



**PARTNERS FOR RESILIENCE**

# *Integrated Risk Management*

## *Reducing disaster risks by strengthening community resilience*



# INTRODUCTION

## Increasing disaster risks

Driven by compounding factors like climate change, rapid population growth, urbanization, ecosystem degradation and uncontrolled economic development of already vulnerable areas, disaster risks are increasing in many countries. They differentially affect especially poor and marginalized communities, and can stretch response capacities to the limit. To prevent hazards from turning into a disaster, to mitigate avoidable impacts and recover quickly when it happens, communities need to be resilient: strong and well-organised, with the ability to pro-actively manage disaster risks. Thus disasters will have less impact and development will be sustained.

## An integrated approach to manage disaster risks

To address disaster risks effectively, risk reduction interventions should address integrate time scales and geographical scales. Climate variability and change necessitate the assessment of risks in the short term (weather forecasts) as well as in the medium (seasonal forecast) and long term (climate change), which impact on the type, frequency, intensity and predictability of risks. The wider landscape should also be taken into account, since the place where risks arise is in most cases spatially remote from the place where they become manifest. Moreover the function of ecosystems as buffer for hazards such as droughts or floods and as a source for livelihoods should be recognized. The integration of climate and ecosystems into disaster risk reduction is referred to as Integrated Risk Management

With the integration of these three approaches, several other key aspects of IRM can be identified (see box). To make communities strong and robust, a resilience approach should consider and address the multiple, simultaneous and often re-enforcing drivers of risks that affect livelihoods. This may also include a focus on (inter alia) health, water, sanitation and hygiene, education, and gender equality. Recognizing that development and 'business as usual' can increase risk (the risk for) disasters, and disasters can affect development, both domains should thus be interrelated.

Policies, investments and practices should take account of (unintended) contributions to risks, and their role in enabling risk reduction should be acknowledged. Thus interventions should range from long-term, development-oriented anticipation and transformation of how society deals with risk to short-term, more relief-oriented anticipation and response to shocks and stresses.

Local realities should be recognized in global frameworks and agreements, and consequently that related decisions need to be made locally appropriate. This also implies that organisations should integrate and streamline their often silo-ed approaches, and through partnerships with other stakeholders, complement their knowledge and expertise. Furthermore community-based work should be reinforced with a focus on the institutional environment, ensuring that policies and legislation, as well as the investments and practices that follow, are risk-informed and enable risk reduction measures. Finally any intervention should build on local resources and knowledge, complemented with scientific knowledge where relevant, putting people and their insights and experiences centre stage.

### Key aspects of Integrated Risk Management

- Putting people at risk centre-stage, building on local and traditional resources and knowledge
- Linking humanitarian and development domains by focusing on livelihoods;
- Addressing risk at a landscape scale
- Managing and restoring ecosystems
- Working on different time scales to ensure adaptive planning;
- Linking local realities with global processes;
- Integrating disciplines and approaches to encompass different risks;
- Partnering with communities, CSOs, government, knowledge institutes, private sector, media

## 1. INTEGRATED RISK MANAGEMENT

### The situation

Disasters can have a devastating effect on people's lives and livelihoods. They can wipe away development efforts that took many years to achieve, and that will require considerable efforts to attain again. The severity of the effect is a function of people's exposure to and vulnerability to hazards, which are in turn spurred by trends like environmental degradation, climate change, population pressure, urbanization, and growing poverty and inequality. Obviously, negative effects are less, when people and the communities in which they live and function, are stronger

and better organized, which enables them to prevent a hazard turning into a disaster, or to mitigate negative effects and recover quickly when they happen.

### The approach

In a context where livelihoods of people, families and communities are increasingly under pressure, civil society organisations should bundle their support to make communities less dependent on external assistance to deal with disaster risks, in other words strengthen their resilience.

## Resilience

“Resilience is the ability of a system, community or society exposed to hazards to resist, absorb, accommodate and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.” (UNISDR)

This implies that a system, community or society that faces risk for a disaster is able to take measures that will prevent a hazard to turn into a disaster, and/or that will pro-actively limit the impact of the disaster when it happens, and/ or that will ensure that relief efforts will be efficient so that recovery (preferably to a better situation than before the disaster) will be fast. Protecting and strengthening livelihoods is central.

By making community resilience central, a holistic approach can be taken: with the active support of civil society organisations, communities are enabled:

- **To anticipate** the risks they face by building on existing capacities communities know to which hazards they are exposed and what the related risks are, and they take actions to prepare themselves well e.g. with proper planning, maintaining stocks, organising early warning systems;
- **To respond** when disaster strikes while maintaining basic structures and functions the triggering of a response leads to a series of planned and practiced actions aimed at saving lives and livelihoods in a way that still enables the system, especially the less affected parts, to continue to function as normal;
- **To adapt** to changing risks and to a changing location situation and its livelihood options communities strengthen their livelihoods so that they are better able to withstand shocks and stresses, e.g. by introducing drought-resistant seeds, or by strengthening physical structures;
- **To transform** themselves to address underlying factors and root causes of risk communities engage actively

with governments, private sector and other stakeholders to find fundamental solutions to risks, aimed at taking away the sources of risk. This will lead to new or existing livelihoods that are no longer exposed to hazards.

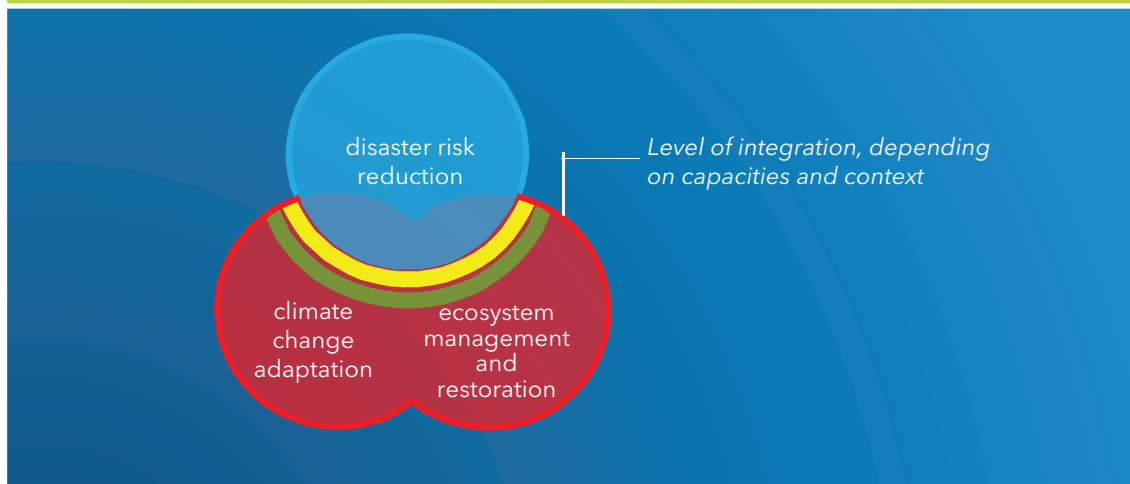
The holistic approach stretches to include actions that are in the humanitarian as well as in the development domain. Moreover, with a leading role for communities, it makes interventions more cost effective, reduces the need for future external support, and brings more sustainable results. By making communities better able to withstand shocks and stresses it also reduces the need to migrate to other areas in search of better opportunities, which in turn may contribute to social tensions and conflict. Efforts to strengthen community resilience are therefore not only relevant in an exclusive disaster context, but can also contribute to conflict prevention and mitigation.

To achieve this, the *Integrated Risk Management* approach puts Disaster Risk Reduction in a context where risks for communities because of natural hazards are assessed (and addressed) by also taking into account the effects of climate (change) (see Annex 1), the wider landscape and the role of ecosystems (idem):

### Integrated Risk Management elements, levels and inputs



## Integrating climate (change) and ecosystems into DRR



By integrating climate variability and change IRM looks not only at current (weather-related) risks, but also at future risks, which may be different in frequency, intensity and even nature;

By integrating the role of ecosystems IRM looks at the wider landscape as a system in which risks originate and become manifest; if well-managed ecosystems can buffer hazards and bring livelihood benefits to communities.

The integration of climate and climate change adaptation, and of ecosystem management and restoration, is a manifestation of the fact that disaster risk reduction, by nature, has an overlap with these two fields: it addresses disasters that are climate-related (i.e. disasters to which extreme weather contributes), that play-out in landscapes, and that affect ecosystems on which people rely.

The integrated approach enables communities to better manage the risks they face: anticipation and response to risks, and the adaptation or even transformation of their livelihoods makes them stronger and more resilient: they are better able to live through periods of shocks and stresses, and to recover more quickly from them, possibly with livelihoods that are more robust than before. The activities focus on the 'capitals' that individuals, families and communities have and apply (natural, economic, social, human and physical). They seek involvement not only from households and communities themselves, but also from CSOs, knowledge institutes, government and the private sector.

Integrated Risk Management demands a wide skills set. A basic understanding of the role of ecosystems and climate (change) will move interventions beyond 'normal' DRR. It will acknowledge and accommodate the characteristics of ecosystems and climate, thus expanding and deepening the DRR interventions. Obviously the fields of climate change adaptation (CCA) and ecosystem management and restoration (EMR) are wide ranging in itself, stretching well beyond DRR-related issues.

Integration is therefore only relevant to the extent that CCA and EMR elements contribute to DRR. IRM is situated in the overlapping areas, and through targeted efforts communities, CSOs and other stakeholders strive to seek maximum synergy, and thus to expand these areas as much as possible. The importance and thus the relevance for

integration will depend on specific context, and will have different levels, depending on the capacities and context.

To enable this integration, staff should have a minimum understanding of the concepts and approaches towards climate variability and climate change adaptation, ecosystem management and restoration and landscape approaches. The RCRC Climate Centre and Wetlands International contribute to this.

Other risk factors pertain to e.g. economic shocks, accidents, or violence which, in turn, may be partially spurred by worsening climatic and environmental conditions. While disaster risk reduction, and the integration of climate (change) and ecosystems into it, is central, these factors should also be considered and addressed when and where possible.

### Parallel tracks in IRM

The key focus of IRM is on communities that are most exposed to risks. First of all disaster risk assessments are carried out with and by communities (to which civil society organisations like PfR add macro-level trends), disaster risk committees are established and risk reduction measures are implemented.

Simultaneously people's livelihoods are assessed and adapted or even transformed if needed - focusing on economic opportunities, as well as on issues like strong social structures, improved health, safe water, adequate sanitation and hygiene.

These measures are tailored to the specific needs of each community. As communities are often experiencing a range of issues that affect their lives, the assessments will likely reveal other elements that may need to be addressed, simultaneously with the risk reduction and livelihood interventions.

In addition to the community interventions the IRM approach brings in a range of civil society organisations, ensuring they too embrace the approach, and harnesses their capacities, also to address other risk factors and thus enhance the IRM approach. Also knowledge institutes are engaged to provide insight in underlying processes that render people

vulnerable, and support production and use of science based evidence for IRM interventions.

Finally the application of Humanitarian Diplomacy complements the work with communities and other organisations and institutes. It enables constructive dialogues with governments and public and private companies and financial institutions to ensure a conducive legal and financial environment for IRM, and investments that minimise or prevent inherent risks.

While preferably all of the above tracks are implemented simultaneously, the exclusive focus on individual ones can provide substantial results as well. The pursuing of dialogues to improve legislation or to ensure that major investments take risk properly into account will be beneficial to (eventually) strengthen the resilience of communities, even though the focus is on other actors.

Similarly an initiative aimed to strengthen the knowledge base of a civil society network by ensuring the uptake of IRM experiences will enable the participating organisations to make their interventions better risk-informed, which will also contribute to communities' resilience.

Obviously many more factors can strengthen communities' resilience, like health, education or conflict transformation. These can complement the IRM approach in a holistic programme to address vulnerabilities.

The IRM approach is pioneered by Partners for Resilience (see box). On a basis of eight key principles it moves from disaster risk reduction to an integrated approach. They combine issues that are specific to risk management with issues that pertain to sensible programming to achieve sustainable results.

**Local ownership** - Promote community self management, boost empowerment and create local ownership. This will put communities in the driving seat of their own development. Local and traditional knowledge and resources should be the basis, and should to be complemented with external resources, including scientific knowledge, to make interventions more effective and sustainable.

**Livelihoods** - Focus on protecting and strengthening livelihoods, both from a humanitarian and a development perspective. The robustness of structures and arrangements through which individuals, families and communities function determines their ability to withstand or recover from shocks and stresses. Risk management should therefore focus on livelihoods through a combination of community interventions and targeted dialogues with stakeholders to make policies, investment decisions and practices risk informed.

**Landscapes** - Recognize the broader geographical scales (landscapes) on which the drivers of risk express themselves. By regarding risk in a wider landscape, the

places where it originates and where it manifests itself become clear places which can be geographically remote.

**Ecosystems** - Moreover the role of ecosystems for community safety and resilience needs to be recognized: degraded ecosystems can increase disaster risk, while healthy and well-managed ecosystems can function as a buffer for hazards and contribute to people's livelihoods.

**Timescales** - Encompass different time scales in risk management, enabling its adaptation to changing risk situations in both short and long-term, and ensuring that early warning information can be translated into appropriate action.

**Global and local** - Make global and regional policy frameworks and agreements risk-informed by local realities, so that they effectively enable IRM initiatives. The accompanying systems and structures should in turn ensure that indeed local communities benefit.

**Integration** - Apply a holistic approach. Since hazards and risks are not only manifold but also often mutually reinforcing, single-sector orientations should be avoided

**Partnerships** - Approaches will become most effective if involved stakeholders (communities, government agencies, private sector, knowledge institutes, and civil society) collaborate to complement each other's expertise and resources in order to traverse different sectors.

Any IRM intervention should be based on sound and sensible programming principles. An important aspect is that translation of the underlying approaches always requires context-specific approaches and learning-by-doing. Approaches thus need to adapt to local realities. This applies especially also to civil society organisations propagating the IRM approach: the adaptability will strengthen their institutional resilience.

Monitoring and evaluation contributes to learning and knowledge to the extent that it can become normatively used locally to inform learning-by-doing approaches on an on-going basis.

Furthermore (cost) effectiveness and efficiency require solid baselines, as well as agreement on indicators to measure progress towards jointly agreed targets. Also interventions should be culturally sensitive, specifically in relation to gender, and should avoid replicating or strengthening inequalities.

## Partners for Resilience

**Alliance and programme** | Since 2011 the Partners for Resilience (PFR) have been implementing a Disaster Risk Reduction programme through Integrated Risk Management. The alliance combines the expertise from the fields of DRR, climate (change) and ecosystems. The Netherlands Red Cross, Cordaid and CARE Nederland are traditionally active in humanitarian assistance and development, while the Red Cross Red Crescent Climate Centre adds the knowledge and expertise in the field of climate (change), and Wetlands International complements it with experience in the field of ecosystem management and restoration

Implementation is done via their local partners in the countries where PFR is active. The complementing expertise and networks, and the organisational and coordinating structures that have been established, have proven to be successful, and can serve as an example of similar activities in relation to strengthening community resilience.

The Partners for Resilience alliance's programme (2011-2015) has been supported largely by the Netherlands government. It allowed the alliance to implement the programme along three intervention strategies (working with communities, civil society organisations and knowledge institutes, and governments and private sector) and further develop the approach. Government funding for 2016-2020 facilitates (exclusively) 'IRM dialogues', i.e. engagement with other civil society organisations, governments and private sector to improve policies, investments and practices. Through Humanitarian Diplomacy PFR focuses its attention on issues that impact on risks for communities, supports them to reduce these risks, and proposes ways to achieve this. This relates to policies, investments and practices. Thus direct community interventions, while establishing an evidence base for the IRM dialogues, cannot be funded out of the above government funding. PFR will therefore look for other resources to continue this string of work as part of its IRM approach.

The focus on IRM dialogues through Humanitarian Diplomacy includes the strengthening of capacities of PFR's implementing organisations and alliance members to effectively pursue the dialogues. While primarily aiming to strengthen specific HD capabilities, support also covers the strengthening of organisational capacities in related fields.

**Countries and partners** | Under the above funding of the Ministry of Foreign Affairs the alliance (the five organisations and their local partners) is active in Ethiopia, Guatemala, Haiti, India, Indonesia, Kenya, Mali, Philippines, South Sudan, Uganda. There, Country Teams, consisting of representatives from the alliance members and implementing partners, guide the programme implementation. For the new five-year programme they are intensively supported in the strengthening of their capacities to conduct dialogues, and at the same time apply these capacities in targeted dialogues. The dialogues are informed by, and contribute to, global processes on DRR, ecosystems and climate, in which PFR engages simultaneously.

While the PFR programme so far is concentrating on the above mentioned countries, the partners are ambitious to upscale the IRM approach to other countries as well. This may be with the full alliance, or with a smaller number of alliance partners, given the specific situation. For such new programmes it will ensure that the three ingredients DRR, Climate (change) and Ecosystem Management and Restoration are sufficiently covered, i.e. include the Climate Centre and Wetlands International in the initiatives.



## 2. STEPS AND TOOLS TO DESIGN EFFECTIVE IRM PROGRAMMES

As indicated in the previous chapter, IRM programmes are structured along three strategic directions:

- Working with communities,
- Strengthening civil society and collaborating with knowledge institutes,
- And engaging in dialogue with governments and investors.

These three lines are interconnected: through dialogues with governments and investors (third strategic direction) civil society organisations work to improve policies, legislation, practise and funding / invest-ments that will benefit their community work (first strategic direction). Furthermore the strengthening of (other) CSOs and collaboration with knowledge institutes (second strategic direction) will improve CSOs' support to communities (first strategic direction), but also their ability to advocate for IRM with governments and investors (third strategic direction). The overview below builds on PfR's experience, and presents tools and approaches that the organisations have applied, based on common understanding of situations and in efforts to seek maximum complementarity and synergy.

### Working with communities

To design, implement and monitor IRM programmes at community level, the steps outlined below are taken.

*Risk assessments* are carried out (like a regular VCA / Vulnerability & Capacity Assessment, a PDRA / Participatory Disaster Risk Analysis), adding elements of climate (change) and ecosystems. The (Netherlands) Red Cross, Cordaid and CARE have extensive knowledge and expertise and tools on disaster risk analysis at community level. The Red Cross Red Crescent Climate Centre and Wetlands International contribute knowledge, expertise and tools to assess (climate) risks over long(er) timescales, and to assess ecosystem buffer functions and hazard risk assessment in a wider landscape. Over the years PfR has gained wide experience in complementing appropriate tools, like for example Wetlands International's 'Integrating Climate and Ecosystems into Community Risk Assessments', and the Red Cross/Red

Crescent Climate Centre's 'Minimum Standards for Climate- smart Disaster Risk Reduction'. A growing body of IRM-related tools and training materials will be shared on the PfR website (see also box below).

*Activity plans* for Integrated Risk Management will be developed and implemented, which adhere to the outcomes of the risk assessments. While IRM focuses on disaster risk reduction including livelihoods strengthening, the communities may have expressed other additional concerns that fall outside of this focus. The holistic nature of resilience may make it relevant to address these concerns also, as part of the to-be-developed IRM programme. For this, other organisations, either from within the partners' networks or external organisations, may be invited to contribute to the IRM programme development and implementation.

Community organisation is a key ingredient to make IRM programmes successful. It not only contributes to ownership and sustainability but also to the effectiveness of the programme. Supported by PfR's local implementing partners, Community Risk Reduction Committees organise the work within communities, based on the activity plan, and seek financial and other support from (local) governments and other stakeholders. These committees are the counterparts and at times members or volunteers of the CSO partners both for implementation and monitoring.

*Participatory monitoring, evaluation and learning systems* enable the ability to document and learn from IRM activities, which will in turn further enhance communities' resilience. Therefore it is important to build M&E systems that communities can use themselves. With the acquired evidence they can enter into dialogue with (local) government and investors. Also through mutual and joint learning (e.g. exchange visits, review workshop) communities can improve their resilience.

### Tools for effective Integrated Risk Management interventions

Tools to increase understanding of IRM, and to support effective IRM interventions (not exhaustive) are:

- Criteria for ecosystem-smart disaster risk reduction and climate change adaptation
- Ecosystem-based CCA Training manual (Wetlands International)
- IRM Manual and Technical Brief on IRM in the Project Cycle (CARE)
- Framework for Community Safety and Resilience; Vulnerability and Capacity Assessment (VCA); Integrating Climate Change and Urban Risk into VCA (IFRC)
- Training manual on Facilitating Community-managed Disaster Risk Reduction (CMDRR) (Cordaid)
- Guide for facilitation of multi-stakeholder processes at district and urban level for disaster risk analysis and IRM action planning (Cordaid)
- MOOC on Disasters and Ecosystems (Wetlands International)

*Upscaling* of the work is an important concern of the PfR alliance members and their partners in this programme. Given the magnitude of vulnerabilities and disaster risks, good IRM examples must be documented and used to persuade governments and (other) investors to uptake the IRM approach in their policies and investments decisions and facilitate the expansion of IRM interventions.

## **Strengthening civil society, collaborating with knowledge institutes**

To make interventions successful, the IRM approach needs to be taken up widely – by the PfR alliance members and their partner organisations as well as by other civil society organisations, governments and investors. By organising and strengthening the capacity of civil society organisations, (elements of) IRM can be introduced in other community programmes, and can be addressed in dialogues with stakeholders like governments. Furthermore through linking-up with other organisations specific expertise will become available to the IRM programme. Steps to take into account when aiming to strengthen civil society are:

*Mapping relevant civil society organisations* that are (potential) players in the field of IRM (in the case of PfR: disaster risk reduction, climate and climate change adaptation, and ecosystem management and restoration). The mapping will also relate to the access these CSOs have to key stakeholders, notably to governments and investors, and to most at risk communities.

*Consolidating and strengthening the capacity* of the selected CSOs to work on IRM. Here different capacities can be taken into account, e.g. capacities to plan, implement and monitor IRM projects at community level, the capacity to manage projects (incl. financial reporting), the capacity to build IRM knowledge (evidence), and the capacity to facilitate and execute IRM dialogues with key stakeholders (e.g. government, investors, INGOs). Under PfR several tools are developed that serve to increase understanding of IRM, and to plan for effective risk reduction interventions (see box).

*Establishing CSO networks and platforms* to bundle local CSOs and strengthen their ‘voice’ through engaging in policy dialogues, discuss relevant developments and opportunities for dissemination and further uptake of IRM. To facilitate this, CSO platforms can be established.

*Engaging with knowledge institutes* on basis of identified needs for specific information, facts and figures and expertise, as laid down in the activity plans (see under ‘working with communities’)

## **Engaging with governments and investors**

As the body that sets laws, determines policies and regulations, provides finance and implements (development) programmes, governments are a key stakeholder in Integrated Risk Management. Furthermore investors (governments, private sector, multilateral donors) can enhance or decrease communities’ resilience through the risk-impact the development projects they finance can have

(e.g. on water availability leading to floods, drought). To make IRM interventions successful, PfR partners engage in dialogue with governments and public and private finance institutions at local, provincial/state, national and global levels.

*Determining key subjects and stakeholders to influence:* to reduce risks for communities, the PfR partners seek to enhance policies, investments and practices, ensuring that reduction or prevention of risks is incorporated in any decision. Thus it is essential to identify who the key stakeholders are that make these decisions, what arguments need to be brought to the table, and which steps need to be taken to achieve the desired change.

*Organising dialogues* by agreeing on a plan (aims, strategy, milestones, budget) for the dialogue trajectories, and by the shape and form of actual dialogues, e.g. through round tables, becoming part of a government delegation, inviting policy makers and investors to a seminar or workshop, developing and disseminating policy briefs etc. Primarily this should lead to improved policies, investments and practices. Additionally it may also identify resources that enable PfR or other civil society organisations to carry out targeted IRM interventions.

*Monitoring progress (M&E and Learning).* Milestones that have been achieved and the specific activities that have contributed to that need to be documented and regularly discussed between the PfR organisations, in order to identify any required adjustments that may need to be agreed and implemented. Progress will also be discussed in relation to the effect it may have for on-going activities (see under ‘working with communities’).

*Levels of dialogues are to be linked,* to yield maximum effect from IRM dialogues at higher levels (international, regional, national, subnational), and also to feed these dialogues. To enable this, regular exchange needs to be organised with teams (of alliance members and their partner organisations, plus other organisations) that operate at the different levels.

## **The outcome**

The outcome of Integrated Risk Management efforts is a mitigation of hazards, reduced vulnerability of communities for and exposure to these hazards, and improved capacities to deal with disaster impacts. Underlying causes of risks are recognized and addressed, basic services are rendered adequate, accessible and uninterrupted, and communities are enabled to take appropriate measures. The ability of communities to anticipate, respond, adapt and transform in the face of increasing disaster (risks) reflects their resilience including the strength of their livelihoods: disaster resilient communities have more robust livelihoods to overcome the shocks and stresses they face, and have safe living environments, so that people (families) are better able to shape their own development and set their own priorities re: work and income, health and education.



### 3. EXAMPLES OF SUCCESSFUL IRM

Throughout their first five years as a partnership, PfR has helped set-up and strengthen some 550 community risk committees, and reached some 640,000 beneficiaries who are now covered by risk plans. Around 75,000 are trained in ecosystem-based livelihood approaches, and 123,000 have adapted, diversified or strengthened their livelihoods.



PfR partners have worked with (and often co- created) 82 network organisations where they have propagated the IRM approach. At the end of the five-year programme around 550 organisations work on the implementation of IRM – through community interventions and/ or through targeted dialogues on IRM with stakeholders. Almost 100 of them have established cooperation with knowledge and resource institutes. The fact that PfR regards government institutions as partners is reflected in the involvement of 350 of these in PfR activities.

#### Key findings of 'Learning from and about PfR'

An assessment of the first five-year programme of Partners for Resilience assessed the relevance of the integrated approach, provided evidence about its contribution to enhancing local communities' resilience, and gained insight to institutional dynamics and interventions. The outcomes revealed that:

- 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 realized.

An external assessment of the programme, carried out by researchers from Groningen and Wageningen University, looked at the relevance, evidence and dynamics of the applied approach. It revealed a number of achievements and successes, and also identify challenges for successful implementation (see box). The outcomes, in line with the learning ambition (chapter 2), feed new IRM/ Resilience programmes of the partners and are used in disseminating the integrated approach.

[The next section should include examples, adjusted in size, contents, language to the specific target group. Examples can come from the PfR booklet and/or possibly country specific examples]

## CARE Ethiopia PfR project

CARE Ethiopia in partnership with Support for Sustainable Development Organization (SSD), registered local NGO, implemented the project in Afar Regional State Dewe Woreda from 2011 to 2015.

The project built the capacities of the community to withstand shocks and secure livelihoods in a sustainable manner.

Three major strategies adopted includes:

- Sustainable economic development and poverty reduction,
- Strengthening of civil society and community empowerment,
- Policy dialogue and advocacy for stronger DRR/CCA policies and increased resources at all levels.

During the 5 years implementation period, the project supported 30,400 direct and indirect beneficiaries/vulnerable community members in the 4 kebeles of Dewe woreda to strengthen their resilience to deal with increased disaster risk, effects of climate change and environmental degradation. In the process, CARE Ethiopia and its partner Organization, SSD, cooperated with local authorities, communities and other stakeholders. These target population was reached through community mappings, risk plans, livelihood interventions, and community wider awareness events.

The project achievements include: Community risk reduction and contingency plans, based on inclusive participatory Hazard, Vulnerability and Capacity assessments; Livelihood protection and diversification, based on sustainable ecosystem management; Enhanced capacity of the CBOs to effectively facilitate DRR/CCA/EMR interventions; Enhanced capacity of CBOs to advocate for DRR/CCA/EMR; PfR experiences, lessons learnt and best practices are made available and contribute to policy development and support for implementation.

## ERCS PfR1 Project in Amhara Region

Between 2009 and 2015, the Ethiopian Red Cross Society in partnership with the Netherlands Red Cross implemented Disaster Reduction Programme in disaster prone areas of

Amhara Region, South Gondar zone, Ebinat woreda where recurrent drought and ecosystem degradation are a common phenomenon.

The aim of the programme was to contribute to sustainable economic development and poverty reduction through strengthening the capacities of targeted community to implement DRR/CCA/EMR measures. The major activities implemented were:

- **Capacity building:** DRR committee formation and strengthening, provision of trainings on DRR/CCA/EMR, WATSAN, experience sharing and formation of environmental school club were conducted and resulted in change of attitude and practice on DRR measures.
- **Ecosystem management and restoration:** The main causes of natural resource degradation in the area are over cultivation /deforestation and agricultural land expansion/, over grazing and improper management resulted in loss of product and productivity of crop, livestock and water sources on which the livelihood of the community depend. Rehabilitating the degraded ecosystem was one of the prioritized activities as ecosystem is source of livelihood and livelihood depends on the condition of the ecosystem. In the three project sites 476 ha of denuded area was fully rehabilitated through construction of standardized physical soil and moisture harvesting structures, enriching with tree planting and closing from encroaching to allow natural regeneration. Rehabilitated sites are becoming source of fodder for livestock and honey for bee-keeper youths supporting and diversifying livelihood expected from the health ecosystem.
- **Food security /livelihood support and diversification:** To adapt the impact of climate change, supporting and diversifying livelihood of more vulnerable community members were conducted through climate smart practices as of goat and sheep breeding, poultry, bee-keeping, fuel saving stove production and demonstrating modern agricultural practices.
- **Water and sanitation:** To solve the problem of water access for both production and domestic use, development of two small scale irrigation accessing more than 500 beneficiaries and 7/seven/ hand dug wells addressing safe water to 1580 people were implemented.

From the program 10847 vulnerable community members were directly benefited from different DRR activities in different scale. As a community based project, the involvement of community and local government bodies have been insured from the start and sense of ownership has been improved from time to time that indicates the sustainability of the DRR activities. The progress was closely and regularly monitored by the community, project facilitators, higher officials through site visit, reporting and auditing and was also evaluated externally.

## Climate and ecosystems explained

Climate is the average state of weather – the combination of wind, temperature and precipitation in an area. Weather is what happens on a given day in a given location (e.g. “It is not raining today”), while climate is what usually happens in that location based on long-term averages (e.g. it usually rains in May).

Climate variability are the extremes that occur within a climate, like heat waves, dry spells, typhoons / cyclones / hurricanes, heavy rainfall, in a short time-frame of e.g. a month, a season or a year. Although the occurrence of the extremes is normal, their time, place and level of extremity cannot be exactly predicted. Seasonal forecasts however give an increasingly accurate assessment of the likelihood that they will occur.

Many factors have an impact on climate, like the land and the sea surface, and the atmosphere. Due to i.e. human factors the climate is changing: the average temperature increases, and precipitation patterns alter depending on the locality (some places experience more rainfall, others less). As a consequence, extreme events related to higher temperatures and precipitation will become more frequent and/or more intense (e.g. heat waves, drought or floods, storms), while others will become less likely (e.g. cold spells) – but can still occur.

In relation on ways to address climate change the IRM approach focuses on adaptation: interventions that are aimed to deal with the effects of climate change on vulnerable people. While addressing the causes of climate change (e.g. through less production of greenhouse gasses) is generally a sensible option, mitigation it is not the focus of IRM.

An ecosystem is the environment and all living things in it (humans, animals, vegetation) that interact with each other; healthy ecosystems provide many services to people and nature such as purification of water and regulation of water tables and groundwater recharge. A healthy ecosystem supports people’s livelihoods (agriculture, fishery, provision of drinking water) and acts as a buffer in case of extreme events like heavy rainfall (absorbing rainwater) or typhoons / cyclones / hurricanes (coastal vegetation breaking their force). These services come under pressure and are eroded by external developments such as drainage of lakes, canalization and blocking of rivers and building of hard infrastructure in coasts and deltas. Human actions (pollution or unsustainable constructions), as well as effects of climate change, erode all these functions. As a consequence degraded ecosystems in fact increase risks.





Climate  
Centre



The Netherlands  
Red Cross



Wetlands  
INTERNATIONAL