



## INPUT PAPER

Prepared for the Global Assessment Report on Disaster Risk Reduction 2015

**FROM FIRST AND FAST EMERGENCY RESPONDERS TO RESILIENCE LEADERS**  
**A critical look at Policy and Programmatic changes of some INGOs**

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## **International INGOs work**

### **Plan International**

#### **Background**

Plan's vision is a world in which all children realize their full potential in societies that respect people's rights and dignity.

Plan's mission is to strive to achieve lasting improvements in the quality of life of deprived children in developing countries, through a process that unites people across cultures and adds meaning and value to their lives, by:

- Enabling deprived children, their families and their communities to meet their basic needs and to increase their ability to participate in, and benefit from, their societies
- Building relationships to increase understanding and unity among people of different cultures and countries
- Promoting the rights and interests of the world's children

For a long time Plan has had a major focus on development and emergency response.

#### **The 2009 Plan International - Call for action<sup>1</sup>**

In 2009 Plan International and its partners and the youths launched a powerful advocacy agenda to lobby governments, donors and international agencies to sign, support and report back on the charter which stated:

- Schools must be safe and education must not be interrupted
- Child protection must be a priority before, during and after a disaster
- Children's right to participate and access to information must be met
- Community infrastructure must be safe, and relief and reconstruction must help reduce future risk
- Disaster risk reduction must reach the most vulnerable

#### **Research results**

The advocacy had been informed by a research commissioned by Plan. In the research, children asked for schools to be built in safer places and on higher ground in flood and tsunami-vulnerable regions. They also called for protection of vital learning materials and safe places to play and learn, as well as more life-saving information about what to do when disasters strike and psychosocial support.

Children make up more than half the population in countries predicted to be most affected by climate change. It is estimated that by 2030, 175,000,000 children a year will be affected by disasters.

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<sup>1</sup><http://plan-international.org/about-plan/resources/news/childrens-charter-on-disaster-risk-reduction-launched-at-un> date accessed 23rd August, 2013

## **Children's views essential**

Plan believes it is essential to include children's unique experiences of climate change impact in both adaptation and mitigation policy and practice.

"Our work shows that children need to be involved in decision-making because they are very concerned about the state of the environment and impact of disasters. They take a long term view and they are passionate about turning ideas into action. Moreover, children are future leaders and decision makers – those involved today will become a generation better prepared for disasters of tomorrow," said Dr Nick Hall, Plan's disaster risk reduction adviser. This was referred to as the *Children's Charter – an Action Plan for Disaster Risk Reduction for Children and by the Children* and was endorsed by UNICEF and child-centered INGOs like Save the Children and World Vision.

## **Lessons Learnt**

As a result of Plan International call for action children were for the first time put on DRR Global agenda as being important in resilience activities. In the May, 2013 Global Platforms, this featured as a top agenda in building resilience and post 2015 HFA.

## **CARE International**

### **Background**

CARE was first formed as an International relief agency during the Second World War. CARE used to stand for Cooperative American Relief Everywhere and mainly shipped relief assistance from the Americas to Europe. This was then referred to as "CARE packages". CARE has been a first responder in emergencies since the Second World War. In the year 2000, CARE rebranded to reflect its focus to development.

### **A Unifying Framework for Poverty Eradication and Social Justice**

In 2005, CARE International came up with the Unifying Framework for Understanding the underlying causes of Poverty as the core of its programming framework. The Unifying Framework for Poverty Eradication and Social Justice is developed around 3 upper level outcome categories that together ensure that we are analyzing and addressing underlying causes from both needs- and rights- based perspective and highlight the importance of helping to create a sound and just enabling environment to help ensure sustainable development outcomes. These are:

1. Improving Human Conditions: Supporting efforts to ensure that people's basic needs are met and that they are livelihood secure
2. Improving Social Positions: Supporting people's efforts to take control of their lives and fulfill their rights, responsibilities, and aspirations. Supporting efforts to end inequality and discrimination.
3. Creating a Sound Enabling Environment: Working in Partnership with others to ensure that the institutional environment – economic, political, and social systems; as well as public, private, civic and social institutions, e.t.c – is responsive and responsible to constituents and is committed to creating an enabling environment that fosters just and equitable societies.

The underlying causes of poverty are the most often the result of a combination of political, social, economic, and environmental factors that are related to the systemic and structural underpinnings of underdevelopment, residing at the local, national and often the global level.

This can further be explained by the following hierarchical relationship:

1. Immediate Causes: Are those causes that are directly related to life and death situations. These include diseases, famine, conflict, natural disasters e.t.c.
2. Intermediate Causes: Are related to improving people's well-being. Intermediate causes generally point to what people lack (needs based) and focus on access to basic services, lack of skills, lack of productivity.
3. Underlying Causes: Focus our attention to WHY immediate causes exist. This level requires us to ask why some people have access and some do not; why some groups control majority of resources, e.t.c. The answers to most of the analytical questions that we ask at the **Underlying Causes Level are related to the systems or rules – structural underpinnings – that govern a society e.g. the economic, political, and social structures that include and exclude; the policies that allow some groups to control and /or monopolize power, the socio-cultural systems and customs around which discrimination and injustice are often legitimized, e.t.c.**

CAREs Programs as mentioned in the sections below is underpinned in this framework

### **Adaptation Learning Programme (ALP) for Africa by CARE International**

In response to the negative impacts of climate change, CARE launched the **Adaptation Learning Programme (ALP) for Africa** in 2010. The programme is supported by the United Kingdom's Department for International Development (DfID), The Ministry of Foreign Affairs of Denmark, The Ministry of Foreign Affairs of Finland and the Austrian Development Cooperation. Its overarching goal is to increase the capacity of vulnerable households in Sub-Saharan Africa to adapt to climate variability and change. Towards this end, the ALP is:

- Developing and applying innovative approaches to Community-Based Adaptation (CBA) to generate best practice models;
- Empowering local communities and civil society organizations to have a voice in decision-making on adaptation;
- Promoting best practice models for CBA among adaptation practitioners; and
- Aiming to influence national, regional and international adaptation policies and plans.

Working in partnership with local civil society and government institutions, the ALP is being implemented in 40 communities across Ghana, Niger, Mozambique and Kenya. Learning from the programme is being shared with policymakers and adaptation practitioners across Africa and globally.

Gender equality and diversity constitute a particular focus for the ALP. Activities are being targeted to ensure that benefits reach people in the most vulnerable socio-economic groups, which are identified through participatory analysis. The programme promotes the rights and responsibilities of men, women and others in adaptation activities. It empowers people in the most vulnerable socio-economic groups to take concrete action and to raise their voices in local, national and international planning and policymaking processes on adaptation. Some of

the achievements in the arid North Eastern Kenya can be streamed live from this video link:  
<http://www.youtube.com/watch?v=M22tIKlwiU8&feature=youtu.be>  
[www.careclimatechange.org/videos/africaalp](http://www.careclimatechange.org/videos/africaalp)

CARE Netherlands also published Resilient WASH Systems in Drought Prone areas and also assisted the Global WASH Cluster to come up with a DRR Handbook titled 'Disaster Risk Reduction and Water and Sanitation and Hygiene – A Guidelines for Practitioners'. The former has been integrated within the CARE's Emergency Manual to guide relief practitioners in integrating DRR within relief and rehabilitation efforts.

**Lessons Learnt** – read ELMT/ELSE Consortium below where CARE took the lead.

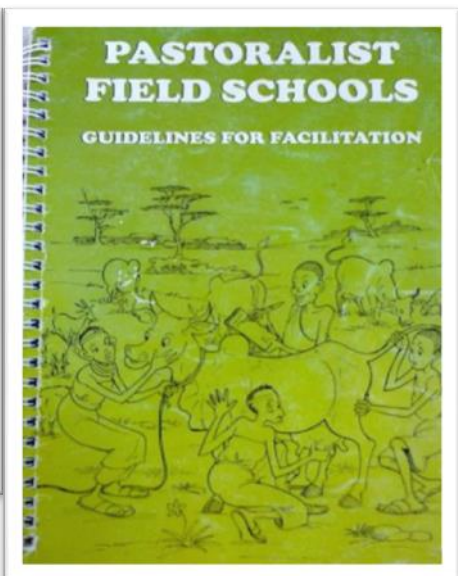
## **Pastoralist Field Schools: Discovery based learning in practice – VSF Belgium in Eastern Kenya**

### **Background**

A Pastoralist Field School (PFS) can be described as a 'school without walls', where groups of pastoralists can learn through observation and experimentation within their own context. Through experiential and participatory learning techniques participants are empowered rather than advised what to do. The purpose of the PFS is to improve the decision-making capacity of its participants, and their wider communities, and to stimulate local innovation. It allows pastoralists to improve their management skills and become experts in their own resource use practices. A PFS usually comprises a group of about 30 pastoralists (including elders, men, women and youths) who meet regularly over a defined period of time, often between 1-2 years. The group makes observations that relate to their daily lives, particularly concerning their livestock production system and the rangeland ecosystem. A trained PFS facilitator, usually from or living in the community, will guide the learning process.

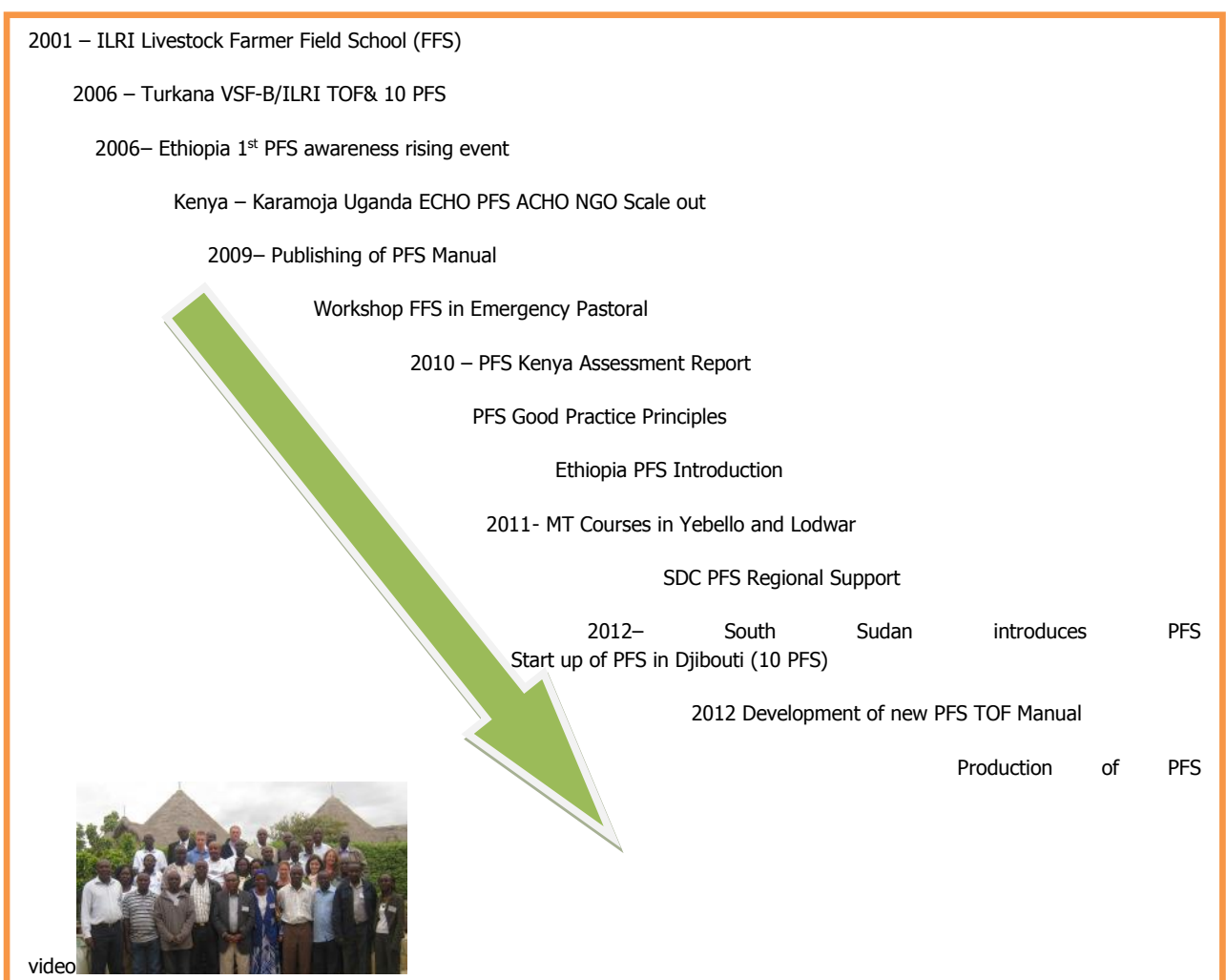


Photo above shows a PFS session on course and beside it is the facilitation manual for the same



## Why PFS is different

Research and extension institutions have traditionally used capacity building of rural communities as the mechanism for transferring technologies to land and resource users. However this approach has often proved inadequate in complex situations, where community members need to adjust their practices frequently to the changing conditions. Technology packages, delivered in a 'top-down' manner, have often been too complex, too expensive or poorly adapted to the real needs of people. The pastoralist system of livestock production is complex, based on rich experience and culture that is passed down from one generation to the next. New developments —such as climate change or emerging diseases—mean that pastoralists have to supplement their traditional knowledge and practices. And it is this new knowledge and innovation that can best be realized through participatory learning approaches, such as PFS.





	Kenya	Uganda	Ethiopia
Implementing Actors	VSF-B, VSF-G, VSF-S, Oxfam GB, Practical Action, ACTED, COOPI, CODES, VetAid, FH, SNV, DLPO	C & D, CESVI, ADRA, CARITAS, Happy Cow, Save the Children UK, KDP, VSF-B, ACTED, KALIP, ICRD	FAO, GPDI, PDO, GOAL, AFD, ASE, Oxfam GB, Save the Children UK, APDO, HAVOYOKO, VSF-G, VSF-S
PFS Start	2006	2009	2010
No. of PFS	112	210	63

Table 1: PFS Actor Overview.

### The learning process

PFS activities are guided by some key principles and core activities. Learning is by doing i.e. through practical activities and exercises. The herd and the landscape are the main learning grounds—around which all PFS activities are organized. Pastoralists learn directly from what they observe, collect and experience in their surroundings—instead of through textbooks, pictures or other extension materials. The learning is problem based. Participants apply different analytical methods to help them identify and solve problems they encounter in their daily life and discovery-based learning tools trigger a spirit of curiosity and innovation. The participants, not the facilitator, decide what is relevant to them and what they want the PFS to address. Trained facilitators guide the learning process, by mentoring and supporting the participants to take responsibility for their own learning. All Pastoral Field Schools follow the same systematic action learning process, where the key steps are observation, reflection, group discussion, analysis, decision-making and action planning. One of the core activities of the PFS is to establish and monitor comparative experiments. The PFS group provides animals and other resources to use for these experiments. These animals form the group’s study herd, on which different (but not risky) treatments are tried out, observed over time and eventually evaluated. Examples of trials might be the effects of supplementary feeding, traditional versus veterinary recommended treatments of diseases, different methods of pasture management etc. Changing environmental conditions and factors affecting the study herd—such as disease outbreaks—form so called special topics to be addressed each week during the PFS session. Tools such as illustrations, practical demonstrations and real life exhibits are used as learning aids, especially adapted for illiterate group members.

Pastoral-ecosystem analysis (PESA) is a cornerstone of the PFS approach. It involves making field observations, data collection and analysis, and finally coming up with recommendations on the herd-livelihood system. Through regular exercises PESA helps establish the interaction between the herd, the landscape and other living and nonliving factors. Data is collected based on key observed factors to help put in place a process for decision-making. The analysis is performed in sub-groups to enhance participatory learning. Each sub-group presents their observations and recommendations in plenary sessions for collective decision-making on management actions. The exercise—apart from enhancing observation, analytical and recording skills— also generates discussion among members and stimulates collective decision-making. Group dynamic exercises are used to create a pleasant learning environment, facilitate learning and create space to reflect and share. They also enhance

capacity building in communication, problem solving and leadership skills. In addition, group dynamics, such as drama and song, can be an effective way to deal with sensitive topics such as domestic violence, alcoholism etc.

### **Evidence of impact**

Though PFS is a young concept, some evidence of impact is starting to emerge from the initial sites in Northern Kenya and Uganda. PFS participants have taken up new and improved practices—especially related to animal health, pasture management and production—and this has contributed to healthier herds and increased milk and meat production. A strong shift has been seen from a previous mindset of subsistence, to a more business-oriented attitude. Some PFS groups have gained substantial income, through for example: fodder production and sale, animal fattening etc. An understanding of the need for planning and the mitigation of disaster has also taken root, in which many groups have diversified their livelihood sources and taken up, for example, crop production or poultry keeping as complimentary activities to their livestock keeping. PFS has also triggered a range of empowerment related outcomes. Participants have become more prepared to deal with their challenges and obstacles, using critical thinking and collective action, as expressed through local networks, savings and social support schemes, for example. Socially the approach has had dramatic impact on local gender relations, with men and women interacting with each other in a more equal and respectful manner. Trying out new ideas collectively has also supported a breakthrough on certain practices associated with taboos and traditional beliefs, again often associated with gender roles.

### **Lessons learnt and ways forward**

PFS has proven itself to be an innovative and successful means of supporting the transition from emergency and relief to longer term development. In order to achieve its potential impact however the approach has a number of requirements that are not always easy to meet. Ensuring there are well trained and competent facilitators at local level is key to the quality of PFS activities, and this requires considerably more investments in human capacity than most actors are used to in regular capacity building efforts. It is also a challenge to find suitable facilitators locally. Community Animal Health Workers have been shown to be of great value as PFS facilitators, if trained in the approach, but they are not available everywhere. Implementing agents have to internalize a participatory spirit for a longer term demand-driven service delivery, which is a shift from the current quick relief mode of operation common among pastoral actors. Ensuring experimentation and innovation in PFS groups has also been a challenge, and even more so when trying new management options on a broader herd or landscape level. Close linkages between the PFS group and the community at large has proven crucial in this regard and to ensure the wider impact of the PFS intervention. In this context PFS is highly complementary to community mobilization approaches such as CMDRR. Savings and credit mechanisms (such as VSLA – *Village Loans and Savings Scheme* and VICOBA – *Village and Community Banking*) also add much value to PFS and enhance sustainability.

## ***PFS Next steps: 2012 and beyond***

### ***Monitoring and Evaluation***

1. Test and Mainstream new PFS tools for accountability and feedback
2. Develop a web-based group tracking and mapping system for actors to update online ( see section below on the DRR website for Central and Eastern Africa)
3. Commission an independent and rigorous impact study
4. Ensure documentation of PFS case studies, best practices and impact reviews at actors' level

### ***Technical Expansion***

1. Expand PFS tools and processes on: Conflict Management, Nutrition, range and pasture management, gender mainstreaming
2. Coordination & Institutionalization
3. Support governments in their efforts to institutionalize PFS and CMDRR
4. Look at opportunities for including PFS into curriculum of formal training institutes
5. Hold national and regional PFS stakeholder harmonization and coordination meetings
6. Support and mentor new countries in the process of expanding the approach (i.e. South Sudan, Djibouti e.t.c for PFS).
7. Effectively link PFS with VSL& A LVICOBA and CMDRR approaches

## **Website for Who does What Where for Disaster Risk Reduction (DRR) partners in East and Central Africa**

The DRR website is an innovative information platform for everybody involved in DRR work in the region of eastern and central Africa. It does this by connecting about 70 partners, including NGOs and different UN agencies, and offering access to project information and lessons-learned research on DRR in the region. Using a who- what- where mapping application, the web site allows partners to upload relevant project information so other stakeholders can get access to and share knowledge about what is happening in the region. The site also hosts the Food Security and Nutrition Working Group (FSNWG) and thematic sub groups such as La Nina task force and the Market Analysis sub group (MAS). Everybody can therefore access the latest alerts and market profiles, download updated food security maps, or review archived meeting presentations and minutes. "That is what makes this web site so unique. Providing shared and coordinated information brings all the actors involved in DRR work in eastern and central Africa together", says Phillip Fong, Project Officer managing the DRR web site at the FAO Sub-Regional Emergency Office for Eastern and Central Africa (REOA).

Website usability indicators from 2010 to 2012<sup>2</sup>

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<sup>2</sup> [www.disasterriskreduction.net](http://www.disasterriskreduction.net) accessed on 11<sup>th</sup> January, 2013

Traffic Indicators	Partner Indicators	New Partnership and Activities on the Website
<b>42,401 visits</b>	1,118 document	JICA Kenya will be using the project maps to map its Kenya projects.
<b>186,119 pages</b>	201 projects	IFRC will also be adding their projects
<b>8,270 unique users</b>	99 partners	Doing Cash and Voucher mapping with CaLP ( <a href="http://www.disasterriskreduction.net/kenya">www.disasterriskreduction.net/kenya</a> ) , discussions are ongoing to have WFP, UNICEF and others also join in as partners
<b>150 countries</b>	2 donor endorsements	
<b>Average 300 visits per month</b>	Superstar users – REGLAP, ACTED, FSNWG	

The website is primarily an information and coordination tool. How much further it goes is dependent on the recommendations that partners give on its future continued use.

## **Cross border dynamics and cross border programming in Karamoja and Pokot - ACTED, East Africa**

### **Background**

ACTED has been working on the Uganda-Kenya border for 4 years. During this time it has switched from using a standardized approach to its interventions, to using an integrated methodology that comprehensively addresses the specific cross-border dynamics of the region. As is typical in the Horn of Africa, particularly in the pastoralist regions, the border between Uganda and Kenya is incongruent with the ethnic boundaries in the area. The Pokot are scattered between Pokot North district in Kenya and the recently created Amudat district in Uganda, while neighbouring Nakapiripirit district is populated by Karimojong—mostly belonging to the Pian sub-clan. Until 1972, when Uganda and Kenya agreed to exchange portions of their territories, Pokot North district was a Ugandan territory. Except for in a limited agricultural zone, pastoralist and agro-pastoralist communities inhabit the Karamoja region. Even the agro-pastoralists mainly rely on livestock herding, as the soil is rocky and poor, and with limited rainfall it cannot sustain intensive agriculture. Although many aid actors are active in Karamoja, documented knowledge on cross border mobility and natural resource usage patterns and changes is limited. However in the dry season most of the pastoralists are compelled to migrate far from their homesteads to access dry season grazing areas located in Southern Amudat and South-Western Nakapiripirit districts— areas shared by both the Pian-Karimojong and Pokot communities.

Conflict and insecurity dynamics Pastoralists have increasingly been prevented from implementing their traditional migration patterns, because of both the policy of the Ugandan government which strongly encourages the settlements of nomadic populations, and also the recurrent conflicts and insecurity in the region. Together these have diminished the capacity

and the will of pastoralists to move in search of better pasture. Although cattle raids between pastoralist communities have been performed since time immemorial by all the tribes in the Karimojong cluster, the practice was traditionally authorized by tribal leaders, and was carried out by warriors in order to prove one's braveness, meet the demands of a bride-price for marriage, as well as to re-stock cattle after a prolonged dry spell. Now the proliferation of small arms, the diminished access to resources, the constant increase in population, the increasing importance of money within society and a corresponding lack of general economic development, have led to increasingly frequent raids within the region. The ongoing forced disarmament policy in Karamoja, in parallel with the Kenyan government voluntary disarmament process, has also created a power imbalance between conflicting groups.

### **Towards integrated cross-border programming**

In late 2009, ACTED Uganda reviewed its strategy so as to directly and comprehensively address the cross-border dynamics in its projects. The standardized approach, though successful, had indicated that to address specific cross-border issues the area should be considered as one unit. For instance, livestock diseases do not stop at international borders—especially in pastoralist areas—even if animal vaccination campaigns are usually not coordinated between governments. Common training sessions for Community Animal Health Workers (CAHWs) from North Pokot and Karamoja, involving district veterinary officers of both countries, helped establish linkages between the various stakeholders. Even though the involvement of local authorities in cross-border CAHWs initiatives remains limited, the linkages built have ensured increased communication at community level and are a step towards addressing cross border disease control. ACTED's programs in 2011- 12 will specifically support increased coordination between authorities on both sides of the border.

Disaster management and risk reduction is critical in the Karamoja and Pokot areas, and needs to be addressed holistically as communities from both sides of the border often share the same natural resources during the dry seasons. In this respect, ACTED found that cross-border exchange visits or trainings provided a good opportunity to increase understanding and establish potential collaboration between communities. Beneficiaries get to know more about their neighbour's environment, culture and lifestyle, and realize that they actually have a lot in common and understand the reasons for differences in behaviour. For example, some Pian Pastoral field schools (PFS) members were surprised to discover how arid the Pokot area was, and thus understood better the reason that Pokot pastoralists have to migrate to Karamoja during the dry season. While visiting Pian PFSs, the Pokot came to realize the complexity of the ethnic patchwork in Karamoja, and thus the difficulties encountered by the Pians to ensure their daily security.

In the light of these encouraging results, and as a first step towards conflict mitigation, ACTED mobilized the Pokot and Karimojong-Pian communities to develop dry season natural resource use agreements. This was done through Community Disaster Management Committees, which received training in the Community- Managed Disaster Risk Reduction methodology. These committees consequently led the negotiations aimed at achieving cross-

border inter community agreements. ACTED facilitated the negotiation that led to such an agreement between the Turkana and Pokot in Kenya,

### **Lessons Learnt and Future recommendations**

Integrated cross-border programming comes with a number of operational challenges, including higher costs, for example for vehicle insurance for both countries, as well as significant delays owing to currency exchanges and visa delivery procedures when crossing the border, or administrative constraints and labour laws in the two countries. To strengthen the management of its cross-border activities ACTED set up a regional office in charge of cross-border programs.

From its experience in the Karamoja and Pokot areas over the past 4 years, ACTED has concluded that efficient cross-border interventions should be designed considering the very little significance that official country borders have for (agro) pastoralist communities. Establishing linkages should be at the core of each cross-border intervention as it allows improved understanding and trust between parties; hence fostering cooperation as well as timely exchange of information. Moreover, coordination of government officials from both countries is critical to address challenges. ACTED aims to continue this work by promoting a holistic Community-based Disaster Risk Reduction approach in this area, and building trust among conflict-prone communities by focusing on a specific priority issue—access to dry season grazing areas—to provide the basis for addressing other cross border issues in the future.

## **Community Managed Disaster Risk Reduction (CMDRR) - Cordaid's strategy for building resilient communities in dryland areas of East and the Horn of Africa**

### **Background**

Responses to hazard events in the drylands tend to be reactive, with agencies waiting for the disaster to happen before they take action. Development efforts also often distance themselves from providing responses to disasters. But with the number of disasters now increasing—as a result of climate variability, change and uncertainties, and other social, economic, political, environmental and demographic factors—there is an urgent need for a shift in thinking. A more proactive approach to hazard events is needed for both emergency interventions and for long-term development planning—an approach that promotes the safety and resilience of communities and nations as a part of their sustainable development. As a relief and development organization Cordaid has been implementing emergency response and development programmes for several decades. From 2000, Cordaid began linking its relief and development work in the drylands of the Horn and East Africa using the Drought Cycle Management (DCM) approach. DCM recognizes drought as a normal occurrence in dryland areas, and provides a programming framework that promotes adjustments of activities according to the different stages of the *inevitable* drought cycle—the normal, alert/alarm, emergency and recovery stages. In 2004, Cordaid evaluated its Drought Cycle Management approach, as well as its other programmes that link relief and development. A key recommendation was that Cordaid should widen the types of hazards it addresses— beyond drought—and adopt a more holistic Disaster Risk Reduction (DRR)

approach. Together with the International Institute for Rural Reconstruction (IIRR), Cordaid then developed a training manual: “*Building Resilient Communities: A Training Manual on Community Managed Disaster Risk Reduction (2007)*.” The manual has been used ever since to train staff and partners to work on DRR with communities in the Horn of Africa and beyond.

**Basic philosophies and principles for CMDRR**

The CMDRR approach advocates for the building of resilient communities as a building block for resilient nations. Although its emphasis is on the community, it also recognizes the need for governments and other actors to assist. The approach is guided by the following principles:

- Communities have accumulated local knowledge in addressing hazard events.
- Communities are survivors, not victims.
- Basic rights are the foundation of human safety.
- Community organization is the key to successful disaster risk reduction initiatives.
- Communities must take responsibility for their members who are most at risk (i.e. the poor or those with less capacity to cope, or the most affected).
- The community should decide whether or not they are in a state of disaster, and whether they can cope on their own or need external assistance.
- Resilience is not merely accumulated physical assets or secured livelihoods, it is also the individual person’s will and ability to survive, and to claim his/her rights as a member of a just and equitable society.

**The Disaster Risk Reduction Formula**

The framework that guides disaster risk reduction is:

$$\text{Disaster Risk} = \frac{\text{Hazard} \times \text{Vulnerability}}{\text{Capacity}}$$

This is a qualitative framework that can be used to assess disaster risk levels and guide risk reduction planning measures. It shows that the risk of suffering consequences of a disaster is determined by the presence of the hazard event and vulnerability conditions in combination with inadequate coping capacity. According to the framework, disaster risk can be reduced by planning and implementing risk reduction measures.

This depends on the conclusion of the risk analysis. There are basically two conclusions: acceptable risk or unacceptable risk. If the risk level is unacceptable, it means the elements at risk will hardly survive and there is only one choice- permanently relocate the elements at risk. Acceptable risk means the elements at risk can survive in their current locations given that risk reduction measures are implemented in the following key capacity areas: -

- *Prevention of hazards:* These are measures that impede the occurrence of the hazard, e.g. quarantine measures to prevent contagious diseases. (In the case of natural hazards this is not always possible.)

- *Mitigation of hazards:* These are measures that reduce or moderate the impact of hazards before they arise e.g. flood walls, soil and water conservation to reduce run-off in case of flash floods.
- *Reduction of vulnerabilities to hazards* by enhancing individual survivability e.g. Increasing capacities that help individuals to survive during hazard event and bounce back after the event. E.g. Livelihood diversification in the case of drought, swimming skills for flood event, etc.
- *Reduction of vulnerability* through strengthening community organizations (systems and structures) that help individuals to survive during hazard event and able to effectively bounce back after the hazard. E.g. search and rescue system, credit and savings, early warning, market information etc.

### **Achievements so far**

Since 2006 the CMDRR approach has been facilitated by about 20 *Cordaid* partner organisations in Ethiopia, Kenya and Uganda. The approach has had a number of impacts so far:

#### *1. Identification and implementation of activities that have increased resilience to disaster:*

I. In the 2011 drought, water harvesting efforts in Marsabit, Moyale, Samburu, Isiolo and Mandera districts in Kenya, extended water availability for an average period of three months into the drought for 66,000 people and 70,000 heads of cattle. In the same period extensive migration was observed from southern Ethiopia and northern Kenya to Isiolo district in Kenya, where water and pasture was still available. Conflict over resources had been recognised as a drought related hazard by communities, and peace-building activities that were included in their contingency plans were activated early on in the drought, thus avoiding conflict over resources.

II. In Hodod Samaro, Ethiopia, the community managed to reclaim, 1,618ha of reserve pasture, through enclosures and clearing of bushes, which fed 6,472 cattle for two months in a time of drought, including migrating cattle. Out of the total reclaimed area of 1,618ha of rangeland 1,208ha was reclaimed by the community without the need for any external financial support.

III. In Web, Ethiopia, three traditional wells (*ellas*) were rehabilitated to increase their efficiency, and promote the effective utilisation of water through improving the access path to improved cattle troughs. One *ella* now provides access to water for 1,200 heads of livestock per day as compared to 400 previously.

IV. In Mandera West the Constituency Development Fund (CDF) and Arid Lands Resource Management Project (ALRMP) had funds available to construct underground water tanks. The communities were able to construct 3 underground tanks of 800,000 litres each capacity to collect run-off rainwater for use when surface water in ponds and earth pans are exhausted. Water was provided to 9,600 people for 2-3 months into the dry season, and the walking distance to collect water was reduced from 30km to an average of 2km.

V. In Marsabit Mountain, Cordaid's partner organization PISP constructed rooftop water harvesting tanks of 60M<sup>3</sup> capacity, as well as sanitation facilities for 8 primary and secondary schools. This intervention has ensured continuity of learning.



### *2. Increased confidence to solve their own problems*

Many communities have carried out activities without external support, as a DRR committee member in Web, Borena stated: *"The community has learnt how to manage their resources and can continue without AFD [the facilitating partner]"*. With the introduction of complementary new technologies, communities were also able to scale up their activities such as expanding the rangelands and improving deep wells. *"Today we are happy because we are able to reproduce the design of this technology. We have people trained and we can replicate it without the support of the partners."* Malka Kuna, Mandera.

### *3. Strengthening community organisation*

CMDRR has been effective in promoting broad based community organisation, including traditional structures, as well as representatives of marginal groups. In Turbi, Marsabit, Kenya the community DRR committee built a DRR centre, which will serve as a meeting place, as well as an information and training centre. *"The CMDRR process helped the community to rehabilitate a traditional system lost over time"*. *"We are taking pride on the newly revived practice in managing our own resources such as rangelands and water ponds"*. (Web community in Arero, Ethiopia)

## **Lessons Learnt**

CMDRR requires a radical shift in thinking by the donor organisation, the facilitating partner organisation and the community. The process and facilitation of CMDRR, including learning, requires a long term commitment and sufficient time should be allowed for CMDRR to be internalised by all.

### *Continuous training is necessary for frontline staff*

When implementing a new approach, frontline staff must be given the right knowledge and tools to deliver. Cordaid invested in training its teams and its partners' staff over a number of years. It takes considerable time to develop the knowledge and skills to ensure that staff do not dominate but effectively facilitate the process.

### *Learning and documentation has to be consciously planned*

Cordaid organises annual learning workshops during which different aspects of the approach are discussed. If there are weaknesses and challenges, tailor-made refresher courses are organised to help build upon good practices and abandon bad ones. Documentation of experiences through write-shops and case stories is necessary to help others learn from experiences. Monitoring and evaluating progress will provide evidence of change and impact.

### *PDRA is not a one-time process*

Over time the context, actors and the hazard characteristics will change, and thus as disaster risk reduction measures are implemented there is need to continuously review the progress towards task accomplishment. In terms of DRR projects, and the ultimate vision of safer and resilient communities, this means that flexibility is required for changing plans. The first PDRA process is in fact a baseline upon which progress is measured over time. All Cordaid partners are encouraged to organise annual reviews of community action plans and re-plan activities.

*Multi-stakeholder participation in PDRA enhances broad based partnership*

Ideally all stakeholders, including the government, civil society organisations, and organised groups within the specific community are expected to be involved in assessment, implementation, monitoring, evaluation and learning. This enhances collaboration and partnership, ensuring maximum progress towards the vision of safer and resilient communities.

*The PDRA process has to be facilitated to completion*

If the process is flawed, the final product will have flaws as well. The process facilitators must be diligent. If the process and assessments are rushed the result is incomplete and action plans ineffective.

*Participatory tools are essential*

Illiteracy among communities of the East and Horn of Africa is high, and therefore visual Participatory Rural Appraisal tools are appropriate to enhance participation and promote sharing of indigenous knowledge.

## **Future Recommendations**

*Mechanisms for risk transfer need to be explored*

Risk Transfer is “the process of formally or informally shifting the financial consequences of particular risks from one party to another, whereby a household, community, enterprise or state authority will obtain resources from the other party after a disaster occurs in exchange for ongoing or compensatory social or financial benefits provided to that other party” (UNISDR, 2009). In most of Cordaid’s target communities, informal risk management mechanisms exist between families and community networks. However, with increased disaster events like drought, which affect all the communities almost equally, such systems can no longer cope. It is therefore imperative for Governments and other actors to create contingency funds and other forms of insurance.

*There is a need to link to more comprehensive advocacy efforts*

Despite successes in building the capacity of CMDRR committees to demand resources from local government, high level policy advocacy work needs to take place to ensure wider support for this type of appropriate investment and commitments. Building advocacy capacity within communities so that they can secure support from the Government and other stakeholders, and ensure their needs are communicated and responded to, is particularly crucial in Arid and Semi Arid Lands (ASAL) Areas—given the political and economic marginalisation of these communities and their low social and economic resource base for mitigating disasters on their own. Capacity for advocacy needs to be built by developing skills and relationships to influence key stakeholders, and for understanding the policy context and the resources available. It also requires linkages with regional and national advocacy organisations to ensure that demands are fed into policy discussions at all levels. Linkages with other CMDRR committees to share experiences and advocate together is essential also.

*There is a need to plan at cross border and at landscape level*

The main livelihood of pastoralists is based on livestock, which requires mobility across districts and international borders. Thus CMDRR plans cannot be restricted to the local area and should be linked to other CMDRR plans in neighbouring areas. This is best done by communities carrying out an initial analysis at community level and then meeting with other communities to jointly plan on issues relating to the use of common and dispersed resources. This may require reciprocal resource agreements, or joint CMDRR committee meetings. It is important to acknowledge that the CMDRR approach is evolving, and there are aspects that need improving. As a new approach, more impact assessment and documentation of lessons learnt is important: This not only enriches the approach, but demonstrates its impact and enhances wider adoption. With climate change and increased climate variability, the need for integration of climate change and DRR interventions is paramount to avoid interventions that result in mal-adaptation. Effective risk transfer mechanisms are also vital to spread risks. Policies, legislative and institutional frameworks for DRR are equally important to guide practice and ensure financial commitment by governments and other development partners. It is anticipated that with the integration of DRR, climate change adaptation, policy support and environmental sustainability, the vision of safer and resilient communities and nations and sustainable development can be attained. But to do so the community needs to be the driver of change: development practitioners need to hand over the stick and become the facilitators instead.

## **Horn of Africa Risk Transfer for Adaptation (HARITA) in Ethiopia by Oxfam America**

### **Background**

In response to this challenge, Oxfam America has developed a holistic risk management framework to enable poor farmers in Ethiopia to strengthen their food and income security through a combination of improved resource management (risk reduction), microcredit ("smart" risk taking), risk transfer (insurance), and risk reserves (savings). The Horn of Africa Risk Transfer for Adaptation (HARITA) project implemented in Ethiopia is the first example of this pioneering approach. Initiated in 2007 through an innovative partnership that brought together Ethiopian farmers, the Relief Society of Tigray (REST), Nyala Insurance Share Company, Dedit Credit and Savings Institution (DECSI), Mekelle University, the International Research Institute for Climate and Society (IRI), Swiss Re, the Rockefeller Foundation, and six other organizations including a farmers' cooperative, local government agencies, a local agriculture research organization, and global legal experts, the project has broken new ground in the field of risk management by enabling Ethiopia's poorest farmers to pay for their insurance with their own labour.

The climate change rural resiliency project launched in the Tigray region of northern Ethiopia by Oxfam America and its local and international partners is moving towards delivering risk management services to smallholder farmers. Known as HARITA—Horn of Africa Risk Transfer for Adaptation—the project aims to address the needs of those facing climate shocks by offering a robust risk management package that integrates disaster risk reduction, affordable risk transfer, and prudent risk-taking. In its second year of delivery, HARITA was offered in five villages spread across the large region, as part of an effort to gather a

significant pool of data on climatic variation in preparation for a region-wide scale-up. The project—which offers insurance-for-work for activities intended to reduce farmers’ vulnerability to droughts—operates in conjunction with the Ethiopian government’s existing social safety net program.

Farmers in five villages (four new villages) in the Tigray region of Ethiopia were offered weather insurance, covering two new crops—wheat and barley—in addition to teff. Local community members in the new villages formed design teams that worked with researchers to develop product options that meet their needs. Farmers who planned to pay for insurance premiums with their labor performed risk reduction work in their communities. These public works projects included improving irrigation capabilities and soil management practices and implementing System for Crop Intensification, a methodology for increasing crop yields. The harvest—which is effectively insured against potential drought—occurs in the fall. In this report we share detailed information on the results of this second annual offering of weather insurance, integrated into the government’s social safety net for the most vulnerable populations in drought prone Ethiopia. Oxfam America’s micro insurance team has been participating in a series of events on climate change adaptation and microfinance/micro insurance this fall as a part of its Rural Resilience Event Series. The objective is to contribute to global discussions related to innovative insurance solutions and its role in risk management.

## **Lesson Learnt**

### ***Take-up rates***

By industry take-up-rate standards, HARITA is quite successful. In the first year of the project, 20 percent of the farmers purchased the insurance, or 34 percent of the farmers who attended the project enrollment activities. A distinctive aspect of HARITA is that farmers who participate in a government run food-for-work initiative, the Productive Safety Net Programme (PSNP), which serves 8 million chronically food-insecure households, were able to pay for the insurance through labor. Thanks to this innovation, HARITA’s take-up rate is already reaching levels close to those of microcredit programs, which have been offered much longer and have had more time to evolve to meet households’ need.

### ***Cash versus Labor***

A distinct aspect of HARITA is the ability to purchase insurance through labor. Oxfam America has been monetizing labor for insurance; that is, farmers are paying the same amount of premium through labor that one would pay to buy the product commercially. In the longer term it is hoped to shift the people who purchase this product through labor to cash— as they graduate from the PSNP—thus allowing this program to become more self-sustaining.

## **Recommendations**

HARITA is an innovative agricultural micro-insurance program bringing holistic risk management strategies to farmers in Ethiopia. Since its inception, the HARITA program has broken new ground in the fields of climate change adaptation and micro-insurance by

addressing the needs of rural smallholders through a package that incorporates disaster risk reduction, risk management strategies, and prudent risk-taking. With the success of the project expansion to multiple tabias, the project is moving forward by making adjustments to improve long-term sustainability and scalability for a mass market. Before embarking on such a new model of risk management, it was vital to test a transaction in one area with the full range of institutional players. The first season of results in Adi Ha, in the chronically food-insecure, drought-prone northern region of Tigray, demonstrated that the HARITA model can effectively reach vulnerable families, most of whom had once been viewed as uninsurable. Given the positive results from the pilot, the HARITA model was expanded into four other villages in Tigray—Geneti, Hade Alga, Hadush Adi, and Awet Bikalsi—along with Adi Ha, the original test site. After the expansion, Adi Ha showed a 9 percent increase from the previous year's take-up rate—demonstrating that expanding HARITA is viable. Additionally, of the 1,300 households that purchased the insurance within the five villages, 39 percent were female-headed and 73 percent were participants of the Productive Safety Net Program (PSNP), a well-established government program that serves eight million chronically food-insecure households in Ethiopia. Oxfam America and the World Food Programme, as part of the partnership, are gearing up to develop program strategies and plans to expand HARITA's reach to small-scale farmers throughout Ethiopia and to other potential countries. To attract additional insurance and reinsurance companies to the agricultural market in Ethiopia, HARITA is identifying farmers and agricultural cooperatives in other regions of Ethiopia. Insurance companies, by expanding their market share into these areas, will be able to diversify their risk: weather index insurance payouts are unlikely to be triggered in different climatic areas in the same year. This diversification is the means by which more insurance companies will be enticed to enter into agricultural insurance markets. In turn, farmers will benefit from an increasingly broad array of insurance products from which to choose and competitive pricing that should bring down premium rates over time.

## **Regional Consortiums and Bodies**

### **The Enhanced Livelihoods in the Mendera Triangle (ELMT) Program (known in Ethiopia as the Enhanced Livelihoods in Southern Ethiopia - ELSE)<sup>3</sup>**

The Enhanced Livelihoods in the Mendera Triangle (ELMT) Program (known in Ethiopia as the Enhanced Livelihoods in Southern Ethiopia - ELSE) was part of USAID's broader Regional Enhanced Livelihoods in Pastoral Areas (RELPA) Program that aimed to support a more effective move from emergency-relief dependency to resiliency and sustainable actions that promote long-term economic development in pastoral areas. At the heart of the two year program (September 2007 - August 2009) was a commitment on the part of donors, regional governments and the affected populations to change how emergency and development challenges in arid and semi-arid areas are addressed, and to support new and innovative adaptive strategies.

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<sup>3</sup> <http://www.elmt-relpa.org/aesito/elmt> date accessed 23rd August, 2013

ELMT was a field-based component of RELPA and was being implemented by a consortium of six actors with extensive experience in the region. ELMT was led by CARE Somalia together with CARE Kenya, CARE Ethiopia, Save the Children/US (SC/US), Save the Children/UK (SC/UK) and Vétérinaires Sans Frontières-Suisse (VSF-S), who also worked with more than 20 local partner-organizations and international resource agencies.

**Goal:** The ELMT program aim was to increase the self-reliance and resiliency of the targeted population through improved livelihoods in drought prone pastoral areas of the Mandera Triangle.

**Results:** There were six expected results for ELMT:

1. Livestock based livelihoods protected in the event of an emergency;
2. Livelihoods enhanced through improved livestock production, health, and marketing;
3. Natural resource management enhanced;
4. Livelihoods enhanced by strengthened alternative and complementary livelihood strategies;
5. Strengthened capacity of customary institutions in peace building, civil governance and conflict mitigation;
6. Pastoralist area 'voice' in dryland policy formulation and implementation strengthened at all levels.

## **Strategies**

ELMT employed three strategies that built on the field-experience of consortium members and other skilled actors in the region to: 1) review, verify and consolidate the evidence base, (i.e. best-practice), 2) disseminate and scale up the evidence-base or 'best-practice', and 3) based on strategies 1 & 2, develop policy 'roadmaps' or guidelines that inform ongoing and developing policy initiatives in the RELPA program area, as well as help guide investment in the Horn of Africa.

## **ELMT/ELSE key achievements**

The ELMT/ELSE Program aimed to increase the self-reliance and resiliency of the livestock-based populations living in the drought prone, cross-border areas of Kenya, Ethiopia and Somalia. It was also the primary field-based component of USAID's Regional Enhanced Livelihoods in the Mandera Triangle (RELPA) program that included components on: a) conflict sensitivity and peace-building, b) co-ordination and policy support (PACAPS), and c) support to COMESA.

***Contingency planning and early preparedness:*** ELMT contributed to the development of a new approach to 'early response planning' focusing on the development of crisis calendars and the shortening of organisational response times. This approach was used to directly strengthen 7 contingency plans (2 in Ethiopia, 3 in Kenya and 2 in Somalia) and

support cross-border early response planning in Garissa, Kenya and Moyale, Ethiopia. It was reported that support in this area led to the improved preparedness of a number of organisations working in Somalia and Kenya, increased co-ordination among emergency and development actors, enhanced sharing of early warning information and the development and funding of a number of 'early response' proposals. Others include hay making, early off-take of livestock and restocking of households (200) using a traditional restocking mechanism. Field-based studies were also carried out on pastoral drop-outs, climate-change related vulnerability and adaptive capacity, and the carbon sequestration potential of the drylands in Ethiopia.

**Animal health:** VSF-Suisse/Kenya piloted an approach of linking Community Animal Health Workers (CAHWs) with community drug stores that were in turn linked to private veterinarian drug suppliers, using a 'shared-risk' model. An Impact Assessment over-seen by PACAPS found that the model has great potential for sustaining and expanding animal health provision in Northern Kenya and beyond. To follow, animal husbandry training and open days on animal health were held for over 200 community members and 14 privately owned drug stores were rehabilitated. In Kenya and Somalia, 32 and 69 CAHWS were trained, treating animals from 4,776 and 17,599 households, respectively. CARE-Ethiopia and SAVE/US trained 120 CAHWs and supported the vaccination of over 1 million animals in eight districts in Borana and Afder Zones of Southern Ethiopia. VSF-Suisse was also instrumental in the development of a unique training manual on Camel Husbandry and Health that was used as a basis for the first camel-specific training of 52 CAHWS in Kenya. Two Training-Of-Trainer workshops were also carried out in Ethiopia for 57 consortium members and partners, who then went on to train an additional 131 CAHWs in camel health and husbandry in Ethiopia. ELMT co-funded the largest Kenya Camel Forum to date in 2009, which was attended by 252 participants - including Ethiopia partners - who, in partnership with the Ministry of Agriculture and Rural Development, subsequently established the Ethiopian Camel Forum.

**Natural Resource Management:** In Ethiopia, support to customary institutions in 32 PAs/*Maddas* in Ethiopia led to the establishment of around 32 dry season grazing reserves, totalling over 9000ha, that benefited approximately 14,000 households, the dismantling of 519 private enclosures and the re-opening up of 40 migration routes that improved access to mineral, watering and grazing areas. There was increased recognition of customary institutions' critical roles in NRM and their increased collaboration with government officials. 10 participatory mapping and action planning processes were carried out with communities in Ethiopia, and a new methodology for participatory NRM mapping was developed for watersheds and 2,400km<sup>2</sup> were mapped using satellite interpretation by communities. Holistic range management was piloted in Ethiopia and Kenya, with over 100 people trained and pilot/learning sites established in both countries. Innovative approaches, including traditional poetry recitations and FM radio discussions, were used to raise awareness of NRM issues, including the protection of key species, in Somalia. Fourteen water points were rehabilitated to provide easier access to water for over 15,000 households in Somalia and Ethiopia. The NRM Technical Working Group (TWG) also held a series of well attended meetings on various issues including: Eradication of the Invasive plan species *Prosopis juliflora*, carbon sequestration, rangeland products and Holistic Management, and related

information and resources were shared with over 250 partners. As a result, NRM Technical Working Group were also set up in three regions of Ethiopia. A number of publications have also been produced including a book on "Lessons in Improved Rangeland Management in Pastoral Areas through ELMT/ELSE", as well as a series of participatory guidelines on NRM issues.

**Livelihood diversification:** CARE-Kenya trained over 900 individuals, and 74 trainers, in business development skills, while 336 people were trained in honey processing, 118 in mat making, 60 in agricultural production, 20 in skins and hides management and 700 people in milk hygiene and preservation, (the latter group including male camel herders and female milk traders from peri-urban areas and urban centres). 170 individuals were provided aluminium milk containers or improved bee hives in Kenya, while 25 groups were provided 'seed' money in Ethiopia. CARE Kenya developed guidelines on the identification, selection and development of alternative enterprise opportunities, as well as adapted business development skill training materials for Somalia areas and developed a curriculum for business literacy which was later adopted by the Ministry of Northern Kenya. Around 250 women were trained in functional literacy and 300 women were trained in group savings and loans.

**Fodder:** 183 farmers in Kenya and Somalia have improved training in fodder production and produced a total of 17,219 bales of fodder and 697kg seed, and an additional 120 farmers started fodder production as a result of seeing their neighbours' success. In Ethiopia, two groups of farmers were provided with pumps, tools and training for fodder production. During the 2009 drought much of the fodder was used by farmers at home got their own animals and lead to average increases in production of 1litre per day in cows and 0.5 litres in goats. Fodder also generated an average of around USD400 per farmer in sales. A value-chain assessment of fodder production was also conducted around Mandera, Kenya and a study tour was organised for contact farmers from Kenya and Somalia. A 'training of trainers' course for 37 fodder technicians from across the three countries was held, leading to improved fodder production practices being implemented by ELMT consortium members and sub grantees.

**Peace-building:** Wajir Peace and Development Association, with support from Oxfam-GB, set up 15 conflict/early warning desks now recognized as a model for community-based conflict/early warning work. Three new peace committees were established in Greater Wajir area and 'conflict-sensitivity' was also improved among District Steering Group (DSG) members in Kenya. The Al Fataah declaration was reviewed by elders and led to the inclusion of promotion of sharing of natural resources and conservation in peace-committees' mandates. Local level cross-border peace meetings were held in Dollo and Moyale and subsequently, ELMT, in conjunction with CEWARN, organized a high level cross-border meeting in Moyale, Ethiopia that was attended by 130 pastoral, government and NGOs representatives from both countries. This effort resulted in formal plans to strengthen local peace structures and develop a framework for cross-border peace-building, as well as follow-on meetings.



**Policy/advocacy:** A number of regional workshops on policy issues have been held, including a Regional Livestock Marketing Symposium for the HoA attended by 160 participants that resulted in policy recommendations and plans of action to promote cross-border livestock marketing. ELMT supported a policy and strategy consultation-meeting between pastoralists and Ministry officials on the role of the Ministry of Northern Kenya, as well as a study on the eco-tourism potential of the drylands to feed into the Ministry's 'Vision 2030'. Linkages have also been facilitated between key resource organisations and the Ministry of Northern Kenya regarding the latter's key program strategies: education, investment and infrastructure; the framework for a Northern Kenya Investment Fund was also developed.

**Scaling-up:** Through the leveraging of funds ELMT complemented, expanded and built on its program activities, e.g. ECHO's Regional Drought Preparedness Program, (through which all ELMT consortium members were financed to undertake complementary activities), and the second phase of the Pastoral Livelihoods Initiative (PLI2), involving SC/US, CARE Ethiopia and SC/UK. A number of activities developed under ELMT were also taken forward with other funding, including: a study on water interventions in pastoral areas funded by ODI-RIPPLE and the Global Water Initiative; field trials on *prosopsis* funded under SAVE/US's PSNP program; guidelines on participatory drylands management, funded by FAO; CAHW and CASPRO training, and savings and loans groups established under OFDA funded Arid/Marginal Lands Recovery Program. In addition, elements of ELMT have since been replicated by other organisations: e.g. VSF-Germany and SNV are now implementing VSF-Suisse's shared-risk model for veterinary service provision in Northern Kenya.

**Sharing experiences:** 'Good practices', field experiences and technical information have been shared through an ELMT bi-annual newsletter, ELMT monthly technical e-bulletin and the ELMT website, as well as through periodic cross-border livelihood situation updates and NRM e-bulletins. A synthesis document of the challenges, achievements and lessons learnt through ELMT/ELSE has also been produced. In total, over 100 studies, reports, technical and policy briefs have been produced, many of which are now available on the ELMT website: [www.elmt-reipa.org](http://www.elmt-reipa.org). To ensure ongoing access and scale up, the website and e-bulletin will be handed over to the Horn of Africa Pastoral Network (HoAPN).

### **Key lessons learnt**

The ELMT/ELSE program has underlined the need for longer-term, regional and cross-border perspectives in pastoral programming and for greater flexibility in donor funding in order to respond more appropriately to livelihood shocks and maximize resource use and programming opportunities. Much was learned on consortium-functioning, including the critical need for adequate time, support and commitment by all parties to maximize collaboration, sharing and learning. It has also highlighted the future potential for inter-agency learning and collaboration

## **Disaster Risk Reduction in Pakistan: The Contribution of DEC Member Agencies<sup>4</sup>, 2010-2012**

The Pakistan floods 2010 was one of the biggest disasters ever with almost 20 million people affected. Besides the slow response, the absence of comprehensive DRR and preparedness mechanisms in the country was also a major factor that caused the large-scale destruction. The DEC launched an appeal within the UK on August 2, 2010 which mobilized more than GBP 70 million for relief and recovery work. Besides the direct expenditure on DRR activities, expenditures on other sectors also contributed to DRR outcomes. In order to review the extent to which member agencies succeeded in enhancing community resilience, the DEC commissioned a research study in June 2012 to review the nature, strengths and weaknesses of the national DRR system in Pakistan, the extent to which DEC member agencies contributed to DRR outcomes through their program, advocacy and coordination work and the lessons and recommendations for increasing the effectiveness of DRR work in Pakistan. The study reveals that while the government has instituted a comprehensive DRR governance system in Pakistan on paper, in reality the system suffers from a lack of political commitment, funding, skilled human resources, and coordination and suffers from fragmentation, and overlapping and unclear mandates among government agencies horizontally and vertically. The system is especially weak the local district levels where the bulk of implementation occurs. The national DRR system also focuses mainly on response and ignores other more sustainable and durable dimensions of DRR, such as prevention and mitigation which can address the root causes of disaster risk within the country, which because of its geographical diversity is vulnerable to a large range of physical hazards, such as floods, earthquakes, tsunamis, and cyclones. Government programs and policies often end up reducing people's resilience by increasing their exposure to physical hazards. The malpractices of local elites reduce people's access to resources and information and increase their exposure to physical hazards. All fourteen DEC member agencies have included DRR programming in their work, either by mainstreaming DRR activities in other sectors or by having stand-alone DRR work in the form of community-level disaster risk management and preparedness work. Mainstreamed DRR work in the areas of water, sanitation, health, shelter and livelihoods have all enhanced community resilience to future disasters by providing stronger shelter, water and sanitation structures which can withstand floods better; and increasing people's assets and knowledge. CBDRM has helped increase people's resilience through community-based organizations developing contingency plans for dealing with disasters, developing linkages with external governmental and non-governmental stakeholders involved in preparedness and response activities and undertaking micro-mitigation work within communities. Agencies have also become better organized to coordinate their DRR work and undertake DRR-related advocacy through the establishment of a DRR Forum. However, coordination among NGOs at local level is low. There is little exchange of information, resources etc. at the low level and very limited attempts to develop broader and common perspectives on the vulnerability status of communities within districts. In addition, DRR work is mainly being done by agencies as part of emergency work. CBDRM mostly focuses on avoidance and response and ignores DRR prevention and mitigation

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<sup>4</sup> Oxfam, Merlin, Tearfund, Islamic Relief, CARE, Save the Children, Christian Aid, Action Aid, British Red Cross, Helpage International, Cafod, Plan International, and World Vision

dimensions. The number of villages covered in a district is small and the involvement of women in preparedness work is low in some cases.

## **Lessons**

**Advocacy-related:** The attention given by governments and the resources allocated to DRR work is determined by political factors and the quality of national governance. Thus, ensuring sufficient allocations for DRR require that NGOs enhance the priority given to DRR work by mobilizing public opinion in its favor and developing strategic coalitions across society

**Coordination-related:** Given the scale of vulnerability, individual agencies can play a more effective role if they pool their resources and coordinate more effectively, especially locally.

**Program-related:** i) Building resilience and strengthening DRR work requires long-term, on-going effort spread over more than 1-2 years; ii) While NGO CBDRM programs generally focus on contingency planning for avoidance and response, the most durable and sustainable form of DRR work relates to prevention and mitigation work; iii) Women are generally more vulnerable to disasters due to their immobility and low empowerment but often still possess greater skills and motivation for DRR work; iv) The village-level may not be sufficient for carrying out CBDRM work given the large number of highly vulnerable villages in Pakistan; v) Multi-sectoral DRR interventions increase resilience the most at community level.

## **Recommendations for DEC agencies**

**1:** Enhance campaigning related to DRR through public communication and mass media work and by building strong coalitions within civil society and the private sector; **2:** Undertake policy and lobbying work collectively through the DRR Forum to encourage the development of a consolidated and rational DRR structure; **3:** Undertake policy and lobbying work collectively through the DRR Forum with the government to enhance the quality of hazard analysis, early warning, prevention and mitigation work and participatory environmental impact assessment of development projects; **4:** Lobby with donors to enhance their allocations for DRR work not only within their emergency funds but also long term development funds; **5.** Centralize DRR in sector selection decisions by enhancing coordination at the district levels among NGOs and with government departments to develop district level hazard and vulnerability analysis and address them systematically through jointly exhaustive geographical division of labor for DRR work; **6.** Pool resources to undertake mitigation work beyond the community level since the most serious vulnerabilities are created by structures outside the communities; **7.** Undertake CBDRM and DRR mainstreaming work not only as part of emergency projects but also as part of regular long term development work; **8.** Ensure that village DRR plans focus not only on contingency planning for avoidance and response but also prevention and mitigation; **9.** Ensure that women and other excluded groups are fully involved in CBDRM work and work to enhance their empowerment within communities; **10.** Develop strategies to increase the number of villages through CBDRM work.

## **International Bodies and Academic Institutes of Learning**

### **The Inter-Agency Resilience Working Group**

The Interagency Resilience Working Group comprises Bond Disaster Risk Reduction Group, Bond Development and Environment Group, Arrangement Resilience Learning Partnership Group, and the Programme Partnership Group. This Group aimed to describe the common characteristics that processes or programs should embrace to support programs and people in their own resilience. Underpinning these characteristics is a set of principles which guide program development, ensuring certain core values and standards of good practice are adhered to. This work also aimed to support (1) Individuals and communities in decision making; (2) INGOs and CSOs to improve design and implementation of programs (3) Governments to guide policy and practice in national development plans and strategies; and (4) Donors to inform investment decisions, evaluation of programs and policy decisions.

Building resilience into existing program will take different forums in different contexts. In some cases, it can mean improving ongoing activities (Incremental changes), in others it can mean revising activities and doing things in a different way (reforming), and sometimes it may require doing new things, working in a radically different way (transformation). In all cases it will mean supporting the positive aspects of resilience while avoiding reinforcement of negative manifestations, such as the resilience of unjust systems of governance. The overall objectives of what we do (e.g. Poverty alleviation, peace building, sustainable) may remain the same, however, we do it may include new thinking and approaches.

This group views resilience as an approach that **encourages people to be ready for change, and is underpinned by the ability to undertake comprehensive monitoring and analysis, and actively learn**. The key part of the resilience shift is understanding integrated systems and working with them across multiple scales. Primary sources of literature underlying their thesis include: Resilience Renaissance? Unpacking of resilience for tackling climate change and disasters (Bahadur et al, 2010<sup>5</sup>), outcomes from the Open Forum for CSO Development Effectiveness, Sustainable Livelihoods Approach, the Busan Partnership for Development Cooperation, International Red Cross and Red Crescent Movement principles for humanitarian action, the Paris Declaration on Aid Effectiveness (2011), and the Accra Agenda for Action (2008). After a process of discussion, analysis and consultation, 5 characteristics of resilience and 7 Principles were agreed on a broadly what agencies understand of resilience building in programs, communities and systems contexts.

### **Characteristic of a Disaster-Resilient Community, Authored by John Twigg, Benfield Greig Hazard Research Center, University College London**

The development of the *characteristic of a disaster-resilient community* was commissioned by a group of 6 INGOs. These are: Action-Aid International, Christian Aid, Plan UK, Practical Action, the British Red Cross and the International Red Cross and Red Crescent Societies. This was funded by DFID to support HFA1, particularly at the local level. Dr. John Twigg, a

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<sup>5</sup> Bahadur, A., Ibrahim, M., Tanner, T., (2010) A Resilience Renaissance? Unpacking of resilience for tackling climate change and disasters. First published by the Institute of Development Studies in September 2010

consultant for consortium, was tasked to identify basic characteristics of community resilience that could complement national and international-level indicator work led by UN agencies. The first stage of this initiative resulted in a comprehensive multi-hazard/multi-context set of Characteristics of a Disaster-Resilient Community: A Guidance note in August 2007. The next stage was to field-test the Characteristics resource through pilots by willing INGOs. All members of the consortium have made particularly extensive use of it, but many other organizations around the world have been quick to see its potential and have become excited by the possibilities the resource offers them.

It is worth noting that no binding targets or commitments were set up by Governments for Governments through the Hyogo process. However, the Characteristics offers profound contribution to the DRR community as a step towards measuring the success of the Hyogo Actions. It also acts as a vehicle for learning and sharing information about community resilience – understanding it, analyzing it, implementing projects at the grass-roots and lobbying for change at higher levels.

### **Examples of some of the uses of the Characteristics**

A number of project reviews and evaluations have used the Characteristics as a framework or “lens” for looking at governance and partnership dimensions of DRR. Typically, these set the current situation against the ideal state set out in the *Characteristics* and identify areas for future work, such as the need for closer integration between project activities and local governance structures.

Researchers have also been quick to apply the Characteristics to questions of Partnerships. In Honduras, a study of accountability and non-discrimination in flood risk management drew on the Governance Thematic Area and the Enabling Environment in framing its research questions<sup>6</sup>.

Plan International has been exploring ways of making the Characteristics reflect its core child rights and child protection concerns more fully. It has done this by (1) Developing a set of indicators drawing on the *Characteristics Framework* but specific to Plan’s focus on Child-centered DRR processes. (2) Drawing an extra Thematic Area for Child-centered and gendered disaster-resilient community, with its own components of resilience, characteristics of a Disaster-Resilient Community and Enabling Environment. As Dr. Maureen Fordham, in a report to Plan UK, notes: “The Characteristics would benefit from a simple weighting process to account for different country/community starting positions and to recognize ‘distance travelled’ in some way.”

## **Conclusions and Overall Recommendations for GAR 2015 and Post HFA2015**

Moving forward to 2015, which also happens to coincide with the the end year of the MDG, the following issues need to be put at fore: (1) Child protection must be a priority before,

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<sup>6</sup> Newborne P 2008, Accountability and Non-Discrimination in *Flood Risk Management: Investigating the potential of a right-based approach. Honduras Case Study* (London: Overseas Development Institute/Christian Aid)

during and after a disaster (2) DRR/Resilience programmes to promote the rights and responsibilities of men, women and others in adaptation activities. It needs to empower people in the most vulnerable socio-economic groups to take concrete action and to raise their voices in local, national and international planning and policymaking processes on adaptation. (3) There is need to work with IASC Clusters. This offers an opportunity to integrate DRR and resilience in the rally phases of disaster and that ensures proper integration of relief and rehabilitation efforts with resilience activities (4) Amongst poor and food insecure households, there is need for a strong shift has been seen from a previous mindset of subsistence, to a more business-oriented attitude (5) INGOs need to consider Integrated cross-border programming. This is because of the transboundary nature of some of the programmes. For instance, livestock diseases do not stop at international borders—especially in pastoralist areas—even if animal vaccination campaigns are usually not coordinated between governments. Herders to recognize administrative borders when looking for pasture for animals, the transboundary nature of water resources e.g. rivers, lakes, aquifers e.t.c. (6) Mechanisms for risk transfer/safety nets need to be explored to cushion households against disasters. In most communities, informal risk management mechanisms exist between families and community networks. However, with increased disaster events like drought, which affect all the communities almost equally, such systems can no longer cope. It is therefore imperative for Governments and other actors to create contingency funds and other forms of insurance. (7) With climate change and increased climate variability, the need for integration of climate change and DRR interventions is paramount to avoid interventions that result in mal-adaptation. It is anticipated that with the integration of DRR, climate change adaptation, policy support and environmental sustainability, the vision of safer and resilient communities and nations and sustainable development can be attained. And lastly, as we discuss the post HFA 2015 commitments in the March 2015 International conference in Japan, it would be crucial to think about (8) Monitoring and Evaluation through:

- Develop a web-based group tracking and mapping system for actors to update online
- Commission an independent and rigorous HFA 2005 -2015 impact study

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