major shift in opening themselves up to the outside world.

Diversity of political engagement | The scores on this indicator are very much linked to the progress made regarding the policy dialogue. Scores are percentages that reflect the organisations (as part of the total number of organisations that are involved in the programme) that are invited at least twice a year to participate in meetings with government bodies that are related to DRR, CCA, and EMR.

% of supported community committees that are invited to participate in regular dialogue with government bodies									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	0%	0%	0%	0%	0%
Target	90%	30%	30%	30%	30%	30%	30%	30%	50%
Score 2012	76%	76%	0%	0%	10%	10%	0%	35%	50%
Score 2013	76%	100%	0%	25%	15%	60%	100%	100%	70%
Score 2014	79%	100%	30%	54%	20%	60%	100%	100%	70%
Score 2015	79%	100%	30%	83%	20%	60%	100%	100%	70%

All country teams started off with no contacts, and set targets that ranged from modest (30% in most countries) to ambitious (90% in Ethiopia). Most of the teams achieved their aims. In *Nicaragua* for example the partners work closely with the Local Committees for Disaster Prevention, Mitigation and Attention (COLOPRED) and the municipal Cabinets for Family, Community and Life (CAPS) (AR13 /13). Yet, despite the successes in organising communities (as the scores of indicators 2b and 2.2a and 2.2b show – see par. 2.2.2) not all teams managed to reach the set targets. In *Kenya* new government regulations shifted more responsibilities to subnational levels, but also lay bare the relatively limited capacities of county governance. A more favourable situation for engagement emerged as of 2014, but this came towards the end of the PfR programme (AR25/39)

One reason that explains the differing scores is the notion of 'regular' in the definition, plus the fact that such invitations should be at least twice per year, and that the invitation should be 'formal', also contributed to this; meetings did not always have the desired frequency, and also many contacts were effective more on an informal than a formal basis.

Strategic Inter-Institutional Agenda

In Guatemala PfR partners have negotiated and signed an agreement with the government that will ensure their sustained engagement in the field of disaster risk reduction. Together with the Ministry of Environment and Natural resources (MARN), the Executive secretariat of the National Coordinator for Disaster Reduction (SE-CONRED), and the National Council for Protected Areas (CONAP) they agreed the Strategic Inter-Institutional Agenda (AIE), which lays out how the signatories will continue their efforts to reduce the vulnerability of rural communities with an integrated approach, also in the years after 2015 (AR14/28).

Reflection | Through being more transparent and accountable, and through linking-up in dialogues with the government at various levels, the partners have succeeded in positioning themselves firmly and strengthen the voice of civil society in relation to disaster risk reduction. While the former is likely to contribute to the success regarding the latter, attribution cannot be proven – likely it is the combination of partners’ knowledge and expertise, proven track record, and skills to establish the right contacts and convey the message convincingly, together with an open and accountable way of operating that has made them successful in this respect.

4.2.2 Level of organisation

In all countries PfR established coordination and cooperation with knowledge and resource organisations. Besides that, PfR Alliance members have participated (and still are) in DRR/CCA/EMR global coalitions and umbrella organisations. Linking with knowledge institutes has helped the further development of the PfR programme, putting newly gained knowledge and insights into practice at the local level. Being part of larger networks created opportunities to have a better voice at decision making bodies, e.g. government institutes responsible for risk reduction policies and practices.

Organisational level of civil society | The existence of network and umbrella organisations in the individual countries is a manifestation of civil society’s organisational level. Besides working under PfR, partners also operated within and contributed towards other networks that were focused on resilience building of local communities.

2b # of network/ umbrella organisations developed and active									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	1
Target	1	8	1	13	1	1	12	1	2
Score 2012	3	11	1	2	1	1	6	1	1
Score 2013	3	14	1	18	1	1	14	1	2
Score 2014	3	15	1	31	2	1	15	1	3
Score 2015	3	15	1	41	2	1	15	3	3

In all countries PfR partners have engaged in relevant networks and the partners have achieved or even surpassed the earlier set targets. It underlines the conviction that, in order to be successful in building community resilience, the linking up with others who are engaged in related work is important. Collaboration was aimed on sharing and learning of experiences to ensure a wider taking-up of the integrated approach, and on making use of expertise and lessons learnt from others.

Peer-to-peer communication | Throughout the implementation period, the PfR partners have been engaged in dialogue with peers and governments. This constitutes a key element of the programme, as is presented chapter 2, particularly under strategic objective 2 and 3.

2c % of partner NGOs, and CBOs that co-operate with them in the PfR programme, engaged in structured dialogue with peers and government on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	20%	0%	0%	0%	0%
Target	70%	70%	70%	70%	70%	70%	83%	80%	100%
Score 2012	27%	80%	57%	83%	40%	100%	67%	80%	100%
Score 2013	50%	100%	94%	85%	45%	60%	100%	100%	100%
Score 2014	73%	100%	88%	93%	71%	70%	100%	100%	100%
Score 2015	81%	85%	88%	93%	75%	70%	100%	100%	100%

The above table indicates that in each country PfR partners have achieved or even surpassed their set target. Initiatives and activities that illustrate how they have done so are presented in chapter 2. Some caveats can be made, notably to the interpretation of ‘structured’ dialogue, which may have been interpreted differently by some teams. Also it is closely related to organisations’ ‘capacity to relate’ (discussed in par. 3.2.3). Overall it can be concluded that PfR, together with a large number of civil society organisations (see previous indicator), managed well to reach out and engage in dialogues

Financial and human resources | The success of the partners engaging with governments under the PfR banner, and of their ability to impact on the level of budgets that governments have allocated for DRR/CCA/EMR, has improved over the course of the programme.

3b % of annual increase of government spending in targeted areas on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	0%	0%	0%	0%	0%
Target	30%	20%	30%	10%	30%	30%	10%	30%	30%
Score 2012	0%	20%	0%	0%	0%	0%	7%	0%	0%
Score 2013	0%	33%	511%	0%	0%	10%	10%	0%	0%
Score 2014	15%	53%	0%	0.5%	4%	10%	12%	0%	30%
Score 2015	24%	100%	0%	0%	5%	10%	12%	0%	30%

The figures indicate an increase compared to the baseline in all countries.

In *Indonesia* government funding for villages slightly increased with the introduction of new legislation (AR14/38) while in *Kenya* the budget for interventions in Isiolo was increased by the County Government, following intensive consultations with PfR (AR14/44).

It should be noted that a low score, e.g. 0%, does not necessarily imply that the dialogue has not been successful. Especially if positive changes had been reached in previous years, it indicates that the government spending remained at a predictable level, which also contributes to further sustaining programme results.

An additional challenge to measure this indicator is that budgets may have shifted between departments, and may have expanded or shrunk in the process, making it difficult to account for a change in the size of the budget for DRR/CCA/EMR. The difficulty in capturing the increase in budgets implies that countries like *Indonesia* and the *Philippines* present a score of 0% whereas there might have been an increase, though it is too difficult to trace exact figures.

Reflection | The programme has strengthened the PfR organisations, and the wider networks in which they operate, in organising themselves, not only in reaching out to other stakeholders (which is, given the fact that this is one of the aims under the programme’s strategic directions, not surprisingly), but also in achieving some increase in financial and legal support for the integrated approach from these stakeholders, notably the government. For the latter however, PfR has likely contributed, but attribution is more difficult to demonstrate. Moreover, the results may be more positive than the figures indicate, because budget increases may not always be directly visible due to set-up of ministries and allocation of resources.

4.2.3 Practice of values

In several ways PfR partners monitored how their organisational values were being translated: by means of involvement of the target group in decision making, and by means of the availability and application of transparent financial procedures. They did this both at global and country level.

Internal governance (democratic decision making and governance) | Much emphasis was put on ensuring that local disaster committees represented the make-up of the villages, and that community members would continue to be involved in the implementation of activities. Scores for this indicator range from 1 to 4, and for a positive assessment of each of the following questions one point was awarded: are affected people involved (or in any case are their rights recognised), are people who are not affected by decisions but who are influential and/or powerful sufficiently informed, is the level of involvement of the target group adequate (given the type of organisation, type of issues at stake, and local culture), and does the participatory process take place in a time efficient-manner.

Target group is involved in decision making									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	3.0	2.4	1.2	2.5	3.0	3.0	3.5	4.0
Target	4.0	3.0	3.0	3.75	3.0	3.0	3.0	3.0	3.0
Score 2012	4.0	4.0	2.4	1.2	3.0	3.0	3.0	3.25	3.5
Score 2013	4.0	3.5	3.0	3.0	3.0	4.0	4.0	3.4	3.5
Score 2014	4.0	4.0	3.5	3.3	3.0	4.0	4.0	3.5	4.0
Score 2015	4.0	4.0	3.5	3.5	3.0	4.0	4.0	3.875	4.0

All countries have managed to improve the involvement of the target group, to the extent even that (in almost all countries) the final scores exceed the targets. While Indonesia did not achieve its target, it is the country that made the biggest progress. The high scores not only indicate the involvement of communities, but are also an indication for ownership and sustainability (see also box), and moreover changes in the scores indicate also a shift in approach of the organisations, turning from a provider of services to an enabler of processes.

Transparency | Another indication of how values are practiced is the level of transparency of financial procedures. The indicator that has been applied to assess this combines four aspects: the existence of such financial procedures, the staff's knowledge of these, the production of financial reports within a reasonable period of time after the period ends, and the level of quality of these reports.

The organisations have transparent financial procedures and practise transparent financial reporting									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	3.0	2.7	2.4	2.7	2.5	3.0	2.0	3.4	3.0
Target	3.0	3.0	3.0	3.8	3.0	3.0	3.0	3.8	4.0
Score 2012	3.5	3.5	3.5	2.7	3.0	2.5	2.0	3.5	3.5
Score 2013	3.5	3.8	3.8	3.0	3.0	3.8	3.8	3.6	3.5
Score 2014	3.8	4.0	4.0	3.8	3.0	4.0	4.0	3.6	3.7
Score 2015	4.0	4.0	4.0	4.0	3.0	4.0	4.0	3.8	4.0

All implementing partners have made good progress to improving on all these four aspects, achieving and in most cases surpassing their targets. However, while the need for collaboration, coordination and long(er) term planning under PfR has likely contributed to this trend, attribution is more difficult to demonstrate.

Reflection | The values of transparency, accountability, and inclusion have been appreciated and have improved during the course of the programme. While, especially for financial transparency, attribution may be difficult to demonstrate, PfR has significantly contributed to this trend.

4.2.4 Perception of impact

A fourth aspect of the functioning of civil society is the way the impact of its work is perceived. Three indicators have been regarded to assess this: responsiveness towards governments and counterparts, the social impact of the work at community level, and the policy impact with governments.

Responsiveness | To operate effectively and to yield impact it is important for partner organisations to be acknowledged and valued by both government and counterparts. On the one hand this is reflected in the level of engagement that partner NGOs and CBOs have established with the government when it comes to the integrated DDR/CCA/EMR approach, and on the other hand by the level of involvement of government institutions in the PfR programme activities, like the extent to which they participated in meetings, field visits, training and/or joint implementation.

3.1b # of (local) government institutions actively engaged in activities									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	0	0	0	0	0	0
Target	16	8	1	40	4	7	30	65	4
Score 2012	13	25	18	27	3	17	26	58	7
Score 2013	13	46	18	44	4	17	45	117	7
Score 2014	32	50	29	43	4	20	49	117	7
Score 2015	34	50	29	44	4	20	49	117	7

Almost each of the country teams managed to surpass the targets set, which shows the importance of engaging government institutions. For this reason this indicator was also directly applied under the strategic directions. Reference is made to chapter 2 for details and examples.

It should be mentioned though that the scores also depend on the programme set-up (involvement of government officials from the start), implementation progress (larger number of activities for which government officials can be invited), locations (more locations implies more opportunities), and the history of prior contacts with government officials.

Social impact | Partners have included several ways to involve the communities they work with in the various stages of the programme, from selection, assessment and development of plans on one end of the spectrum to the actual implementation and monitoring on the other. This community involvement is considered conditional to ensure effective and lasting impact at the local level. An indicator for this is if and to what extent the risk assessments are conducted with active and wide community participation.

1.1a # of communities that conducted risk assessments that take account of information about climate change and its impact on disasters									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0	0	0	10	0	0	0	0	0
Target	25	26	209	30	13	20	28	42	94
Score 2012	17	17	209	23	13	20	28	31	30
Score 2013	32	23	223	35	13	20	30	42	93
Score 2014	37	32	223	51	10	20	55	44	93
Score 2015	37	32	223	51	10	20	55	44	93

The scores for the various countries show that, as a trend, all partners have included as many or even more communities under this group of activities than planned – Kenya being an exception: as stated in par. 2.2.3, the country team decided to reduce the number of communities from 13 to 10 in 2013, in order to concentrate resources and increase the quality of the interventions (PR14/18).

Generally it can be concluded that the locally developed and owned risk reduction plans have empowered the local communities: through participation in the PFR programme they have developed and own a concrete plan that can be implemented themselves, with occasional external assistance. Once they are linked to and embedded in government development programmes, the community plans are and will continue to be a good instrument to mobilise resources from the government. In this way the ownership and empowerment contribute to the sustainability of the programme.

Policy impact | The level of impact of PFR's work is also reflected by the influence the partners exerted on government policy, planning and/or budgeting. As an indicator partners regarded the annual increase of the government budget spent on DRR/CCA/EMR related activities. Preceding success in this field is the actual establishment of a policy dialogue with governments. These have been established after the country teams had devoted much of their time and energy in the initial stages of the programme on community assessments.

Reference is made to par. 4.2.2 for a more detailed assessment.

Designing comprehensive risk plans in India

In *India* resilience of 40,000 people in hazard-prone communities was to be built through a three pronged strategy of improving natural capital, diversifying livelihood options and enhancing community disaster preparedness. The analysis of data collected through the baseline survey and Hazard, Vulnerability and Capacity Assessment along one axis and the geographical location of the villages along another, revealed distinct patterns of disaster risks faced by each of the villages. Based on the identified hazards, vulnerabilities and capacities detailed Village Level Risk Reduction Plans (VLRPP) were developed and Village Level Risk Reduction Committees (VLDRCC) were formed in each village, through the facilitation of the PFR Task Force. The primary responsibility of the VLDRCCs was to implement the VLRPPs and ensure the communities are prepared to face disasters. Their preparedness was enhanced by building capacities that would be required at the time of a hazard event, such as early warning, search & rescue, first aid and evacuation. Construction of disaster resilient infrastructure was also addressed.

Another part of the plan looked at improving the natural capital of the villages so as to reduce their hazard risks by ensuring ecosystem management and restoration. The third part of the plan addressed issues related to the socio-economic vulnerabilities of the communities, by laying special emphasis on diversifying the livelihood options of the communities. At all levels, the aspect of climate change and resultant extreme events were appropriately intertwined into the process. For example, while training farmers on sustainable agricultural practices training on mitigating measures to reduce the impacts of climate change have been addressed.

3b % of annual increase of government spending in targeted areas on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	0%	0%	0%	0%	0%
Target	30%	20%	30%	10%	30%	30%	10%	30%	30%
Score 2012	0%	20%	0%	0%	0%	0%	7%	0%	0%
Score 2013	0%	33%	511%	0%	0%	10%	10%	0%	0%
Score 2014	15%	53%	0%	0.5%	4%	10%	12%	0%	30%
Score 2015	24%	100%	0%	0%	5%	10%	12%	0%	30%

Also initiatives in relation to national and international conferences and meetings, especially regarding the official recommendations and resolutions are considered to be a reflection of policy influence. For this, the agreed indicator also highlights progress under the programme's third strategic direction.

3d # of technical recommendations, resolutions and conference proceedings making reference to DRR/CCA/EMR approaches	
	Global
Baseline 2011	0
Target	8
Score 2012	1
Score 2013	3
Score 2014	19
Score 2015	22

3c # of regional, international lobby trajectories towards international governance bodies and donors started to undo adverse impact of DRR/CCA/EMR	
	Global
Baseline 2011	0
Target	9
Score 2012	7
Score 2013	8
Score 2014	14
Score 2015	17

Rather than other indicators under the strategic directions, the above one is specifically targeted at supra-national level. Reference is made to par 2.3 where a number of actions of PfR partners are presented. While PfR's attribution may not everywhere be plainly visible, some results have been achieved that bear PfR's trademarks. In the run-up to the UN World Conference on Disaster Reduction (Sendai, 2015) partners in *India* (AR14/33) and *Indonesia* (PR14/47, AR13/40) participated in national platforms aimed at influencing their government's contributions. Also at regional platforms PfR was active, presenting case studies and contributing to discussions, like *Nicaragua* and *Guatemala* (AR14/79). Finally PfR has been active at the conference itself (AR15/66-67) with representatives from HQ as well as from Country Teams.

Reflection | PfR partners have recognised from the outset that in the field of integrated risk management (combining, DRR, CCA and EMR), government play a key role. Several activities reflect the successful outreach by PfR: a great number of government institutions have been engaged in activities. With the caveat that several country- and context-specific factors somewhat inflated the scores, the result has nonetheless been positive.

Also community engagement has been successful: all communities have conducted risk assessments, based on awareness raising and with technical support of PfR. These plans enable the embedding of local risk reduction plans in government development plans, a manifestation of the bridge that PfR's integrated approach provides between relief and development, and likely an entry into discussion on budget allocations. Moreover the community involvement likely contributes to sustainability – although this will only be visible after several years.

In several countries the targeted dialogues with policy makers on budget allocations have indeed yielded success. These dialogues took place at local or sub-national level. Where dialogues at sub-national level may yield tangible results that are attributable to PfR efforts, the processes are less straight-forward at higher levels (national and international level) – the results and impact is determined by more stakeholders, and processes therefore require intense, longer and sustained efforts. Consequently contribution may be demonstrated, but attribution is more difficult to show. Yet the increasing number of invitations to national and international meetings is an indication of good contributions to related meetings and negotiations.

4.2.5 Environment

Socio-economic, socio-political and socio-cultural context | PfR partners, as members of civil society in their respective country, operate in a socio-economic, socio-political and socio-cultural context. They participate in networks of civil society organisations, taking into account this context. Here the engagement in a structured dialogue with peers and with the government on DRR, CCA and EMR is regarded as a reflection of this. It also reflects progress regarding peer-to-peer communication (under Level of organisation, par. 2.3) and Responsiveness (under Perception of impact, par. 2.5).

2c % of partner NGOs, and CBOs that co-operate with them in the PfR programme, engaged in structured dialogue with peers and government on DRR/CCA/EMR									
	Ethiopia	Guatemala	India	Indonesia	Kenya	Mali	Nicaragua	Philippines	Uganda
Baseline 2011	0%	0%	0%	0%	20%	0%	0%	0%	0%
Target	70%	70%	70%	70%	70%	70%	83%	80%	100%
Score 2012	27%	80%	57%	83%	40%	100%	67%	80%	100%
Score 2013	50%	100%	94%	85%	45%	60%	100%	100%	100%
Score 2014	73%	100%	88%	93%	71%	70%	100%	100%	100%
Score 2015	81%	100%	88%	93%	75%	70%	100%	100%	100%

This indicator was also applied under the second strategic direction, and reference is made to par. 2.2.2.

Reflection | PfR has been highly active in a great number of civil society networks. It appears that the issue of risk reduction (through the integrated approach) appeals to a great number of organisations – each of them working in their own way to strengthen community resilience. While the resilience discourse in itself is bringing many different organisations to the table, PfR’s integrated approach in this respect appears particularly inviting.

Furthermore it should be noted that many of the indicators that have no dual function (i.e. that are not also applied under the strategic directions) have not specifically been targeted. The positive results may well have been brought about by virtue of the organisations’ participation in PfR.

4.3 Successes and challenges in strengthening civil society

Like for the activities under the three strategic directions (chapter 2) and for capacity strengthening (chapter 3) PfR’s Resilience Vision again provides a useful framework for assessing the results. Of its eight key principles, three are relevant in this respect: promote community self-management that will boost empowerment and create local ownership and puts communities in the driving seat of development, stimulate learning that combines traditional and scientific knowledge, and form partnerships among communities, government agencies and civil society organisations, from different sectors.

Promoting community self-management (key principle 5) | It has been widely stated that the ‘resilience’ framing of interventions enables the linking-up of many stakeholders and provides a link notably between relief and development-oriented organisations. However, instead of focusing on poverty reduction (the overall objective of development), PfR’s focus is on risk reduction, which seems to appeal more directly to individuals and communities to act. The issues addressed deal with concrete risks in people’s daily life, and create action and commitment.

Stimulate learning (key principle 6) | Much emphasis has been put on stimulating learning throughout the programme. While many (documented) experiences were applied within the alliance (internal-to-internal learning) wide collaboration with non-PfR organisations also stimulated learning. The collaboration that has been established widely linked the partners up with for example universities and meteorological offices. It stimulated the

Communities establish themselves as ‘resilient’

In 2013 PfR partners in Indonesia carried out assessments for risks and livelihood options in 33 communities, and in 2014 developed and implemented plans. The many data that were produced were entered, with the communities, into a database. The database is now managed by a team of young people in the villages, endorsed by the village government, to be used as a basis for planning activities.

The information can also be used for the community to apply to be officially recognized as a ‘resilient community’. Indonesia’s national disaster management agency (BNPB) has developed 20 indicators for measuring community resilience. Compliance with these criteria enables registration and opens-up opportunities for financial support (AR14/37)

partners' exposure and that of the NGOs and CBOs in their networks, to new scientific knowledge and experience that they have incorporated in the programme.

Form partnerships among communities, government, agencies and civil society organisations (key principle 8) | PfR has greatly contributed to organising and strengthening civil society organisations, with many of such organisations having been established, linked with umbrella organisations, and engaged in dialogues with governments.

As for the latter, the risk reduction approach towards community resilience finds fertile ground with governments who are in many situations unable rather than unwilling to address causes of risk, due to lack of resources, tools and specific knowledge. PfR has helped them in all three aspects, and in terms of social contract it has forged closer ties between governments and communities.

Other observations | The above observations demonstrate that PfR has successfully introduced the integrated approach, that the stakeholders it has worked with (communities, other civil society organisations, and the government) support this. Through active engagement with these actors PfR contributed, certainly at local levels) to some noticeable positive results.

The positive scores align with the outcomes of the sector-wide evaluation (see also par. 1.5 and 5.7) which states that in general interventions with MFS-II financing have led to a stronger civil society – although the research may have come rather early to state this very baldly, and moreover changes were hard to quantify. However, the findings were positive, with the best results in countries with a favourable political climate. In PfR this addition was a felt reality especially in Nicaragua where space for civil society was increasingly under pressure. This led to different coping mechanisms among PfR partners, as they all struggled to find their way of working with the government and positioning themselves. As a result not only engagement with communities and other civil societies was challenged but also the collaboration between the PfR partners.

Finally it should be noted that the observation on collective and average scores versus individual scores, as mentioned in par. 3.3, also applies to the above indicators. In the same way however, the positive results that have been achieved under the PfR programme also apply.

4.4 Conclusions

One of the programme's major achievements is the engagement with many NGOs and CBOs. The inclusion of expert knowledge and scientific assessments has enabled the holistic, integrated approach that PfR intended to demonstrate. In all communities PfR has stimulated their self-organisation and self-management by establishing risk committees and introducing them to policy makers. The latter's willingness to engage with communities also indicates that prior absence was likely mainly due to a lack of knowledge, resources and tools. By expanding many trainings to also include government officials the programme has not only strengthened civil society and government in relation to risk reduction, but also positively contributed to the 'social contract' between the two.

Staff of the PfR organisations in Indonesia map-out joint activities at a planning workshop in Bogor.



5.1 Introduction

With the integrated approach and the co-operation of complementing partners, the PfR alliance introduced a novel way of addressing disaster risks. At the outset the set-up of the programme and the different backgrounds of the partners were new. Also the integration of the three components DRR, CCA and EMR, while considered logical and relevant, had not been applied before. As a consequence the programme required substantial space for learning – about contents as well as set-up. A dedicated learning programme ('Linking and Learning') was agreed at the outset, and many in-country initiatives built on this. Additionally several global conferences brought together the key players in the programme for exchange of experiences discussions on obstacles, and formulation of alternatives. Furthermore a midterm review provided important insight in successes and challenges of the programme. PfR also participated in a sector-wide evaluation. The outcomes of the latter not so much benefited the PfR programme in terms of adjustments, but the approach and way of organising in turn contributed to the overall findings.

A central initiative was a major external evaluation "Learning from and within PfR", commissioned by the alliance. It was carried out at global level, to which six country-level case studies were added that enabled further enrichment. The evaluation presented a great number of very valuable outcomes and highly relevant conclusions and recommendations.

5.2 Aims and organizational set-up of the Linking and Learning programme

The novelty of the integrated approach was recognised at the outset of the programme as a reason to facilitate learning throughout the programme, by enabling linkages between partners as well as with outside knowledge institutes. The 'linking and learning' initiatives, as they were referred to, were to contribute to

1. Improved quality, impact and harmonization of our programme
2. Strengthened capacity in relation to DRR-CCA-EMR of all partners involved
3. Collected evidence and examples for dialogue with external stakeholders and for up-scaling.

The need for linking and learning was later-on not only recognised as being conditional to better understand the integration of DRR, CCA and EMR, but in fact as an intrinsic component of the resilience approach. In PfR's Resilience Vision (see par. 2.1) it was marked as one of the key principles: "stimulate learning by combining traditional knowledge with scientific assessments to understand climate trends and data" to be applied in a context of increasing risks and underlying causes like environmental degradation, misguided development, population growth and poverty.

Linking and Learning along three lines

Initiatives for Linking and Learning within PfR were shaped along three lines:



External to internal: identifying relevant scientific information and transferring this information to different partners at different levels in the alliance.



Internal to internal: ensuring knowledge flows between alliance partners; exchange of knowledge within and between countries, partners and project sites.



Internal to external: taking stock of intra-alliance knowledge and lessons learned, exchanging this from local to global levels (and vice versa), and coordinating joint dissemination of project experiences to outside stakeholders.

To facilitate learning processes a dedicated Linking & Learning group was established that was to work at global level, between countries, and between HQ and national level. The group consisted of specialists and practitioners from HQs and Country Teams. It initially concentrated on internal learning, and stimulated and established contacts with knowledge institutes. In-country Linking and Learning processes were stimulated by national country teams – *Indonesia* even facilitated a dedicated national Linking & Learning officer and focal point. Finally, together with a Communication Working Group, the Linking and Learning group increasingly focussed on outreach, through dissemination and awareness raising.

During the programme period, from design to implementation and closure, various types of information, experience and knowledge have been identified:

- Anecdotal evidences: knowledge derived from first hand experiences in the field and local (indigenous) knowledge.
- Knowledge on practical approaches: good and best practices, tools, strategies etc.
- Scientific knowledge: hard facts, figures and insights deduced from scientific findings and reports.

Throughout the implementation period, the Linking and Learning group continued functioning and good progress has been made in sharing experience and lessons learnt in all above mentioned types. In hindsight it was felt however that many initiatives were opportunity driven, and the learning could have benefited from a more structured approach. Yet, much has been documented, and a specific on-line PfR library contains much and highly relevant material, much of it produced by PfR but also collected from other organisations and institutes.

The successful learning initiatives of PfR have also contributed to the leading role that the Climate Centre is taking in facilitating the learning uptake in a major resilience initiative (Building Resilience Against Climate Extremes and Disasters - BRACED) funded by the British government. Much of the learning and contacts will feed into PfR's new Strategic Partnership.

5.3 Country-level initiatives

The sharing within the alliance of lessons learned was considered an important contribution to establishing appropriate collaboration between the partners. The understanding of ways to set-up effective programmes and efficient collaboration should benefit the interventions at community and institutional level, and should provide a basis for (future) replication and up-scaling of the integrated of DRR, CCA and EMR. Although in some scattered instances combinations of the three approaches have been piloted, the combined strength of the three had never been tested on the scale that the PfR programme embarked upon. In order to streamline and structure the learning, three overall objectives were agreed where Country Teams' 'linking and learning' initiatives would work towards:

- Learning objective 1 What are good practices in integrated DRR/CCA/EMR
- Learning objective 2 How can the implementation of integrated DRR/CCA/EMR approaches be facilitated at community level
- Learning objective 3: How can the implementation of integrated DRR/CCA/EMR approaches be facilitated at local, national and international policy level

Much learning took place through concerted documenting efforts, often in the form of write shops. These initiatives produced a wide array of experiences and lessons learned that stimulated discussions within the alliance, but that were also used as evidence in dialogues with external partners.

The below sub-paragraphs present some country-level snapshots of linking and learning along the above lines: evidences, and practical and scientific knowledge that have contributed to learning-uptake within the programme. They are mainly examples of 'external to internal' and 'internal to internal' learning.

5.3.1 Identifying good practices of integrated DRR/CCA/EMR

For this objective the learning focused on identification of knowledge and tools for communities to carry out integrated risk management, and on innovative DRR measures that adapt to climate change in a sustainable way.

In *Ethiopia* for example partners focused on the local level dimension, recognition and using indigenous knowledge in combination with local meteorological information, and the organisation of people-centred early warning systems and self-protection initiatives (AR12/46). In *India* the partners produced case studies on their approach that focuses at a village cluster approach, regarding risk reduction from a landscape perspective: sites with similar landscapes and hazards were clustered to plan interventions (AR12/47). In the *Philippines* PfR drafted case studies on urban DRR, one of them on how flood risks can best be understood, while another one describes how to build adaptive capacities regarding flooding and livelihoods (AR14/83).

Reducing disaster risks by enhancing livelihoods

El Castillito community in Nicaragua is located in a water recharge area in the upper part of the Inalí watershed and has a strong risk of landslides. In recent years, community members established a monoculture of strawberries, which is increasing deforestation in the upper part of the basin, as strawberries have ideal growing conditions at a higher altitude. As part of the micro-project four flower gardens were established under agro-ecological management, where fifteen women work with the purpose of proposing an alternative livelihood that does not require deforesting the upper parts of the community.

In La Fuente community, vegetation has disappeared and eco-systems degraded. Therefore, a small-scale mitigation project on agro-ecological coffee production was implemented, together with Wetlands International. Coffee plants are combined with fruit trees and shade trees. To enable water harvesting, two small lagoons were excavated by hand. Nineteen plots with agroforestry systems were established (AR14/48)

5.3.2 Facilitating the implementation of integrated DRR/CCA/EMR approaches at community level

At community level the learning focussed on finding good examples of how application of integrated risk management with communities can be facilitated. In Mali the partners studied how best to combine different methodologies and tools to come up with a comprehensive and holistic plan. They assessed methodologies such as territory resource natural maps, agricultural calendar, historical profile, vulnerability matrix, complemented with questionnaires and interviews. Also they applied participatory video as a means to document and disseminate their works and their learnings (AR12/49)

5.3.3 Facilitating the implementation of integrated DRR/CCA/EMR approaches at local, national and international policy level

Key questions contributing to this objective are how to incorporate integrated DRR/CCA/EMR approaches into policy at different levels, and how to demonstrate its impact on poverty reduction. In Guatemala for example partners learned that approaches need firstly to be based on field information and secondly to be activity-based. Many of their shared experiences contributed to persuading government institutions to agree on the Strategic Inter-Institutional Agenda in 2014 (AR14/86).

Another question focused on factors that are crucial to ensure government, private sector and other stakeholders' commitment for DRR/CCA/EMR, to ensure sustainability and upscaling. In Mali the PfR

team developed its CVCA++: a tool which applies a broad range of vulnerability factors, including natural resources, traditional knowledge and scientific climate information. When designing its emergency programme in the Djenné Préfecture to address food insecurity, the World Food Programme used the tool to carry out a quick vulnerability assessment. With the CVCA++ tool it was able to quickly make an appropriate assessment, while for PfR it indicated that the tool is a useful instrument that proves its value beyond PfR (AR13/87).

Finally learning initiatives focused on how can the PfR alliance can contribute to the global process of improved climate risk assessments and the monitoring and evaluation of the impacts of the integrated DRR/CCA/EMR approach? Partners in the Philippines and Indonesia presented their experiences and good practices regarding disaster risk reduction: representatives of PfR Philippines attended the Asian Ministerial Conference on DRR (Bangkok, 2014), presenting the PfR book 'Creating new paths to resilience'. At the International Conference on Community-Based Adaptation (Kathmandu, 2014) PfR Indonesia and Philippines disseminated, through a poster presentation, PfR's key principles of resilience (AR14/87)

5.4 The Global PfR conferences 2011, 2013 and 2015

During the five-year period three Global PfR Conferences were organised. These conferences were important moments for Linking and Learning, as their programmes revolved around exchange of experiences, presentations of results, discussions on approaches, and lectures of external speakers – working 'internal to internal' and 'external to internal'.

PfR's International Advisory Board participated actively in each of the three conferences, facilitating sessions, and sharing their expert opinions in reflection on the various presentations.

- **Global PfR Conference 2011: focus on Linking and Learning** | The first conference took place in September 2011, shortly after all Country Teams had agreed on their respective programme set-up, aims and activities. Being this early in the programme, the conference was used to clarify several (organisational) processes and agreements, but moreover it was used to further shed light on some key aspects like the role and use of climate information and the importance of ecosystems for reducing disaster risks and strengthening livelihoods for communities. Having finalised the assessments of needs and available capacities, plus proposals to improve both organisational levels the conference enabled a first exchange of experiences, both positive and negative, of PfR's integration of DRR, CCA and EMR. Several invited partners of alliance members (SCR, PEDDR and ACCRA) presented their work, and agreements were made for further collaboration. Also the global Linking & Learning agenda was presented, and discussions took place on how to link national (local) experiences to global aims re. To foster this a dedicated Linking & Learning Group was formed. Finally a Communications Strategy was agreed to further support the sharing of experiences and developments within the partnership.

Some time was also dedicated to discuss the linkages of the programme with private sector initiatives. Many participants recognised the importance of the private sector, certainly at local level, as a source that not only often contributes to risks, but also has the abilities to mitigate these.

- **Global PfR Conference 2013: focus on outcomes of the midterm review** | During the months March-July 2013 all countries (except for Mali, due to security issues) took part in the med-term evaluation (see par. 7.4 below). The outcomes fed into the conference's aim to "inspire future planning and linking and learning between and among PfR Country Teams and global team". The Ministry of Foreign Affairs, who also participated at parts of the conference, has allowed PfR to

present their planning at a later stage in order to include the outcomes in the formal plan and budget 2014. Also the “Learning from and within PfR” research was introduced, and several external speakers. Furthermore many experiences were shared between the countries, facilitating intra-alliance learning

To stimulate and improve the communication within and about PfR a photo competition was organised, linked with a session on ‘what makes a good photo’.

A panel with external guests reflected on PfR’s aims and achievements, and highlighted the importance of bridging disciplines (although much connection is already taking place), sharing knowledge and inclusion of expert knowledge to overcome the inherent complexities of the integrated approach, and the importance of involving authorities in planning and implementation. Furthermore it was one of the first times that the PfR group, working at HQ as well as in the field, was given an insight in the negotiations regarding the follow-up to the HFA (Hyogo Framework for Action). Finally several Red Cross Climate Centre games were tested, and newly developed tools were discussed.

As a result of the conference new ideas and inputs were formulated for Linking and Learning, Communication and Documentation, and Policy dialogue and Advocacy, including required support from the global level.

- **Global PfR Conference 2015: closing and celebrating achievements, and looking ahead** | In October 2015 the PfR partners in the Netherlands organized the third PfR Global conference to take stock of and capitalize on the achievements, successes, challenges and lessons of the five year programme and to discuss impact, efficiency, sustainability and up-scaling of the approach. Exchanges between PfR partners from all countries were facilitated and enhanced learning related to the three intervention strategies and on how they have integrated ‘ecosystem and climate approaches’ in their DRR programs.

The findings and conclusions of the ‘Learning from and within PfR’ study were presented, followed by discussions on how to capitalise on these findings in future integrated risk programmes and the PfR Strategic Partnership 2016-2020 (see also chapter 7). In addition, partners took stock of the achievements and lessons of the policy dialogues that had taken place at global level, and in that context discussed the way forward for the Strategic Partnership with Ministry of Foreign Affairs.

Each of the three conferences served as a platform to exchange experiences, compare achievements, and find solutions to challenges. Partners expressed that these exchanges in itself were useful and helped them to improve their planning and interventions, but also that the realisation that they operated in a new and global approach was stimulating. The conferences allowed inputs from external participants and the introduction of new perspectives, which enriched the approach in the various countries as well as at HQ level. Overall it was felt that the conferences were inspirational, and that they greatly contributed to successful planning and uptake of PfR’s unique integrated approach

5.5 The Mid-term review

In 2013, midway through the PfR programme, a series of Review meetings have been organised in the respective countries to assess progress of the various country programmes to date: successes, challenges and need for support. Visiting teams were composed of members of PfR’s Programme Working Group and specialised staff, plus members of other Country Teams. The intra-alliance set-up enabled learning along the internal-to-internal line.

The visits included field visits and discussions with the Country Team, structured along the lines of the eight key principles of PfR's Resilience Vision: (1) work on different time scales, (2) recognise geographical scales, (3) strengthen institutional resilience, (4) integrate disciplines, (5) promote community self-management, (6) stimulate learning, (7) focus on livelihoods, and (8) form partnerships. These principles helped to capture status, achievements and challenges, and focus on issues like co-operation, integration, learning, and sustainability, together with other issues that emerged from the discussions.

Except for Mali (visited early 2014, due to security issues) all visits took place between March and July 2013. The outcomes were discussed at PfR's second Global Conference (see previous paragraph), and provided input to the plans for 2014. The outcomes resulted in some adaptations and budget shifts, and intensification of support. In *Indonesia* for example the partners have readjusted their budgets and expectations notably in relation to policy dialogues (PR14/17).

Apart from country-specific recommendations the mid-term review revealed several issues that were common to all countries. Key aspects of these findings are presented below:

- **Early warning, early action** | is an issue that proved to be difficult in all countries. Information is often available but insufficiently shared between partners or not trickling down from national/ regional to local levels. Information also often appeared rather technical, and interpretation ('translation') is required, for which people need to be skilled. When moving from warning to action, the motivation of communities to undertake early action (in the case of hurricanes, typhoons, floods) appeared often hampered by their reluctance to abandon their belongings and livelihoods.

The combination of traditional/ indigenous and scientific knowledge, something that PfR promotes as a means to gain trust and increase application of information, appeared difficult. While local knowledge had lost much of its relevance due to changing (new) risks, and authorities proved reluctant to use this information, communities also appeared sceptical regarding scientific information.

Weather forecasts and community radio

In Uganda's Apac district, PfR partnered with the District Government to share and disseminate district-specific weather forecast information, following the installation of the Apac weather station in June 2014. Before the weather station was opened the district relied on information from the Meteorology Department in Entebbe; a situation that was, according to Jasper Otimoi, the District Environment Officer, troublesome and unreliable, as it was not area-specific and thereby relying on general information that communities felt was inaccurate: "The information was too generalized, making it very hard to pass over reliable data to the communities and this made the farmers suffer losses due to disasters which would otherwise be predicted and mitigation measures put in place" he says.

With the district-based weather station, this has since become history. "The station now gathers and disseminates data to the communities through radio talk-shows and meetings, something that helps in guiding farmers when to start their field activities. I appreciate [PfR] for the community radio initiative, as it is a cheaper mode of information dissemination." The weather forecasts have been issued in Akokoro Sub County where PfR has supported the installation of three community radios (AR15/50).

- **Minimum standards** | The Minimum Standards document was often used as 'discussion' document, rather than applied in project management yet. The need for the standards to be more country-specific and user-friendlier was cited as key reasons – despite some noticeable success in Kenya and Uganda.
- **Long term climate forecasts** | These forecasts and their implications for communities were not understood and applied well. Most countries found it difficult to translate information into concrete 'adaptation' actions. It was suggested that country teams could consider non-PfR sources of inspiration or even, if information appeared very uncertain, to consider a 'do no harm' approach.
- **Climate change adaptation** | Several countries had difficulty to translate forecast information into concrete actions (early warning early action on the longer term). Also 'climate change' appeared to be used often as a term that referred to various issues, even when these were not directly related to

climate change. A need was expressed to improve the understanding and practical implementation of adaptation options, as well as to mainstream CCA in DRR options.

- **Ecosystem management and restoration** | EMR was taken-up in most countries, but at the same time partners asked for more practical guidance to integrate ecosystem considerations in their activities. A landscape lens (especially in relation to watersheds) was increasingly understood and applied in the countries, while other approaches like rangeland management and coastal zone management may be as important. Also budget was often cited as a restraining factor in the application at a wider level. Furthermore the need for training and refresher courses in climate and ecosystems was often expressed.
- **Livelihoods** | While some countries had a clear livelihood component in their programmes (most clearly present in the African countries), with others it was virtually absent. Despite some good examples of adaptation to climate change and variability, diversification of livelihoods, and application of saving schemes, it is not always clear how livelihood activities relate to DRR or CCA. Moreover livelihood options/interventions were not always clearly the result of the risk assessments or supported by an analysis that took climate and ecosystem considerations into account.
- **Sustainability** | Partners needed to seek sustainability in different aspects of their work, most obviously in the mitigation measures and structures that had been facilitated in the communities (for maintenance) and the relationship with knowledge institutes and med offices (to take on the role of organizations after the programme). It was acknowledged that maintaining and building upon collaboration and good relations with local government authorities was also important in ensuring sustainability of project results. Some countries have achieved good results in this field by establishing dedicated platforms.
- **Translation from assessment results into action** | It appeared to be difficult to translate assessments results into concrete actions that take account of climate and ecosystem considerations. A lack of flexibility to adjust action plans with changing insights prevented actions to truly address vulnerabilities and increase capacities to deal with future hazards sustainably.
- **Cooperation between partners** | Sharing and exchange of experiences did not appear to be a regular practice in all countries. Moreover, it remained a challenge to share a common vision within the team and to strategize actions, which also influenced the development and dissemination of key messages for policy dialogue.
- **Gap between concepts and practical implementation on the ground** | While it was recognised that facilitators play a pivotal role in project implementation and quality assurance, many layers in between the mother organisations and field-facilitators hindered them. Joint field visits and assessments were mentioned as ways to overcome this, as well as capacity building of local volunteers and staff.
- **Policy Dialogue** | Finally strategic, joint policy dialogue appeared a challenge for many country teams. Partners realised they need examples, success stories and clear messages to advocate for approaches with key actors, based on practical experience. However the varying mandates of the organisations contributed to this, despite the fact that it was also recognised that some key messages are in fact relatively a-political.

The mid-term review, together with the Global Conferences, was one of the most significant initiatives in the field of linking and learning within the alliance. It brought together practitioners and planners, it

applied a strategic vision (the eight key principles) to move away from the log-frame structured assessments, and it enabled an alliance-wide discussion on a number of topics that needed special attention. As such it contributed to various improvements to better achieve the intended results, and it enabled the programme as a whole to more clearly and solidly present itself to external stakeholders.

5.6 'Learning from and about PfR'

Aims and set-up | With provisions already taken at the outset of the programme, PfR commissioned a study to increase its understanding on the dynamics and success factors of its integrated approach. Under supervision of Prof. Hilhorst a group of researchers from Groningen University's Globalisation Studies carried out a combined desk/field research. It was launched at the second PfR Global Conference and was concluded in 2015; the outcomes were presented at the third Global Conference.

The purpose of the research 'Learning from and about PfR' was three-fold:

1. *Assess the relevance* of the PfR approach (the programme and the integrated approach) towards building resilience,
2. *Provide empirical evidence* about the contribution of PfR's approach to enhancing the resilience of local communities, and
3. *Gaining insight* into the institutional dynamics and interventions related of implementing PfR's approach in the context of specific partners working in specific communities with their own social and economic make-up, political properties and community organisations.

With the outcomes PfR would be (better) able to promote its longer-term goals of mainstreaming the integrated approach with its partner organisations, while also influencing policy formulation related to DRR, CCA and EMR at local, regional, national and international levels

At first, a desk study on all relevant documents has been performed, of which results provided the researchers with initial conclusions as well as follow-up questions, which have been used by junior researchers as the basis for collecting primary (empirical) data in six PfR countries (Ethiopia, Guatemala, Kenya, Nicaragua, Indonesia and the Philippines) for contextualizing the earlier results.

Outcomes and observations | The research outcomes and observations were presented in three sections, pertaining to PfR's approach in practice, PfR's institutional dynamics, and PfR's outcomes on community resilience.

- *PfR approach in practice* - The study firstly looked at how the PfR approach is received at the country level and if it resonates with local thinking, assumptions and needs. For this it took, like the above PfR mid-term evaluation, the eight key principles as a basis. Building on the theory of change, the different views of PfR staff, community members and government officials are studied (chapter 2). Although similarities were predominant, perspectives of the key obstacles and barriers to resilience often diverged between PfR and communities. It was found that the community-based approach was particularly welcomed, and in many places this constituted a shift in the way of thinking of stakeholders especially in areas where populations have been exposed to relief programming without much participatory value.
- *PfR's institutional dynamics* - Drawing on the five capabilities framework, the study identified the key factors that enable or obstruct the working of the alliance in the case study countries. Using the '5C-model' as a basis it concluded that generally speaking that the PfR alliance members experienced the integrated approach to be very relevant and the instrumental to align the organisations. Also it enabled learning throughout the programme. The initial top-down approach

and the fact that different programme components were associated with different alliance members with separate mandates created gaps between DRR (and livelihoods), CCA and EMR. This was addressed by targeted support in these areas.

- *PfR's outcomes on community resilience* - Finally the study looked at PfR's outcomes on community resilience, assessing the integrated approach, capacities to anticipate, respond, adapt and transform, community participation and ownership, the creation of an enabling environment, and transformation and sustainability. Generally speaking the PfR approach was well-received and perceived to be logical and valuable according to PfR staff. It was especially successful in those instances where the PfR partners were able to implement the integrated approach in combination with livelihood programmes, combining software and hardware, i.e. activities aimed at planning and organising with activities aimed at tangible aspects like infrastructure. The approach was applauded since it enables integrated planning and project design and especially when a livelihood perspective is integrated into the approach. Sustainability, replicability, up-scalability proved to be challenging.

The findings point towards the enhancement of all characteristics of community resilience, in which the main focus was on the enhancement of human, social and political resilience. Given the time of the research project, much of the 'impact' on the resilience characteristics and especially on natural, physical and financial resilience remains yet to be seen.

Key findings and recommendations | Based on the above outcomes and observations the study concludes with eight key findings (see box). They relate to the integrated approach which is at the same time relevant and complex, and to co-ordination, learning and the relationship and results with both local and national governments.

In its management note PfR presented a formal response to the research. All findings were considered (very) relevant and in many cases echoed partners' own observations. In several cases PfR formulated remarks that provided some rationale to the findings, but generally the observations were well received.

Since the outcomes were presented as the programme already entered its closing phase, they were, to the extent possible and relevant, used to inform the set-up of the follow-up PfR Strategic Partnership (2016-2020): attention will be paid to the focus on a needs-based approach versus rights-based approach, the need to allocate resources for community-based interventions that strengthen livelihoods, and the need to intensify support for the climate and eco-system aspects. Also special attention will be paid to maintaining results and relationships with governments at local levels while also engaging with governments at national levels. Finally special attention will be paid to PME, Knowledge Management, Learning and governance structures, along the lines of the above recommendations.

Key findings of 'Learning from and about PfR'

- The resilience approach is relevant for its integrated nature and the focus on communities, yet risks to background the structural causes of vulnerability and the rights-base of populations to be protected by their government. Most successful were activities that combine DRR, EMR, CCA with tangible livelihood projects.
- The PfR approach is highly relevant to communities and stakeholders, yet the framing of the approach is complex (many principles, building blocks, dimensions), also because of the (artificial) separation of domains and time frames.
- It is a strong suit of PfR to build on existing community structures with the caveat that this risks reproducing existing inequalities.
- The PfR approach is complex in its incorporation of many stakeholders in programming. As a result, there was a long inception phase, and five years appears to be a short time frame for such a complex programme.
- Coordination has appeared to be a key factor in the success of PfR.
- The emphasis PfR put on learning throughout the program was strongly valued on all levels and by all partners, however more could have been reached.
- Local government often lacks power to enable community resilience
- National government turns out to be a powerful actor in the enabling environment of communities and trickling-up of the PfR approach from local to national government has not been realised.

5.7 Reflections on the costs and benefits of the PfR interventions

On basis of data collected in 2014 and 2015, the International Institute for Applied Systems Analysis (IIASA) conducted a quantitative study in Ethiopia and Uganda. The study aimed to answer two questions that remained after the qualitative 'Learning from and about PfR' study (see previous paragraph):

1. to what extent are overall and organisational impacts of disasters reduced as a result of such actions
2. do the benefits of the interventions outweigh the costs of implementing them

Costs of interventions were compared with costs that would have occurred in terms of assistance and recovery, at the community level as well as with the implementing partner organisations if no prior action had been taken. It took different disaster magnitudes into account, as well as probabilities of future events. Benefits of preventive risk reduction actions were quantified and translated to present monetary values.

The results of the analysis show that, given certain assumptions such as a 20 year project lifespan, all PfR interventions in Ethiopia (natural resource conservation, model farmer, goat distribution, and an irrigation dam) and in Uganda (water harvesting, drought-resistant crops, village loan and savings) are estimated cost effective. The latter showed instances of a cost-benefit ratio ranging from 5 to up to 125 depending on the assumptions.

5.8 Disseminating the integrated approach

'Internal-to-external' | While most of PfR's organised learning was structured along the 'external-to-internal' and 'internal-to-internal' axes, some initiatives have been taken where the PfR approach was disseminated to stakeholders (governments, civil society, media, knowledge institutes and others). This is however situated in a grey area, as many presentations of findings, experiences etc. served not only to promote learning with external partners, but also to disseminate the PfR approach – i.e. to lobby and advocate, which is one of the three strategic directions of the PfR programme. Yet many specific initiatives have been taken, like the inclusion of the integrated approach in university courses, like in Nicaragua where PfR developed together with the University of Central America a course that is not only used for educational purposes but is also applied with communities (AR13/51).

At several levels the influence of PfR can be witnessed. Partners have engaged in several programmes that are structured around the IRM approach, like 'Proud of my Purok' (a Postcode Lottery-sponsored programme in the Philippines, implemented by CARE Nederland, the Netherlands Red Cross and Wetlands International), and the Ministry of Foreign Affairs-funded Chronic Crisis programme in Ethiopia and South Sudan, implemented by the Netherlands Red Cross, the Red Cross Red Crescent Climate Centre and Wetlands International). Furthermore the notion of resilience has been put (more) central with partners' umbrella organisations: the IFRC's Strategy 2020 for example is titled '*Partnering for Resilience*'. And finally the UK's Department for International Development has indicated that its BRACED initiative is inspired by PfR.

Sector-wide evaluation | PfR participated in a sector-wide evaluation, where the results of (practically) all MFS-II funded initiatives were assessed. The evaluation focussed on three elements that are prominent in PfR's (as well as all other MFS-II programme's) log-frames:

- Contribution to achieving the Millennium Development Goals
- Capacity strengthening of local partners
- Strengthening civil society

The evaluation was carried out by a pool of researchers coming from various research institutes, managed by NOW-WOTRO, and under the supervision of the *Stichting Gezamenlijke Evaluaties*, in which Partos, together with several of its member organisations, participated. Given the large number of MFS-II funded programmes and the even larger number of local partners and projects, the sample selection implied that PfR initiatives were scarcely included in the research:

- In the section on *achieving the Millennium Development Goals* CARE Ethiopia was included (presenting results that pertained to MDG7). The evaluation concluded that the MFS-II supported organisations made a positive contribution to achieving the MDGs, with the caveat that capacity development that contribute to an increased contribution takes time to achieve.
- In the section on *strengthening partner organisations* CARE Ethiopia and Wetlands International – Indonesia were among the organisations that were assessed. Generally the capacities, already good at the outset of the research, had improved over the years which could definitely be attributed, in part, to the activities carried out with MFS-II funding. The capacities related among others to better financial management, planning of workshops, improvement of leadership, and strategic vision development. The findings are in line with PfR’s own measurement, not only for the mentioned organisations but overall in the nine countries (see par. 3.3).
- In the section on *strengthening civil society* Wetlands International partner Cenderet (India), and Uganda Red Cross were assessed. In general it was found that MFS-II funding contributed to a stronger civil society overall, but that this was rather context specific and moreover that the researched period of two years was very short to show changes in this area. The findings mirror the generally increased scores of PfR (see par. 4.3).

5.9 Conclusion

While it is virtually impossible to link each of the above described initiatives individually to the aims of PfR’s Learning Agenda, it can be concluded that the documentation and exchange of experiences (through write shops, at platforms, and during conferences) has contributed to a greater and more in-depth understanding of the programme’s key aspects like integration of DRR, CCA and EMR, working in partnerships, strengthening community organisation and participation. This understanding undoubtedly has had a positive impact on the quality, impact and harmonisation of the programme, and to partners’ capacities in these fields. The many examples of PfR experiences were also widely used in targeted dialogues with stakeholders. While up-scaling effects have remained modest so far (see par. 1.8), some developments can be noticed, like collaboration between partners in initiatives that take the integrated approach as a basis, the resilience-framing of strategies and policies of partners’ international umbrella organisations, and the inspiration that is taken of PfR in structuring initiatives of other agencies.

The documented experiences and research outcomes are a key asset for the new PfR Strategic Partnership (2016-2020). The cost-benefit analysis (albeit conducted in a limited number of communities) is a first proof of the positive cost-benefit ration of PfR interventions. It supports the decision to continue the partnership, and will also feed the dialogues under the new programme. The qualitative ‘Learning from and about PfR’ study informs the set-up and focus of the new partnership, like emphasis on needs based versus rights based approaches, the demand for increased support for (integration of) climate and eco-system aspects, and the pivotal role of learning. The outcomes of both studies will also be used in the formulation of programme proposals that will complement the new programme’s exclusive focus on Dialogues.

A group of men overlook the delta near their village of Rajnagar in Kendrapara, Odisha in India. Fortified banks provide protection against recurring floods.



6.1 Initiatives

Throughout the programme partners have been stimulated to ensure the programme would strive for increasing and retaining quality for the beneficiaries, efficiency in terms of spending resources, and sustainability of the results. While little targeted advice was given to the Country Teams, some noticeable effects have become visible.

Quality | Although no quality system (ref. ISO) has been applied in the programme, several indicators can be regarded as proxy indicators for the efforts to improve quality:

- *The availability and use of a PME system* – in par. 3.2.2 and 3.2.4 it is shown that organisations have made significant improvements in the field of PME, including the application of information generated by the system.
- *Collaboration with knowledge institutes* – in par. 3.2.2 the figures show that all Country Teams have established collaboration with knowledge institutes to enrich their actions and approach, and have also supported communities in accessing specific knowledge.
- *Accountability towards stakeholders* – the scores in par. 3.2.3 and 4.2.1 show that partners have made themselves accountable towards stakeholders, allowing feedback for improvements.

Leveraging funds to sustain results

In the final phase of the *India* PfR programme emphasis was on sustaining the programme: specially during the two final years the PfR Task Forces collaborated with the line departments of the government to mobilize technical, material and financial support for integrated DRR, and for supporting the implementation of the DRR action plans that were developed by the local communities. The project facilitated the integration of Village DRR committees within village development plans of 56 villages, with the aim of making developmental investments disaster resilient. The project was also able to leverage more than 352 million rupees (= 4.33 million Euros) from district and state government development schemes, to finance the implementation of village and household level risk reduction measures.

Throughout the programme local DRR committees, jointly with Panchayat Leaders, representing the local communities, engaged with local and district authorities, to access different subsidies that are available for the developmental purposes. These were accessed for constructing improved houses, improved water & sanitation facilities, restoring water retaining structures, and undertaking plantations on embankments, in order to reduce the impact of disasters, especially seasonal floods. (AR15/28).

Moreover the integration of the three disciplines, and the insertion of scientific knowledge, has enriched and improved interventions. Especially the impact of climate change and the role of ecosystems are much better understood, leading to more context specific and effective interventions. The inclusion of scientific information, and the application of this knowledge in dialogues with stakeholders, has helped PfR to bridge science, policies and practice.

Efficiency | Like with 'quality', no specific measures have been taken to monitor or steer the effective use of resources. One indicator however provides insight into the degree to which costs have been effective: over the course of the programme the costs per beneficiary have improved, from € 52.19 per beneficiary in 2011 to € 18,64 in 2014 (figures for 2015 are not yet known). It should be noted that the 2014 amount is slightly higher than 2013 due to more intensive funding of non-community-related activities, especially under the second and third strategic direction, towards the end of the programme. Moreover it should be noted that throughout the programme financial figures represented commitments rather than actual expenditures, and planning figures may therefore be a better indication. However this indicator has not been included in any of the planning reports. The presented figures therefore should be regarded with caution. Nevertheless the trend appears positive, with more beneficiaries being reached per Euro invested.

Individual Country Teams have also addressed the issue of efficiency. First and foremost most community activities have been carried out with voluntary community participation, i.e. most labor has been provided to the programme with no costs. In *Uganda* for example it is noted that through the self-management the level of community satisfaction, success, sustainability and opportunity for scalability was high (AR15/50). Other approaches that contribute to cost reduction are the use of schools as a vehicle for dissemination: in *Guatemala* for example it was felt that more people could be reached with training and awareness activities by working with schools so that they can serve as multipliers of information (AR15/25). Also economic use of resources and facilities has contributed positively to the programme's efficiency.

Sustainability | Especially during the final years of the programmes, the Country Teams have taken many efforts to ensure that the positive results will be sustained. One proxy indicator is

- *The number of (partner) staff trained on DRR/CCA/EMR* – with the assumption that this knowledge can and will be applied in future programmes, all Country Teams show large numbers of trained people (see par. 3.2.1).
- *The engagement of communities in decision making* – generally engagement throughout the process is regarded to ensure ownership and commitment, and as a result will enhance sustainability. All Country Teams have significantly improved the engagement (see par. 4.2.3).

Moreover all activities under the third strategic direction have contributed to a conducive legal and financial environment, and the achievements here are also an indication that programmes will be sustained – provided funding will be available. Generally it is recognized that the IRM approach, in terms of working through local structures, combining IRM interventions with tangible livelihood projects, and emphasizing learning, greatly contributed to the programme's sustainability (par 5.6, AR15/91-94).

Also increased prominence of resilience in, and the convergence of, global agendas that set directions for years, even decades, is a sign of sustainability of the focus that PfR propagates.

Finally Country Teams have taken targeted initiatives, especially during the final phases of the programme, to ensure that results will be sustained. In *Ethiopia* for example an agreement has been signed with the government, following a conference where PfR has presented the results and experiences. In the agreement the government, through the Ethiopia Charities and Society Agency, indicated it will continue to support community activities (AR15/20). In *Indonesia* PfR addressed sustainability through government and non-government structures, like using village regulations on issues like coastal protection, separate farming areas for animals, and restoration planning of designated areas. Also they use the village development planning to include PfR approaches in (future) government budgets. Finally they established bio-rights mechanisms on basis of contracts, and started Savings and Loan groups (AR15/35). Examples of *India* and *Guatemala* are presented in par. 6.1 and 4.2.1 respectively. While some teams have managed to ensure on legally binding agreements, others have taken measures that provide fertile ground for continuation of the activities beyond 2015.

Financial re-allocations | Over the five year period the programme has not seen major changes in budget allocations. All country teams, and the organisations operating in these, have consistently worked with the budgets that were initially allocated to them. Only in a few cases it was decided to switch a partner in the programme implementation (like in *India*, AR14/32) but this did not impact on the alliance's budget for the respective country. Moreover alliance members did not make changes to the allocations per country, and except for a transfer of funds from the Netherlands Red Cross to the Red Cross Red Crescent Climate Centre, intra-alliance members funding did not take place. Finally a reserve in their initial budget enabled some partners to effectively anticipate re. opportunities at the global level that emerged during the course of implementation.

6.2 Conclusions

With little targeted advice for the Country Teams, the programme has achieved positive results in relation to the quality of the interventions, the efficient use of resources, and the sustainability of the results. Measurement is done mostly by means of proxy indicators, which make it plausible (but cannot demonstrate) that the positive results have been brought about. With regard to sustainability however, the programme's set-up contains elements that contribute to sustainability. Moreover many targeted initiatives have also been taken. Some of these provide binding agreements, whereas others merely ensure a conducive environment for continuation of activities.

Finally the programme's initial budgets have been applied consistently throughout the programme: no re-allocations have taken place between or within countries. Only in one situation funding was transferred, at a global level, between two alliance members. A reserve in their initial budget enabled some partners to effectively anticipate re. opportunities at the global level that emerged during the course of implementation.

Partnering with Netherlands Government

At the final night of negotiations at the UN World Conference on DRR in Sendai, Japan Juriaan Lahr, Chair of PfR's Steering Group, distributes PfR position papers to delegations.



Origin | The relationship with the Netherlands government, through the Ministry of Foreign Affairs, has expanded and deepened over the years. Initially the programme reflected a traditional division of roles: the PfR alliance as implementers and the Ministry as (co-)funder. Arrangements were made regarding the adherence to the general conditions regarding the contents of the programme, where, in the countries where the programme was to be implemented, progress needed to contribute to strengthening civil, strengthening the partner organisations, and contributing to poverty alleviation, the Ministry's central goal for the MFS-II funding. For PfR the contribution to the latter was for MDG 7a 'Ensuring sustainable living environments', notably to the results areas related to adaptation to climate change and loss of bio-diversity, and of national policy aimed at reduction of soil, air and water pollution and maintenance of natural resources'.

Increased prominence and convergence of agendas | Over time global policy developments, like negotiations under UNFCCC, discussions on de link between development and disasters (in the context of UNISDR), and successes in relation to the UN's Millennium Development Goals, have promoted the importance of PfR's fields of work (disaster risk reduction, climate change adaptation, ecosystem management and restoration). In parallel the Netherlands government intensified the role of 'water' and 'climate' in its policies, and became an advocate and funder for disaster risk reduction. For the latter the chair of the World Bank's Global Facility for Disaster Reduction (GFDRR) was an important moment that also signalled a closer link between PfR and the Ministry: PfR was invited to a Ministry hosted annual meeting of the GFDRR in November 2012 to address the participating governments and present its Resilience Vision (AR12/44).

Collaboration grew closer on the various agendas, and increasingly PfR was consulted for and/or invited to meetings like on Gender equality in climate policy (2014), DRR Meeting (2014) Assessing the climate relevance of development projects (2014), and the various preparatory meetings in the run-up to the UN World Conference on Disaster Risk Reduction (2014 and 2015). Reversely PfR invited the Ministry to several meetings it organised on the occasion of International Day for Disaster Risk Reduction, and for meetings like 'Disaster Risk Reduction – van risico naar duurzame investering' (2013). Also the government presented the programme at meetings as a practical example of working on (integrated) risk reduction. In the preparation for the World Conference on Disaster Risk Reduction in Sendai, early 2014, there was close collaboration when the government formulated its key positions for the negotiations on the draft conference outcomes. Also the lead of PfR attended the foresaid conference in Sendai (see also par. 2.3) as member of the Netherlands Government delegation. Also in the run-up to the various COP meetings contacts were intensive, especially through the Red Cross Red Crescent Climate Centre.

Moving towards partnership | The implicit partnership that has emerged over the course of the MFS-II funded programme (2011-2015) has taken an explicit shape under the successor programme (2016-2020) where the Ministry and PfR are strategic partners under the Dialogue and Dissent framework. Contributions to the dialogue agendas of the Ministry, including its embassies, and PfR are elaborated and agreed on a country-by-country basis.

Looking ahead: from DRR/CCA/EMR implementation to IRM Dialogues

Community leaders, supported by PfR, meet with government officials to urge for improvement of the potable water system in Las Sabanas, Nicaragua.



Introduction | Over the five year period, PfR has worked to convert the integrating DRR, CCA and EMR from theory to practice. It worked with communities, civil society and governments, from local to national and international levels, and in this process it put much emphasis on learning, as the previous chapters have shown. Stimulated by the results and the positive reception by virtually all stakeholders, PfR aims to replicate and upscale the good practice, making more people resilient to deal with the shocks and crises they face. The experience gained over the years, the access to stakeholders, and the collaboration models within the alliance, lay the groundwork on which these ambitions can be materialised.

Emphasis on dialogues | With the realisation that the integrated approach is indeed achieving the intended results, and with the structures in place, PfR also realises that up-scaling and replication can and needs to be achieved within countries, with capacitated partners that are able to determine the key areas that need to be addressed to promote the uptake of the integrated approach, and that have the capacities to do so. The experiences especially under the second and third strategic direction have indicated that much leverage can be achieved based on successful dialogues, in local contexts as well as in international arenas. This increased emphasis on engaging with stakeholders will be central in the new Strategic Partnership, for which PfR and the Netherlands government have set-out to collaborate intensively (as introduced in the previous chapter). In ten countries partners will build on PfR achievements and contacts that have been established. The conclusion of three important international frameworks that guide policy development (the Sendai Framework for DRR, the Sustainable Development Goals, and the Paris Climate Agreement – all agreed in 2015), and corresponding funding frameworks (often still under development) also provide a solid basis for the Strategic Partnership to argue for the integration of DRR, CCA and EMR in selected policies, investments and practices within countries and at regional and global level. The translation of these agreements into legislation, and the channeling of corresponding funding from national to local level will be an important focus of the dialogues under this partnership. For these dialogues the DRR/CCA/EMR integration will be referred to as Integrated Risk Management (IRM).

At the same time however the partnership will also require a greater emphasis on securing funding for community work – which is and will remain the basis of all of PfR's dialogues: it provides the evidence and is the place where any legal or financial agreement, at any level, should eventually make a difference. While in the 2011-2015 programme the Netherlands government funding for PfR was within the same programme, in the new phase (2016-2020) the programme funding only allows for dialogues – partners need to set-out to acquire additional (match) funding, and need to align the conditions as good as they can with those of the Strategic Partnership.

In the *Philippines* for example the PfR partners have concluded on several dialogue trajectories. Two of them will focus on mainstreaming DRR, CCA, and EMR at the local development planning processes, and in the education sector. Over the past five years they have trained local government units (LGUs) and school teachers/ officials to build their capacities and also participated in planning activities and provided technical support for development plans and budgets that integrate DRR, CCA, and EMR (6/47). Partners will build on these successes, and expand their scope to other government departments and institutions, at different places and levels.

The PfR team *India* will further build on their successful engagement with a multitude of government ministries, agencies and authorities, where they were able to leverage more than 352 million rupees (= 4,33 million Euros) from district and state government development schemes, to finance the implementation of village and household level risk reduction measures. (AR15/28). Building on these experiences the team now aims at influencing disaster management, climate change and environmental policy change (especially water and wetlands related) in the direction of recognizing and adopting integrated approaches, in many other places in India, with concrete outcomes and budgets. Next to that PfR India is looking towards engaging with the private sector to encourage investments and practice of social welfare spending (linked to the 2% CSR-law in India) towards integrated DRR/CCA/EMR approaches.

In *Kenya* PfR has achieved noticeable success in policy dialogues under the previous programme: in Isiolo County the disaster risk management policy has mainstreamed the integrated approach, and PfR intends to engage in similar dialogues with other Counties, to replicate this. In *Guatemala* the Inter-Institutional Agenda will be a main vehicle for the further promotion of the uptake of risk reduction measures in policies, investments and practices. Moreover, in the new programme PfR intends to revise the Interagency Strategic Agenda and incorporate at least two more entities: the Presidential Secretariat for Planning and Programming (SEGEPLAN), and the Ministry of Public Finance (MINFIN). The ambition is to also scale the Strategic Inter-Institutional Agenda to the regional level of Central America.

Also in other regions PfR intends to build on experiences and collaboration that have been established at national levels, like in the Upper Niger (West Africa), the Semi-Arid zones in the Horn of Africa, and the coastal zones and watersheds in South and Southeast Asia. Finally also at international level PfR intends to ensure better integration of DRR, CCA and EMR in globally agreed policies and investment schemes. The aforementioned Sendai Framework, Paris Climate Agreement and SDGs will be the anchor point for most of these trajectories.

Capacity strengthening | As indicated, pursuing these trajectories relies on solid capacities, both in terms of capabilities to be effective in planning, conducting and following-up on concrete dialogues, but also in terms of having a credible evidence base, with documented experiences that are relevant for the selected dialogue trajectories. This capacity strengthening will build on the foundations that have been laid in the 2011-2015 programme through the efforts to strengthen southern partner organisations (see chapter 3).

Annex 1

Logframe scores

A community member in Sikka district, at the Indonesian island of Flores, shows a drainage system that helps protect the village against floods in times of excessive rainfall.



General

Beneficiaries	target	baseline	2013	2014	2015
# of beneficiaries reached	422,979	0	486,513	520,365	638,527
# of female beneficiaries reached	215,310	0	238,803	255,419	319,120

Programme element 1: Civil society

Civic engagement	target	baseline	2013	2014	2015
Diversity of socially based engagement					
- The organisations are accountable and responsive to stakeholders	3.1	2.7	3.7	3.7	3.8
Diversity of political engagement					
- % of supported community committees that are invited to participate in regular dialogue with gov't bodies	38%	NA ¹	NA ¹	NA ¹	NA ¹

Level of organization	target	baseline	2013	2014	2015
Organisational level of civil society infrastructure (CSI)					
2.b # of network/ umbrella organisations, developed and active	10	0	56	72	82
Peer-to-peer communication					
2.c % of partner NGOs/CBOs engaged in structured dialogue with peers and government on DRR/CCA/EMR	75%	1%	84%	88% ²	89%
Financial and human resources					
3.b % of increased local governments budgets in target areas on either early warning, mitigation of natural hazards and/or natural resources management on community level	29%	0	NA ¹	NA ¹	NA ¹

Practise of values	target	baseline	2013	2014	2015
Internal governance (democratic decision making and governance)					
- The target group is involved in decision making	3.2	2.9	3.5	3.7 ²	3.7
Transparency					
- The organisations have transparent financial procedures and practice transparent financial reporting	3.1	2.9	3.6	3.8 ²	3.8

Perception of impact	target	baseline	2013	2014	2015
Responsiveness					
2.c % of partner NGOs/CBOs engaged in structured dialogue with peers and government on DRR/CCA/EMR	75%	1%	84%	88% ²	89%
3.1.b # of (local) government institutions actively engage in activities	19	0	292	368	350
Social impact					
1.1.a # of communities that conducted climate trend risk mapping	229	26	512	549	549
Policy impact					
3.b % of increased local governments budgets in target areas on either early warning, mitigation of natural hazards and/or natural resources management on community level	29%	0	NA ¹	NA ¹	NA ¹
3.d # of technical recommendations, resolutions and conference proceedings make reference to DRR/CCA/EMR approaches	8	0	3	19	22

Environment	target	baseline	2013	2014	2015
Socio-economic, socio-political and socio-cultural context					
2.c % of partner NGOs/CBOs engaged in structured dialogue with peers and government on DRR/CCA/EMR	75%	1%	84%	88% ²	89%

Programme element 2: MDGs and themes

1 Communities are more resilient to climate (change) induced hazards		target	Baseline	2013	2014	2015
1a	# of mitigation measures implemented per community	2.0	0	2.0	2.0	3.0
1b	% of community mitigation measures environmentally sustainable	100%	0	94%	94% ²	95%
1c	# of community members reached with DRR/CCA/EMR activities	418,286	0	439,391	520,365	638,527
1.1 Communities are capable to implement risk reduction measures based on climate risk assessments						
1.1.a	# of communities that conducted risk mapping that take account of information about climate change and its impact on disasters	229	26	512	549	549
1.1.b	# of communities that developed collective risk reduction plans based on risk assessments that take account of information about climate change and its impact on disasters	177	22	512	549	548
1.1.c	# of community members covered by risk plans	248,688	18,386	557,863	597,662	617,678
1.2 Communities are capable to protect and adapt their livelihoods in synergy with the natural environment						
1.2.a	# of community members that trained in ecosystem based livelihood approaches	15,640	0	40,877	54,996	74,560
1.2.b	# of community members that have adapted, diversified or strengthened their livelihoods	44,598	0	71,172	98,277	123,067
2 (Partner) NGOs/CBOs apply DRR/CCA/EMR in assistance and advocacy						
2a	# of communities where partner NGOs/CBOs have facilitated access to integrated DRR/CCA/EMR knowledge	242	0	484	553	576
2b	# of network/ umbrella organisations, developed and active	10	0	56	72	82
2c	% of PfR partner NGOs, and CBOs that co-operate with them in the PfR programme, engaged in structured dialogue with peers and government on DRR/CCA/EMR	75%	1%	84%	88% ²	89%
2.1 (Partner) NGOs/CBOs are capable to apply DRR/CCA/EMR approaches in their work w communities, gov't institutions						
2.1.a	# of (partner)staff trained on DRR/CCA/EMR	461	0	1,650	2,404	3,458
2.1.b	# of (partner) NGOs/CBOs have established cooperation with knowledge and resource organisations	28	20	69	83	99
2.2 (Partner) NGOs/CBOs advocate the DRR/CCA/EMR approach with peers/ other stakeholders in their networks						
2.2.a	# of organisations (incl. non-PfR) involved in coalitions that work on the integration of DRR, CCA and EMR	63	0	398	508	547
2.2.b	# of times DRR/CCA/EMR related topics on the agenda of platforms/ networks	27	0	373	660	766
3 DRR/CCA/EMR-conducive budgeting & policy planning in place in local, national and international level						
3a	# of distinct initiatives that are started that are aimed at enabling a more conducive environment for DRR/CCA/EMR activities	15	0	120	168	231
3b	% of annual increase of government spending in target areas on DRR/CCA/ EMR	29%	0	NA ¹	NA ¹	NA ¹
3c	# of regional, international lobby trajectories towards international governance bodies and donors started to undo adverse impact of DRR/CCA/EMR	9	0	8	14	17
3d	# of technical recommendations, resolutions and conference proceedings make reference to DRR/CCA/EMR approaches	8	0	3	19	22

3.1	Government institutions at local, national and international level endorses PfR approach					
3.1.a	# of government institutions reached with advocacy activities by civil society and their networks and platforms	159	0	339	439	330
3.1.b	# of (local) government institutions actively engage in activities	166	0	366	368	350
3.1.c	# of countries where connection between DRR, CCA and EMR has explicitly been mentioned in official government documents	9	8	8	9	9

Programme element 3: Southern partner organisations

Capability to commit	target	baseline	2013	2014	2015
Strategy and planning					
- Strategy is elaborated in work plans and activities/projects	3.2	3.0	3.4	3.7 ²	3.8
Financial capacity					
- Funding of organisation's annual budget	3.1	2.9	3.3	3.6 ²	3.9
Human resources capacity					
2.1.a # of (partner)staff trained on DRR/CCA/EMR	461	0	1,650	2,404	3,458
Effective leadership					
- The organisation's leadership is accountable to staff and stakeholders	3.1	2.9	3.3	3.5 ²	3.6

Capability to achieve	target	baseline	2013	2014	2015
PME system					
- The organisations have well-functioning PME systems	3.1	2.8	3.3	3.6 ²	3.5
Service delivery					
2.a # of communities where partner NGOs/CBOs have facilitated access to integrated DRR/CCA/EMR knowledge	242	0	484	553	576

Capability to relate	target	baseline	2013	2014	2015
Policy dialogue (external)					
2.c % of partner NGOs/CBOs engaged in structured dialogue with peers and government on DRR/CCA/EMR	75%	1%	84%	88% ²	89%
2.2.a # of organisations (incl. non-PfR) involved in DRR/CCA/EMR coalitions	63	0	398	508	547
2.2.b # times DRR/CCA/EMR related topics on agenda platforms/ networks	27	0	373	660	766
Policy dialogue (internal)					
- The organisations are accountable and responsive to stakeholders	3.1	2.7	3.7	3.7 ²	3.8
External influence					
3.a # of processes started to reduce identified national and local institutional obstacles to DRR/CCA/EMR activities in the communities	15	0	120	168	231

Capacity to adapt and renew	target	baseline	2013	2014	2015
PME system					
- The organisations have well-functioning PME systems	3.1	2.8	3.3	3.5 ²	3.5
Outcome monitoring					
- The organisations have well-functioning PME systems	3.1	2.8	3.3	3.5 ²	3.5
Policy review					
2.1.b # of (partner) NGOs/CBOs have established cooperation with knowledge and resource organizations	28	20	69	83	99

Capability to achieve coherence	target	baseline	2013	2014	2015
Effectiveness					
- Strategy is elaborated in work plans and activities/ projects	3.2	3.0	3.4	3.7 ²	3.8
Efficiency					
- % of organisations in which efficiency is addressed in the external financial audit	75%	59%	NA ¹	NA ¹	NA ¹

Organisation

25% own contribution	target	Baseline	2013	2014	2015
# of organisations funding with maximum 25% funding from other sources	3.1	2.9	2.9	tba	3.9
DG-norm					
# of management and board members with an annual salary above DG-norm	0	0	0	tba	0
Efficiency					
Costs per beneficiary (direct costs / # beneficiaries)	€ 85.72	0	€ 8.30	€ 18.64	tba
Quality (system)					
ISO certification on Netherlands Red Cross is renewed	yes	yes	yes	yes	yes
Budget					
Budget spent per year	€ 7,992,720	0	€ 6,098,720	€ 9,231,710	tba
Partner policy					
Incidents of deviation from partnership/cooperation policy (for NLRC)	0	0	0	1	1
Harmonisation and complementarities					
% of planned joint activities implemented (per individual year)	80%	0%	72%	80%	92%
Learning ability of the organization					
Programmatic changes based on good practices	5	0	9 ⁹	0	0

¹Since the basis of this indicator is diverse, and moreover since it is a percentage of a percentage, a global add-up does not reflect a trend. Reference is made to the score of individual countries; ²individual countries are given equal weight in this global indicator, irrespective of the number of (implementing) organisations;

Annex 2

Country Teams, PWG, SG, IAB and CTNL

A girl washing clothes at a newly constructed system where water from a spring is channeled into separate sections for domestic use, animals, and agricultural use.



Country Teams



Uganda

Standing from left to right
 Irene Amuron-URCS; Dorothy Mitala- Caritas Uganda; Wendo Hausner-Wetland Inyernational; Moges Bekele, Cordaid; Dennis Mwaka-Care; Festo Lenglo-Cordaid/Caritas Moroto; Francis Eragu-URCS; Akol Samuel-Caritas Moroto; Godfrey Oyoit-Socaido; Debora Atebo-TPO; Moses Lolem-ECO

Seating from left to right
 Dan opio-URCS; Bob Justine-ECO; Okeng Robert-Care partner; Shaban Mawanda-RCCC; Otim Robert-Care Partner; Sophia Irepu-Cordaid

Country Lead: Moges Bekele (Cordaid)

Philippines

Red Cross | Gwendolyn Pang; Catherine Martin; Leo Ebajo; Roderic Salve; Restylou Talamayan; Ferdie Balmaceda (tama po ba); Elyn Fernandes; Butch Sison; Evelyn Turingan; Margot Steenberg (NLRC); Suzanne Damman (NLRC); Charlotte Floors (NLRC); Colin Fernandes (NLRC)

CARE / ACCORD | Celso Dulce; Marieta Alcid; Merdi Jean Arcilla; Ansherina Talavera; Sindhya Obias

IIRR | Emilita Oro

Red Cross Red Crescent Climate Centre | Donna Mitzi Lagdameo

Wetlands Int | Merjin van Leeuwen; Arne Jensen

Country Leads: Elike van Sluis; Guinevine de Jesus (Netherlands Red Cross)



Philippines

Left to right: Rusty Binas (Cordaid), Guinevieve de Jesus (Country Lead), Emily Monville Oro (IIRR), Zenaída Willison (member IAB), Mayet Alcid (Accord), Butch Sison (PRC), Donna Lagdameo (RCCC), Celso Dulce (CARE)

Guatemala



CARE | Ada Zambrano; Abdías Chávez Barrios; Fernando Díaz Cifuentes; Edna Lucía España; Andrés Molina Echeverría; Tialda Veldman; Edwin Kestler Castillo; Anne te Molder; Gart van Leersum;

Cáritas, Diócesis de Zacapa | Arnulfo Ayala (Representante de Cordaid); Christian Dominguez (Cáritas / Coordinador del Programa); Nery Perez (Cáritas / Coordinador de Facilitadores); Carlos Luis Franco (Cáritas / Facilitador); Selvin Jarquín (Cáritas / Facilitador); Matilde Cortez (Cáritas / Facilitador); José Pinituj (Cáritas / Facilitador); Carlos Durán (Cáritas / Financiero); Claudia Zaldaña (Pool de Trainers); Xiomara Artiga (Pool de Trainers); Eberto Domínguez (Pool de Trainers)

Guatemala Red Cross | Annabella Folgar Bonilla; Daniel Javiel Orellana; Teresa Marroquín Ábrego; Verónica Rivera Cabrera; Daniel Carballo; Fidencio Chavez Calí; Natanael Caal; Isabel Hernández; Natali Rodas; Mario Sagui; José Luis Chen; Juan Gómez; Dr. Jorge García Reynoso; Prof. Mario Ramírez; Dra. Rina Castañeda

Netherlands Red Cross, Guatemala Office | Javier González; Cony Silva; Laura Martínez; Andrés Gálvez; Virna Villeda

Spanish Red Cross, Guatemala Office | Edwin Cueto Rodríguez ;Cristhopper López; Petro Hernández

Red Cross Red Crescent Climate Centre | Carina Bachofen; Pablo Suarez

Wetlands International | Julio Montes de Oca; Raquel Sigüenza; Jorge Ruíz; Juan Saloj

Country Lead: Tialda Veldman; Andrés Molina Echeverría; Lucía España



Indonesia

CARE International Indonesia | Ida Adu; Herman Kelen; John Belly Robot; Riana Gustina; Yanuarius Awa
Pikul (implanting partner CARE) | Sylvia Fanggalda; Wahyu Adiningtyas; Yulius Nakmofa; Jan Windy; Andy Pellokia; Yurgen Nubatonis; Meli Riwu Hadjo; Dodi Kudji Lede; Lesti Leneng

Caritas Indonesia | Dame Manalu; Joseph Sunardono; Aribowo Nugroho; Jonny Limbong; Margareta Hellena; Fr. Klaus Nauman SVD; P. Eman Embu SVD; Petrus Kanisius Kasih; Ernestina Dua Sina

Bina Swadaya Konsultan | Iksari; Edwin Enifri; Siti Zulfah; Saleh Abdullah; Bonar Saragih; Doni Hendro Cahyono, SH; Armin Hari; Ami Primawardhani; Hasriadi; Karno B. Batrian; Siswandi

Karina KWI | Anat Prag; Phoebe P Augustine Pandypoprano; Irene Cahyani; V. Listya Dewi Widyastuti; Amri Widyatmiko

LTPT | Sumino; Purwono Yunianto

Netherlands Red Cross | Kartika Juwita; Yana Maulana; Victor Widjaja; Ngurah

PMI | Bevita Dwi; Teguh Wibowo; Librianus Lake; Benekditus Kia Assan; Van Paja Pesa

Red Cross Red Crescent Climate Centre | Donna Mitzi Lagdameo

Wetlands International Indonesia Programme | NyomanSaryadiputra; Yus Rusila Noor; Ita Sualia; Lusiana Nurisyidah; Eko Budi Priyanto; Dewy Ratnasary; Kuswantoro; Didik Fitrianto; Bertholomeus Keluli Udak

Country Lead: Elike van Sluis; Guinevine de Jesus; Mr. Meihaar Josiano Marsaoly; Rani Barus; Jaap Timmer (Netherlands Red Cross)



Mali

Mali

CARE International Mali | Dramane Sidibé; Ngolo Traoré; Drissa Fané; Ladjji Binogo Sidibé

GRAT | Bakary Keita; Mariam Coulibaly; Abdoulaye Doumbia

ODI-Sahel | Diarra Tata Touré; Hamadoun Kane Diallo; Alhousseyni Touré;

Amprode-Sahel | Mamoutou Traoré; Sidiki Djiteye;

Mali Red Cross | Nouhoun Maiga; Rodolphe Visser (NLRC)

Red Cross Red Crescent Climate Centre | Aram Tall; Erin Coughlan; Janot Mandler de Suarez

Wetlands International Mali | Bakary Koné; Ibrahima Sadio Traoré;

Red Cross Red Crescent Climate Centre | Aram Tall, Erin Coughlan, Janot Mandler de Suarez

Country Lead: Bakary Koné (Wetlands International Mali)



Kenya

Kenya

Red Cross | Suada Ibrhim; Malik Adan, Anthony Kimathi; Shadrak Musyoka; Sirak Abebe (NLRC)

Cordaid | Zerituna Robe; Safia Abdi; Hilda Mawanda; Mohammed Dida

MID-P | Boru Godana; Salad Tutana; Abdullahi Shandey

Impact | Nicolas Lempaira; Joseph Lendra

Wetlands Int | Julie Mulonga; Leonard Akwany; Oliver Nasirwa; Emma Greatrix; Wendo

Red Cross Red Crescent Climate centre | Julie Arrighi; Erin Coughlan

Country Lead: Sirak Temesgen (Netherlands Red Cross)



India

India

Cordaid | Munish Kaushik; Ankush Vengurlekar

Cartias India | Anthony Chettri; M. Shimray; Anjan Bag; Girish Peter; Chandan; Anil David; Karlos Besra; Nal Shiv Kumar

Netcoast | Durga Prasad Dash; Saswata Kumar Mohapatra; Bijaya Kabi; Gitanjali Sahoo; Tanmaya Mishra; Nakul Swain; Bimbadhara Senapati; G. Krishna

Cendret | Late Fr. Sirinus Topno; Jay Krishna Behera; Bipin Bihari Das

ASK | Khilesh Chaturvedi; Prakash Layak; Saiju Chako; Manas Bhattacharya

Wetlands International | Ritesh Kumar; Pranati Pattnaik; Satish Kumar; Ipsita Sircar; Anita Chakraborty; Kamal Adhikary

Red Cross Red Crescent Climate centre | Knud Falk

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Nicaragua

Nicaragua

CARE Nicaragua | Martha Lorena Mora; Pastor Vilchez; Aminta Sanabria; Denis Argeñal; Ima Tamara Lagos; Yelba Montenegro; Alba Nydia Fiallos; Renaldy Morales; Surama Blandon; Pablo Sevilla Diaz; Norlan Tercero Bucardo; Martha Lorena Herrera; Elmer Canizalez

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Wetlands International | Julio Montes de Oca Lugo (Panama); Alonso Espinoza Torrez; Omar Jimenez Garcia

Red Cross Red Crescent Climate centre | Lisette Braman; Carina Bachofen; Pablo Suarez

Country Lead: Tialda Veldman; Andrés Molina Echeverría

Ethiopia

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CARE Ethiopia | Sileshi Zewde

Ethiopian Red Cross | Dejen Zewdu, Azemeraw Bekele

Netherlands Red Cross | Tom Musili

Agency for Cooperation and Research in Development (ACORD) | Moges Sheferaw, Hailu Mekonnen

Ethiopia Catholic Secretariat (ECS) | Mengistu Mekkonen; Shiferaw Mamo

Dire Dawa CMDRR Association | Ashenafi Dejene

Support for Sustainable Development (SSD) | Abebe Belete

Panos Ethiopia | Ayele Kebede Gebeyes

Red Cross Red Crescent Climate centre | Erin Coughlan

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Red Cross Red Crescent Climate Centre | Maarten van Aalst

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Netherlands Red Cross | Bruno Haghebaert, Saskia van Manen

Red Cross Red Crescent Climate Centre | Madeleen Helmer; Fleur Monasso; Sanne Hogesteger

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Co-ordination Team Netherlands (CTNL)

Charlotte Floors, Raimond Duijsens



Annex 3

Publications

Inside a communal barn in Bassa, Marti (Kenya) where hay is being stored. This community managed livelihoods project enables a stable provision of fodder for livestock.



Several publications about PfR appeared in scientific journals and other media

- Carr, E.R., Abrahams, D., De la Poterie, A.T., Suarez, P. and Koelle, B. 'Vulnerability assessments, identity and spatial scale challenges in disaster-risk reduction' in *Jambá: Journal of Disaster Risk Studies*, 7:(1) Art. #201, 17 pages.
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- Duijsens, R., Faling, M. 'Humanitarian challenges of urbanization in Manila: the position of the Philippines Red Cross in a changing disaster and aid landscape' in *Resilience: international policies, practices and discourses* 2(3): 168-182
- Duijsens, R. 'Addressing fragilities: the growth of cities and the challenges for the Red Cross / Red Crescent in assuming a resilience-building role' in *People, Aid and Institutions in Socio-economic Recovery: Facing Fragilities* (ed. Van der Haar, G, Hilhorst, D., and Weijs, B.) (in print)
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- Jongman, B., Coughlan de Perez, E., Nguyen, T.-B., and Mawanda, S. 'Towards forecast-based humanitarian action for floods in Uganda. Unravelling the Drivers of Flood Risk Across Spatial Scales', VU University Amsterdam. Otto, F. E. L., Coelho, C. A. S., King, A., Coughlan de Perez, E., Wada, Y., van Oldenborgh, G. J., Cullen, H. 'Factors other than climate change, main drivers of 2014/15 water shortage in southeast Brazil' in *Bulletin of the American Meteorological Society*, <http://doi.org/10.1175/BAMS-D-15-00120.1>.
- Kumar, R., Kaushik, M., Kumar, S., Ambasthaa, K., Sircar, I., Patnaik, P., Vervest, M. "Integrating landscape dimensions in disaster risk reduction: A cluster planning approach" Springer Press. Suarez, P. 'Rethinking engagement: Innovations in how humanitarians explore geo-information' in *ISPRS International Journal of Geo-Information*, 4 (3): 1729-1749.
- Ward, P. J., Jongman, B., Salamon, P., Simpson, A., Bates, P., De Groeve, T., Winsemius, H. C. 'Usefulness and limitations of global flood risk models' in *Nature Climate Change*, 5(8), 712–715.
<http://doi.org/10.1038/nclimate2742>.

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- Monville Oro, E. et al 'Portraits of Resilience - Resilience champions, Innovations & Good practises, Resilience models', IIRR, Philippines
- Prag, A., Widyasari, V. 'Lessons and practices in resiliency strengthening in Indonesia- The resiliency framework, a tool for analysis and action in resilience strengthening'
- Prag, A., Widyasari, V., 'Resiliency strengthening- PFR Alliance members in Indonesia: approaches, lessons and cases in addressing climate, disaster and environmental risks in NTT province, Indonesia 2011-2015'
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- Santopsa, Y. R., Cahyani, I., Nugraha, A. and Pandjopranoto, P. 'A research result on resilience - The models of watershed-landscape approach in Flores Island and livelihoods strengthening in Timor Island, NTT Province, Indonesia'
- VOICE (incl. Cordaid, CARE), GNDR and other CSO networks: "Achieving Impact Where it Matters. A Joint Statement by Civil Society Coalitions on the Implementation of the Post-2015 Framework for Disaster Risk Reduction" (January 2015; for WCDRR in Sendai / UNISDR)

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