GNDR
Global Network of Civil Society Organisations for Disaster Reduction

# COHERENCE COOKBOOK: BUILDING RESILIENCE IN AN INTEGRATED WAY

INGREDIENTS AND RECIPES FOR CIVIL SOCIETY ORGANISATIONS TO ENSURE DISASTER RISK REDUCTION, SUSTAINABLE DEVELOPMENT, AND CLIMATE CHANGE ADAPTATION ARE ADDRESSED COHERENTLY

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# ACRONYMS

| | |
|---|---|
| **ADSE** | Anglican Development Services Eastern |
| **ARDE** | Association for Reconciliation and Development through English |
| **BMZ** | German Federal Ministry for Economic Cooperation and Development |
| **BRACED** | Building Resilience and Adaptation to Climate Extremes and Disasters |
| **CBDRM** | Community-based Disaster Risk Management |
| **CCA** | Climate Change Adaptation |
| **CRF** | Community Resilience Fund |
| **CSO** | Civil Society Organisation |
| **DRR** | Disaster Risk Reduction |
| **DRM** | Disaster Risk Management |
| **EWS** | Early Warning System |
| **GIDRM** | Global Initiative on Disaster Risk Management |
| **GIZ** | Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH |
| **GNDR** | Global Network of Civil Society Organisations for Disaster Reduction |
| **GRIDES** | Risk Management and Climate Change Adaptation Driving Groups |
| **HUJRA** | Holistic Understanding for Justified Research and Action |
| **IDP** | Internally Displaced Population |
| **INGO** | International Non-governmental Organisation |
| **LGU** | Local Government Unit |
| **M&E** | Monitoring and Evaluation |
| **NGO** | Non-governmental Organisation |
| **SD** | Sustainable Development |
| **SDC** | Swiss Agency for Development and Cooperation |
| **SDG** | Sustainable Development Goal |
| **SFDRR** | Sendai Framework for Disaster Risk Reduction |
| **SHG** | Self-help Group |
| **WFP** | World Food Programme |

# INTRODUCTION

The Global Network of Civil Society Organisations for Disaster Reduction (GNDR) is a voluntary network of civil society organisations, associations and individuals who are committed to working together, and engaging with partners and other stakeholders, to increase community resilience and reduce disaster risk around the world. Recently, we set forth to launch a series of cookbooks, containing key ingredients and recipes on how to engage in disaster risk reduction (DRR) effectively. This is our second cookbook, following the 'Cookbook on Institutionalising Sustainable Community-Based Disaster Risk Management (CBDRM)', and is packed with key ingredients and recipes for *coherent* action in disaster risk reduction, climate change adaptation and sustainable development. The word *coherence* is defined as:

"An approach, processes and actions to integrate implementation of the Sustainable Development Agenda, Sendai Framework for Disaster Risk Reduction, Paris Agreement and New Urban Agenda; in order to increase efficiency, effectiveness, and the achievement of both common and respective goals."[1]

There is great value in ensuring coherence across the various international frameworks that guide countries towards ensuring a better and more resilient life for people around the world.

Taken individually, none of them engages with the full spectrum of shocks and risk drivers that might affect a community. Taken together, they reflect the range of risks and means of addressing them to secure sustainable development. Coordinating actions taken to deliver each framework can also help to avoid duplication, maximise gains and manage compromises. As each framework seeks to build resilience using different timeframes, geographical focuses, scales and sectors, coherence offers a means to address the complexity of the real-world challenges facing national governments.

While *coherence* is applied to linking frameworks and policies at the institutional level, *integration* is often used to describe the drawing together of activities at the local level to achieve maximum impact. Civil society organisations (CSOs) are important actors at this level. Because of their ability to build bridges between different local and institutional actors and draw in different sources of information and expertise, they are particularly well-placed to take the lead in integrating a range of activities to ensure that they work coherently.

This cookbook outlines the roles for CSOs in building coherence, and is supported by the German Federal Ministry for Economic Cooperation and Development (BMZ), through their Global Initiative on Disaster Risk Management (GIDRM), which is being implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. The GIDRM project aims to strengthen the German contribution to improve disaster risk management worldwide and to support the implementation of the Sendai Framework for DRR (SFDRR). GIDRM supports selected international and national, governmental and non-governmental actors in their ambition to achieve coherence between the SFDRR and the Paris Climate Agreement, as well as the Agenda 2030 for Sustainable Development and the New Urban Agenda, with regards to planning, implementing and reporting on disaster risk management. The project identifies national and subnational examples of successful agenda-coherence. This cookbook is based on fieldwork in two countries, the Philippines and Mexico, and draws on over seventy case studies from Asia, Africa and Latin America.

We are grateful to all of those who participated in the creation of this cookbook through contributing recipes, responding to discussion papers and sharing information in key respondent interviews and focus group meetings.

1. Adapted from Pearn, G. 'Guidance Note: Coherence Concepts And Practices'. Draft, November 2018. GIZ

# WHAT'S IN THIS COOKBOOK?

This cookbook presents a series of recipes for building coherence, and highlights the important role CSOs play in this process. The recipes are adapted from case studies from a wide range of localities around the world which illustrate coherence in action. These case studies reveal a number of success factors – presented here as ingredients – employed by CSOs to enhance coherence when working on resilience at the local level. The next sections will outline the role CSOs play in ensuring coherence, as well as the unique relation with local governments. This cookbook includes 11 recipes from coherence chefs from countries in Asia, Africa and Latin America.

## TERMINOLOGY

### COHERENCE

An approach involving processes and actions to integrate international frameworks for disaster risk reduction (DRR), climate change adaptation (CCA) and sustainable development to increase efficiency, effectiveness, and the achievement of both common and respective goals.

### INTEGRATION

The application of a coherent approach at the community level, so as to build resilient livelihoods.

### RESILIENT LIVELIHOODS

Resilient livelihoods result from both resilience to shocks and stresses ('bounce back') and the agency and independence of households and communities to not only secure and maintain, but also further develop their livelihoods ('bounce forward').[2]

2. There is no clear definition of the concept of "resilient livelihoods"; however this paper discusses it in further detail: https://www.refworld.org/pdfid/523ac7384.pdf

# WHAT DOES COHERENCE LOOK LIKE?

Much good work is being done through specific projects addressing health, agriculture, livelihoods, water, sanitation and many other aspects of community life. *Integrated* programmes consider the whole needs of the community: the risks they face, the impacts of climate change, the poverty they experience, and the natural environment in which they live. They adopt a more coherent approach.

Firewood collection to provide cooking fuel has led to deforestation of the Feri-Feri hill on the edge of Tillabéri, Niger. This has led to increased runoff from the hill and consequent flooding. A local CSO identified multiple root causes to this problem, and so took an integrated approach to solve it. They collaborated with the community, local government and other CSOs to secure land rights and develop a sense of ownership of the hill. This was done by working together with all local actors to reforest and plant other vegetation. They also created livelihood opportunities in animal husbandry and trained people on sustainable firewood collection. As a result of these activities, flooding has reduced and community members have increased resilience to future threats. They have livelihoods they can rely on and the environment has been restored to a state where it can protect them.

This local level work is termed *horizontal coherence* – linking together actions related to the various frameworks and goals. This is important as it's at the local level that frameworks move from policy to action, transforming lives and livelihoods in communities. This occurs through building cooperation between actors, coordinating activities, and fostering collaboration through building partnerships and working together.

As well as horizontal coherence, it is also important to link local action *vertically* to national, regional and global frameworks, policies and action. Some recipes in this cookbook illustrate this. Objectives and policies can flow vertically from international frameworks to the local level to influence action. Resources may also flow to the local level. Local knowledge and monitoring may flow the other way, from local to national and international scales. This is *vertical coherence*.
Often, building resilient livelihoods locally depends on taking action in both horizontal and vertical coherence (see 'The Importance of Vertical Coherence: Understanding the Political Environment' p8).

# HOW WERE THE KEY INGREDIENTS AND RECIPES CREATED?

A number of steps resulted in the creation of this cookbook:

1. GIDRM conducted an initial investigation into coherence at the *institutional and national levels,* exploring how coherence of the Sustainable Development Agenda, the Sendai Framework for Disaster Risk Reduction, and the Paris Agreement on Climate Change could be pursued in practice in Asia-Pacific countries. They investigated coherent planning, implementation, and reporting at the local, sub-national and national levels.

2. GNDR conducted desk research to produce an initial discussion paper on what *local level coherence* looks like.

3. The discussion paper was circulated to all GNDR members and to others with an invitation to contribute case studies reflecting recipes for coherence.

4. From the 73 case studies received, an analysis was conducted to identify those which most clearly showed examples of coherence.

5. Key informant interviews and focus group discussions took place in the Philippines and Mexico with a range of different actors such as CSO leaders, DRR public officials, project implementers, LGU representatives, and donors. This was to dig deeper into local and national experiences and insights to identify success factors and the roles CSOs played.

6. A discussion paper was produced based on findings from the analysis and fieldwork. This paper identified the various roles CSOs can potentially play in building coherent actions in different cycles of project management. It was shared with all case study contributors and with GNDR members, with an invitation to provide feedback through a questionnaire.

7. The research, analysis and consultations resulted in identifying a total of 19 key ingredients (common success factors that appeared in many examples) and 11 recipes that illustrate these ingredients in practice.

Not all ingredients are found in all recipes. They're individual and designed to suit the tastes of their communities! A table on page 17 sums up which ingredients appear in each recipe so if you're particularly interested in some of these you can go straight to the recipes that feature them.

# CSO ROLES IN BUILDING RESILIENCE COHERENTLY

CSOs have inherent characteristics that make them key actors in strengthening community resilience: they are usually independent bodies, with strong ties to their constituencies (mainly local communities) and with capacities and connections to facilitate exchanges between community groups and government institutions. Because of these and other well-known characteristics, CSOs play an important role in all three aspects of the project cycle: planning, implementation and learning.

Many examples highlight CSOs' actions in local coherence, and are drawn from the GNDR discussion paper 'Roles of CSOs in Coherence': this short paper provides further information on the topic, showing how CSOs promote coherence through their relative independence, capacities, resources and ability to build bridges between different actors.

CSOs play an important role in all three aspects of the project cycle: planning, implementation and learning. Integration depends on tackling each step of these cycles with a coherent approach, integrating risk reduction actions with development and climate change plans: by connecting government policy with social work, CSOs are able to improve sustainability of government interventions, and foster their resilience, while at the same time reducing social tensions.

## Planning

Coherence can be supported by changing the way we plan. CSOs can play a role by gathering contextual knowledge, linking different risk factors, and connecting different actors. When planning coherently, CSOs should also access technical information from remote sources and take account of social, cultural and political constraints. CSOs often play a particular role in facilitating community consultations and connections between local level actors.

In order to plan in a way that supports coherence, it is important to take time to highlight the benefits of integration to all actors involved, to persuade them that disaster response should not be addressed separately from poverty alleviation. Some of the challenges faced by CSOs in the planning stage relate to the lack of appreciation by staff and partners of the benefits of integrated DRR compared to a focus on preparedness and response. They sometimes find resistance to addressing the needs of the vulnerable and addressing risk creation, for example through urban development.

For example, in the Camara district of Bujumbura, Burundi, unplanned building and excavation of sand and pebbles for construction are degrading the environment and increasing flood risk. To address these problems, a local CSO gathered information from the community on their lifestyles and priorities, and undertook a causal analysis. They facilitated regular participative consultation by creating a platform, drawing together youth and women's organisations, along with the local government. The group organised awareness-raising, reforestation and watercourse management activities in order to tackle disaster risk and environmental degradation in the area.

CSO roles in ensuring coherence in project planning:

- Gathering local and contextual information
- Facilitating participative consultations with local level actors
- Accessing remote and technical information
- Advocating for integrated DRR, CCA and sustainable development
- Suggesting actions to reduce vulnerability
- Advocacy

## Implementation

Ensuring coherent implementation of action often includes supporting local community and local government actors in developing knowledge and skills on integrated resilience through trainings. CSOs also play a part in identifying sources of funding from institutions, trusts, funds, international NGOs (INGOs) etc. In addition, they are well placed to support community mobilisation, multi-stakeholder partnership-building and coordination.

Effective implementation translates in practice into building capacity, accessing necessary resources and strengthening sustainability by moving from time-limited project funding to longer-term programmes. Local action often needs harmonising with demands of external plans and requirements, and has to take account of changes in governance as a result of 'external' factors such as elections or changes in national legislation affecting local planning and priorities.

In implementing integrated DRR, challenges incurred by CSOs include their own lack of capacity, limited community capacity, passivity and fatalism. They may also struggle to access necessary resources and be constrained in achieving sustainability by time-limited project funding. Bureaucracy and the demands of external plans and requirements may also affect implementation, and short electoral cycles may cause disruption of implementation through changes in personnel and policies at the local government level.

For example, a local CSO in Tshange, near Victoria Falls in Zimbabwe, brought women-led self-help groups and Community Resilience Fund groups together into a local platform to share funding and expertise. They held trainings that included local government participants, which promoted local resource generation and participatory risk mapping. As a result of these trainings, which also focused on improving water access and promoting food production using climate-sensitive methods, members of the platform were able to facilitate integrated action to strengthen local resilience.

CSO roles in ensuring coherence in implementation:

- Providing training to sensitise local communities and Local Government Units (LGUs) on implementing action in a coherent way
- Supporting mobilisation through connecting relevant actors
- Accessing necessary resources from a range of sources
- Building partnerships between participating local actors
- Coordinating action to ensure local coherence
- Advocacy

## Learning

Learning enables groups to adapt and improve their continuing work through local level monitoring, community consultations, report production and reflection to feed into subsequent planning cycles. This is particularly important in efforts to achieve coherence; coherence requires the involvement of lots of different actors from different sectors and so exchange of experiences is all the more critical to get the recipe right.

To achieve all this, CSOs need to strengthen their work as learning organisations, in addition to their activist work. They also should further promote openness to learning at the LGU and other levels: if local actors are not receptive to learning, this can limit the ability to improve the planning and implementation stages.

CSOs can also share learning from local actions more widely to support scaling-up of integrated DRR and can advocate for others to change the way they implement DRR. Although project funding requirements often lead to an emphasis on success stories rather than learning from challenges and failure, the latter should be taken into consideration in the learning process.

For example, in Peru, Risk Management and Climate Change Adaptation Driving Groups (GRIDES) are active in 12 sub-regions of the country. They promote learning between organisations active in DRR, CCA, sustainable development and urban development, strengthening livelihood resilience at the local level through training activities.

CSO roles in ensuring coherence in learning:

- Ensuring monitoring of local implementation
- Facilitating community reviews of implementation
- Ensuring thorough reporting and accountability
- Building the participation of all relevant actors in local implementation
- Providing peer-to-peer learning
- Advocacy

# THE IMPORTANCE OF VERTICAL COHERENCE: UNDERSTANDING THE POLITICAL ENVIRONMENT

CSOs can often play a role in strengthening vertical coherence through collaboration with LGUs to increase their understanding of local contexts and needs.

LGUs often have to address many plans and reports demanded by national government with limited capacity. However, their ability to work coherently and build resilience is often restricted by the pressure of working on disaster preparedness and response, along with many other development targets. The analysis of case studies revealed that LGUs often have limited access to local knowledge about priorities and possibilities for strengthening resilience: it was found that local authorities tend to focus more on top-down information and may place little value on local knowledge. CSOs can address these challenges by forging positive relationships and developing understanding of structures and processes in local government. They can build bridges from local government to communities and contribute valuable expertise and training.

CSO roles in vertical coherence will vary in different localities depending on the quality of governance and openness to engage with CSOs. In some cases governance is very limited or is very resistant to civil society so scope is limited. In others, governance is more developed and responsive, creating more opportunities for CSOs to engage.

CSO roles in vertical coherence:

- Develop positive relationships with LGUs
- Promote learning from the local level
- Provide expertise on local priorities and effective local resilience-building strategies
- Provide training in methods of engaging and working with communities

Several recipes in the following section demonstrate the importance of understanding and engaging with political actors such as LGUs.

In-depth research conducted in two countries, Mexico and the Philippines, reveals contrasts in opportunities for CSOs in their efforts to strengthen vertical coherence, but also some similarities in the challenges faced.

The fieldwork found that, in the Philippines, considerable progress has been made in developing policy and legislation embracing DRR and mainstreaming it, to a certain extent, in CCA and SDG policies. Civil society is well-developed and active. However translation of policy into practice is hindered by challenges related to planning and reporting structures which drive LGUs towards complying with existing institutional mechanisms, rather than further strengthening coherence in their work; moreover, poor relationships between LGUs, CSOs and communities further impede effective implementation of coherent policies.

The challenges highlighted by the fieldwork in Mexico are in some ways deeper, as policy and legislation are more limited and fragmented in the complex structure of general, federal and state law. Furthermore, the government perceives CSOs to be too siloed in their mandates, making it difficult for them to reach civil society in a holistic way. CSOs also talk of the limited space to make meaningful contributions. However, some remarked that recent political change, including the placement of new department leads with civil society experience, may lead to stronger collaboration between government and CSOs, depending on how much space will be given to civil society, academia and international processes to shape policy development.

The table below outlines opportunities and challenges for CSOs in building coherence in Mexico and the Philippines. It examines contextual issues related to the presence of an enabling environment for strengthening coherent action, including legislation, the state of the civil society sector as a force for change, access to necessary resource support, ability to translate policy into practice, the degree of collaboration necessary to enable vertical coherence, and the underlying commitment made in Agenda 2030 to 'leave no-one behind'.

| Enabling environment for | Philippines | | Mexico | |
|---|---|---|---|---|
| | Challenges | Opportunities | Challenges | Opportunities |
| **Legislation and structures** | Complexity of internal planning structures and governmental structures | DRR and CCA principles embedded in legislation | Institutionalisation of DRR and CCA limited and fragmented (distinct general law, federal law and state law) | New government engaging with international frameworks |
| **Strong CSO sector** | Weak relationships between CSOs and LGUs | Well-developed CSO sector and networks | Local CSOs are mistrusted and capacities undervalued. Private sector is instead prioritised as a partner by the State, in part due to economic resources they bring | Government transition<br>Partnerships with private sector |
| **Resource support** | LGUs have limited budgets for integrated implementation of DRR/CCA/SD | Access to international and INGO funding | Limited government budgets and under-resourced CSO sector | 'Zero budget' process reallocating funding in government transition |
| **Translating policy into practice** | Implementation has a response focus | Exposure to frequent disasters act as a constant reminder of the need for action by all society groups | Emphasis on civil protection rather than resilience | Incoming government open to new thinking: possibly separate civil protection from DRR/CCA/SD |
| **Cross-scale collaboration** | Weight of number of national and local plans and targets leads to a focus on compliance rather than coherence | CSOs brokering collaboration between actors at the local, municipal, provincial and national scales | Limited trust in government at the local and national scale<br>Limited engagement with international frameworks | Input of academic and research actors can be used to influence and professionalise government officers |
| **Leave no-one behind** | Municipal planning and action sometimes deals with vulnerable populations by relocation | Public concern about poverty | Vulnerable groups include those exposed to insecurity and violence in all areas, not just those with high poverty levels | Interest in embracing SDGs by the national government |

# KEY INGREDIENTS FOR COHERENCE

What are the success factors which enable CSOs to exercise their roles in coherence-building effectively? Nineteen key ingredients, grouped into six categories, are described below.

## MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

**Integrated local action depends on understanding local contexts and drawing on other relevant knowledge about the risks people face, the opportunities for action and the resources required to make a difference.**

### Key ingredient 1: Hold participatory consultations to develop a complete picture of all factors affecting the community

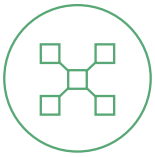
Participatory mapping of resources, capacities, risks and vulnerability through exercises and consultations is an important starting point in preparing integrated plans of action. It identifies the holistic characteristics of the locality and the risks faced from all sources, ensures that planning and actions are appropriate to the local context and priorities, takes account of local capacities, structures and vulnerabilities, and integrates all this information as a basis for action.

### Key ingredient 2: Participatory monitoring and evaluation to improve action and ensure accountability to communities

Participatory monitoring and evaluation activities are important tools in learning from and improving action when applied locally rather than just for external reporting. They are particularly valuable in highlighting actions that are working well, spotting unexpected and innovative activities, and correcting activities which are going off-track. M&E is also important for local accountability, which is key in building and maintaining local trust, engagement and collaboration between actors that might not have previously worked together.

### Key ingredient 3: Source and apply external knowledge

External knowledge and expertise are valuable in devising integrated programmes of action, particularly where they are offered in an open-handed way to complement local sources. Innovative ideas from other localities, along with technical insights into ways of addressing underlying causes of vulnerability which affect people locally, can strengthen the ability to take integrated action to build resilient livelihoods. Knowledge may come from peer-to-peer information and insights, for example from networks and platforms, as well as from universities and international agencies. CSOs need to have the ability to assess the quality of external information, in order to deem it usable and relevant. Partnering with academic institutions can help this assessment process.



## PARTNERSHIPS, PLATFORMS AND NETWORKS

**Formal and informal partnerships, platforms and networks enable information and experience from different sectors to be shared between all participants to strengthen their work and to speak out with a united voice.**

### Key ingredient 4: Participate in networks to share learning and unite in advocacy for change

Networks draw together people with a common concern, whether locally, nationally, regionally or globally. They support integrated action because they make individual thematic groups part of something bigger, learning from each other, and developing shared understanding and ideas. They also facilitate advocacy for the enabling environment needed for coherence in a way that carries more weight due to the power of the united voice.

### Key ingredient 5: Forge partnerships with local actors to collaborate

Partnerships link together groups of people who are working separately towards the same goals. Drawing them together to coordinate and collaborate joint implementation facilitates local coherent action. Forging partnerships depends on breaking down the barriers of working methods, language, preferences and priorities, for example between academics, experts and practitioners, or between different groups in the community. Partnerships thrive when there is a conscious effort to build trust and understanding. CSOs are often important 'bridgebuilders' in partnerships.

### Key ingredient 6: Create spaces to negotiate and reach agreement for coherent action

Negotiating spaces, such as platforms, are useful meeting points for a range of actors who share a common concern but may have different or even competing priorities and views. Creating a platform or holding a workshop is a key ingredient in drawing these actors together to share their diverse insights and concerns. Platforms may have to manage competing priorities and perspectives, and part of their value is in enabling groups to negotiate differences and even conflict.

## FOCUS ON 'BOUNCING FORWARD'

**Many of the recipes in this cookbook reveal a strong link between coherent action and 'resilient livelihoods' – 'bouncing forward' rather than just 'bouncing back' – escaping the cycle of disasters, shocks and stresses which erode livelihoods and assets.**

### Key ingredient 7: Take a 'landscape approach' to risk and needs assessments

Through participatory community risk assessments, a 'landscape approach'[3] assesses risks in the entire landscape in which they manifest themselves, recognising the interdependencies between ecological, political and socio-economic systems. Integrated actions are then devised through collaborative problem-solving, joint action planning and adaptive management. The process also designates processes and roles to manage trade-offs between different elements of the landscape, and ensure long-term sustainability as well as short-term benefits.

### Key ingredient 8: Ensure community ownership of activities at the planning, implementation and learning stages

When community members have ownership of the activities that are planned and implemented in their locality, sustainability and long-term changes are more likely to happen. Embedding local knowledge and capacities into all activities helps build community ownership of the projects. This ingredient contrasts with externally-led approaches which often cease once the intervention ends, lacking long-term sustainability.

### Key ingredient 9: Coordinate resources and capacities to enable long-term, sustainable programmes

Commitment to long-term programmes is a vital ingredient in pursuing integrated action which is sustainable. Extended timescales allow local ownership to be built, enable longer-term monitoring and

3. This approach, though not new, has been recently developed and applied by Partners for Resilience members, and is applied in the Cadiz recipe in this cookbook. A summary of the seven steps in a landscape approach is given at https://www.carenederland.org/carexpertise/publication/a-landscape-approach-for-disaster-risk-reduction-in-7-steps/

evaluation and subsequent adaptation and improvement, and allow for changes in attitudes and behaviour which often take time. CSOs play a key role in facilitating long-term planning, commitment and capacities, and helping to identify resources to support long-term work. As with key ingredient 8, this approach contrasts with that of short-term project interventions, which sometimes demonstrate limited sustainability.

### Key ingredient 10: Establish a clear vision that is shared by all local actors

Integrated approaches which develop resilient livelihoods demand sustained, persistent involvement and effort from all actors. A key ingredient in securing this commitment is gathering stakeholders together in consultations and meetings to create, share and own an overall vision for the programme, its strategy and goals. The vision must be clearly understood and relevant to all participants, which underscores the importance of developing it in collaboration with them.

### Key ingredient 11: Strengthen the resilience of livelihood options rather than just restoring or maintaining them

Several recipes in this cookbook display a goal of moving beyond disaster response, to pursuing resilient livelihoods. This key ingredient reflects the recognition that response alone does not reduce vulnerability or improve livelihoods but at best preserves the status quo. Hard-pressed local and national governments often restrict their support to emergency response, and CSOs play an important role in moving beyond this to facilitate and coordinate planning and action which strengthen local livelihoods and security, reducing the vulnerability of communities and increasing their prosperity.

## RESOURCES FOR IMPLEMENTATION

**The ability to secure resources is a key success factor in pursuing coherence. The challenge often lies in securing resources not tied to specific projects and timescales, but rather allowing local long-term coherent action to be pursued.**

### Key ingredient 12: Build long-term funding relationships with responsive donors

A key ingredient in securing financial and other resources is relationship-building with institutions and agencies to build trust and understanding. Such relationships lead to support for programmes that meet community-identified needs rather than imposing externally-devised projects. CSOs are key actors in building these relationships because of their relative independence and bridgebuilding role. This ingredient demands an investment of time in communicating, engaging and building relationships with potential donors, but often results in long-term support for building resilient livelihoods.

### Key ingredient 13: Develop expertise to diversify funding from governments, donor agencies and foundations

Particular expertise is required in spotting the wide range of funding opportunities which are out there. Thematic funds linked, for example, to climate change adaptation, may be available: developing the knowledge and expertise to identify these is a key ingredient in tapping into resources needed for integrated action. CSOs are key actors in developing this expertise because of their ability to engage with actors at the government and institutional levels.

## STRUCTURES AND REGULATIONS

**CSOs play a role in helping build relationships between DRR actors, which are important for ensuring structures and regulations are in place that facilitate DRR, CCA and sustainable development. Understanding and engaging with these structures and regulations at the local and national levels can be time-consuming and may require specialist expertise, but is key for coherent action.**

### Key ingredient 14: Encourage local organisations to lead in the planning of actions and in coordinating their implementation

Several recipes in this cookbook illustrate the importance of establishing formal organisations such as steering committees, boards, cluster groups and associations both locally and more widely to coordinate planning and action. Particularly where local governance is limited, establishing these at both the local and wider scales is a key ingredient in linking actors together. It gives them an identity and status which allows them to engage with other organisations and institutions such as local and national government, academia and private enterprises.

### Key ingredient 15: Develop an understanding of and strengthen relationships with local government structures

Relationships between civil society organisations and LGUs are often a particularly critical ingredient. Where they are strong and positive, the resulting mutual understanding and support strengthen progress towards resilient livelihoods. However, relationships are often weak, resulting in a lack of understanding and even suspicion. This impedes progress and blocks access to resources. Building relationships depends on CSOs understanding local government structures, the pressures they face from other layers of government, and the competing priorities they have to balance. CSOs can also encourage LGUs to understand and appreciate their role and relevance, breaking down suspicion and mistrust.

### Key ingredient 16: Engage with government and other institutions to establish structures and regulations that encourage integrated actions and reporting

Sometimes the necessary structures and regulations (such as laws or dedicated departments) required to enable disaster risk reduction, climate change adaptation and sustainable development are not in place or not appropriate. In these cases, engaging with government and other institutions to create or adapt the necessary structures and regulations is essential. This may also be achieved through mechanisms such as steering committees, boards, and associations established to coordinate action.

### Key ingredient 17: Identify and build links between local coherent actions and relevant policies and plans

A key ingredient in securing wider approval and support for local coherent action is creating clear and constructive links with existing policy and plans at the local and wider level. This requires knowledge and understanding of policies and plans relating to disasters, climate change and development. Often there is a multiplicity of such plans and processes, demanding an investment of time and effort, such as completing a policy analysis exercise.

## SOCIAL DEMAND AND POLITICAL INFLUENCE

**CSOs have a role in holding institutions to account to ensure the real holistic needs of the most marginalised are addressed. A key success factor is the ability to organise and coordinate social demand and create political influence for changes which are required at other scales of governance.**

### Key ingredient 18: Make local voices heard through advocacy and awareness-raising activities

Local voices, knowledge and experience speak to the integrated nature of risk, yet are often unheard beyond the locality. Communicating the challenges local groups face, their priorities for change and their insights into how to do this is critical: this is a key ingredient in creating political influence for change at other localities and scales to benefit the lives and livelihoods of the community. CSOs are key actors in coordinating communication for advocacy from the local level through campaigns, events and publications.

### Key ingredient 19: Address barriers in legislative structures to influence political leadership and accountability

Often the existing legislative structures at the local and national levels create barriers to effective engagement in building resilience. For example, institutional structures that are set up for reporting against different frameworks separately often result in a number of different plans at the local level: this overburdens LGUs who often do not have enough resources for thorough consultation on the implementation of these plans. An initial investment to set up a coordinated structure that engages all of society can help address this challenge. CSOs should play a role in changing these structures, exerting social demand and making use of platforms, networks and partnerships to create a united voice that campaigns effectively for necessary changes.

# WHICH RECIPES FEATURE WHICH KEY INGREDIENTS?

| | Jagobiao, Philippines p.21 | Cadiz, Philippines p.23 | Seberang Perai, Malaysia p.25 |
|---|---|---|---|
| **MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE** | | | |
| Key ingredient 1: Hold participatory consultations to develop a complete picture of all factors affecting the community | ● | ● | |
| Key ingredient 2: Participatory monitoring and evaluation to improve action and ensure accountability to communities | | ● | |
| Key ingredient 3: Source and apply external knowledge | | | |
| **PARTNERSHIPS, PLATFORMS AND NETWORKS** | | | |
| Key ingredient 4: Participate in networks to share learning and unite in advocacy for change | | | |
| Key ingredient 5: Forge partnerships with local actors to collaborate | | | ● |
| Key ingredient 6: Create spaces to negotiate and reach agreement for coherent action | | | |
| **FOCUS ON 'BOUNCING FORWARD'** | | | |
| Key ingredient 7: Take a 'landscape approach' to risk and needs assessments | ● | | |
| Key ingredient 8: Ensure community ownership of activities at the planning, implementation and learning stages | ● | | |
| Key ingredient 9: Coordinate resources and capacities to enable long-term, sustainable programmes | ● | | |
| Key ingredient 10: Establish a clear vision that is shared by all local actors | ● | | ● |
| Key ingredient 11: Strengthen the resilience of livelihood options rather than just restoring or maintaining them | ● | | |
| **RESOURCES FOR IMPLEMENTATION** | | | |
| Key ingredient 12: Build long-term funding relationships with responsive donors | | | |
| Key ingredient 13: Develop expertise to diversify funding from governments, agencies and foundations | | | |
| **STRUCTURES AND REGULATIONS** | | | |
| Key ingredient 14: Encourage local organisations to lead in the planning of actions and in coordinating their implementation | | ● | |
| Key ingredient 15: Develop an understanding of and strengthen relationships with local government structures | | ● | |
| Key ingredient 16: Engage with government and other institutions to establish structures and regulations that encourage integrated actions and reporting | | | |
| Key ingredient 17: Identify and build links between local coherent action and relevant policies and plans | | ● | |
| **SOCIAL DEMAND AND POLITICAL INFLUENCE** | | | |
| Key ingredient 18: Make local voices heard through advocacy and awareness-raising activities | ● | | |
| Key ingredient 19: Address barriers in legislative structures to influence political leadership and accountability | | | |

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# RECIPES OF COHERENCE – MASTER CHEFS IN ACTION

Not all ingredients are found in all recipes, or used by all chefs around the world! There are different flavours which are appropriate to different localities. These depend on the nature of the local community, the capacities and resources which are available, and the nature of governance. For example, when colleagues from a Cameroonian and a Nepalese NGO compared their work they saw that both the local community capacities and the governance structures in Nepal were more developed and formed a stronger basis for building resilient livelihoods than in Cameroon, meaning they could move forward more quickly with communities and local government.

Below we discuss some examples of different kinds of context and the key ingredients likely to apply. They are not exhaustive but illustrate how particular contexts may require particular key ingredients.

Where community cohesion and capacities are low and people may have been driven to passivity by poverty and disasters, holding participatory consultations to develop a complete picture of all factors affecting the community is an important starting point: this helps to break the cycle of passivity and resignation. It may be important to create spaces to negotiate and reach agreement for coherent action because in such situations people often don't see eye-to-eye and action may meet resistance without developing agreement. In taking action coherently to build sustainable livelihoods, starting with a 'big picture' perspective to ensure a 'landscape approach' to risk may be helpful: it ensures that action matches local priorities, as well as ensuring local ownership of planning, implementation and learning for risk-informed development.

Where local governance is weak and resources are limited, it may be important to encourage local organisations to lead in the planning of actions and in coordinating their implementation, as this acts as a corrective to the lack of local governance. Similarly it may be important to build long-term funding relationships with responsive donors and to develop expertise to diversify funding from governments, agencies and foundations, as the shortage of institutional resources is otherwise a major barrier to progress.

Where there is greater government capacity and more supportive planning and legislation, the role of CSOs may focus more on developing an understanding of and strengthening relationships with local government structures. At the same time, they would be able to work to make local voices heard through advocacy and awareness-raising activities, and to address barriers in legislative structures in order to influence political leadership and accountability. These ingredients come into play because, while LGUs may be more responsive, they are often found to have limited engagement with local priorities and knowledge, and steps have to be taken to ensure local voices are heard.

The following recipes were collected in this cookbook using the method described on page 4. They present a range of flavours particular to the contexts and challenges faced by each. Each has drawn on particular key ingredients to make its recipe a success in strengthening coherence to build resilient livelihoods.

# THE RECIPES

# JAGOBIAO, PHILIPPINES

Cebu island in the Philippines, renowned for delicious mangoes, is also home to a delicious recipe of coherent resilience-building at the community level. People in the community of Jagobiao, Mandaue city have combined key ingredients such as taking a 'landscape approach' to DRR through an integrated risk assessment, building local ownership, and development of participatory action plans that tackle the most pressing local development challenges.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Hold participatory consultations to develop a complete picture of all factors affecting the community

### FOCUS ON 'BOUNCING FORWARD'

- Take a 'landscape approach' to risk and needs assessments
- Ensure community ownership of activities at the planning, implementation and learning stages
- Coordinate resources and capacities to enable long-term, sustainable programmes
- Establish a clear vision that is shared by all local actors
- Strengthen the resilience of livelihood options rather than just restoring or maintaining them

### SOCIAL DEMAND AND POLITICAL INFLUENCE

- Make local voices heard through advocacy and awareness-raising activities

The community of Jagobiao has a long history of marginalisation, being originally built around a leprosy sanatorium. Despite its growth and the arrival of economic migrants, the community still suffers from isolation, and its rapid development has brought about additional challenges related to unplanned urbanisation (especially in coastal areas), sanitation and hygiene issues, inadequate livelihood opportunities and economic alternatives, among others. Moreover, current global climate trends are increasing the risks deriving from natural hazards and environmental degradation.

Supported by Partners for Resilience through Cordaid, a Netherlands based INGO, community members worked together in a comprehensive risk assessment, which took into account all major challenges the population faced. A wide range of local actors participated, including housing associations, the church, cooperatives, private sector companies, the village, and city and provincial government representatives; this is a key ingredient for developing an assessment that starts at the 'purok' (most local level in a village/community) and that truly considers all risk perspectives. This allowed the community to work with a 'big picture' approach but linked to local realities and, thanks to different expert input, they recognised that climate projection and poor environmental management were increasing their threats, especially in relation to water and waste management.

Resources and capacities of different groups within the community, city and province were coordinated to develop an effective course of action to tackle the issues identified: waste accumulating in low-lying areas is collected and sold for recycling, and this local income is used to manage communal septic tanks for better hygiene. Plastic is also reused for community gardening, where bottles are filled with compost produced by households and vegetables are planted for the use of the community. This focus on building resilient livelihoods is a key ingredient to ensure additional food and diversification of income for increased well-being of the population.

Local actors have been involved in the programme from the start, and they recognise the benefit of such integrated approaches to resilience: this has built ownership of the programme, which allows for sustainability of the programme's activities. Thanks to the involvement of community members in awareness-raising and advocacy towards higher levels of government, this approach to resilience-building is now expanding to neighbouring communities around Mandaue and Cebu cities; moreover, mainstreaming it in village development plans helps to ensure sustainability and resources available.

Photo credit: Catholic Organization for Relief and Development Aid (CORDAID)

# CADIZ, PHILIPPINES

After typhoon Haiyan hit the city of Cadiz, in the Negros Occidental province of the Philippines, back in 2013, communities in this area realised the importance of linking DRR, climate change adaptation and sustainable development. They then rolled up their sleeves and started baking a unique coherence dish, made of comprehensive assessment of the local reality and strong ties with local government structures, policies and plans. They perfected it through a continued process of learning from successes and challenges in coherent resilience-building.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Hold participatory consultations to develop a complete picture of all factors affecting the community
- Participatory monitoring and evaluation to improve action and ensure accountability to communities

### STRUCTURES AND REGULATIONS

- Encourage local organisations to lead in the planning of actions and in coordinating their implementation
- Develop an understanding of and strengthen relationships with local government structures
- Identify and build links between local coherent actions and relevant policies and plans

A devastating disaster such as typhoon Haiyan brings about terrible consequences, but also a possibility to improve a community's resilience: Cadiz used to be a city where little to no collaboration on DRR between departments was happening, where there was no local disaster risk management plan, and where the city DRR office was not working effectively. Community-based resilience-building activities were limited.

While recovering from the impact of typhoon Haiyan, the community, with support from Tearfund, started a participatory planning process to develop a 5-year DRR and CCA plan. It mobilised local CSOs, government agencies and other technical specialists, and unlocked access to government-established mechanisms for local and national DRR funds for implementing the plan. Effective participation of all these different actors was possible thanks to positive relationships with the local government, and mutual trust earned over time thanks to previous collaborations. This multi-stakeholder approach increased buy-in and commitment to implement the activities proposed.

The plan included measures to address issues at the household level, but also at the institutional level: it included activities aimed at increasing effectiveness of the City DRR Office, as well as building DRR capacities, introducing inclusive community-based DRR actions at the village level, and closer integration of DRR, CCA and sustainable development elements.

The creation of locally-led structures to oversee and steer the plan's activities was key in ensuring its effective implementation and sustainability: it facilitated communication between LGUs, communities and CSOs.

Close collaboration between LGUs and CSOs led to the realisation from the authorities that CSOs can provide valuable insights into the local situation: once this was clear, LGUs responded more positively to engaging with CSOs.

It was clear from the beginning that such a plan had to be linked to wider planning and policies at the national and international levels. As a result, from its inception it was aligned with national DRR, CCA and development legislation, adhered to the local government's commitments to poverty reduction, and integrated the 4 priorities of the Sendai Framework for DRR.

Learning and adapting from previous successes and challenges is a vital ingredient. A monitoring, evaluation and learning framework, developed 2 years after the plan was created, helped evaluate its effectiveness and improve existing mechanisms to continue the collaboration, allowing stakeholders to be accountable to one another and learn from the experiences of others.

Cadiz and its citizens are now more resilient than ever before, and their efforts have been recognised by the national government, which has upgraded Cadiz's resilience ranking from 114th to 27th among all cities in the Philippines, based on its progress in economic dynamism, government efficiency, infrastructure and resilience.

# SEBERANG PERAI, MALAYSIA

Sea level rise and increasing flood risks have prompted local chefs in the city of Seberang Perai, Malaysia, to come up with a recipe for integrated planning for strengthening sustainability and resilience, alongside humanitarian efforts and disaster response. A delicious mix of partnership-building, coordination among local actors, and creation of a multi-stakeholder strategy for the future of the city.

## KEY INGREDIENTS

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Forge partnerships with local actors to collaborate

### FOCUS ON 'BOUNCING FORWARD'

- Establish a clear vision that is shared by all local actors

Photo credit: Municipal Council of Seberang Perai

Photo credit: Municipal Council of Seberang Perai

Stretching along the coast of Penang state, Seberang Perai is one of the largest cities in Malaysia. The impacts of climate change are more and more visible to the people of this city, which lies at sea level and is subject to flooding due to high tidal waves. Despite its growth and development trends, local authorities still face many limitations in tackling these issues. Extreme weather events such as typhoon Damrey in 2017 have led to a recognition that action needs to be taken.

The municipal council, responsible for the city's governance, decided to take a participatory approach to resilience-building and engaged with different local stakeholder groups in working towards achieving DRR, CCA and development goals (such as becoming a low carbon emission city, an inclusive city, and a 'smart' city, among others). DRR investments were channeled through comprehensive planning, and this policy alignment allowed for the creation of a disaster management plan that filled an existing gap in this legislation between the local and national levels.

Local actors worked together to develop a common strategy for the future of Seberang Perai, which aims to carve a route for it to become a truly sustainable city. This partnership model (the 'Seberang Inclusive Partnership') helped to mainstream the global agendas at the local level and increased citizens' understanding of the need for policy alignment and coherence. Essential in this partnership model is its 'extensive inclusiveness', which includes local groups ranging from the city's citizens and local authorities, to academics, industry owners and other private sector actors, and NGOs.

This participatory vision for the future of Seberang Perai is leading the city to become greener (by improving environmental protection actions), more resilient (through DRR initiatives and transparent inclusive governance), and more competitive (by enhancing local economic development for economic growth at the local level).

# MOHMAND AND BAJAUR, PAKISTAN

This recipe comes from the highlands of Khyber Pakhtunkhwa, in north-west Pakistan, and brings together the distinct flavours of strengthening livelihoods and building resilience among a complex reality of natural hazards, post-conflict challenges and weak governance systems.

## KEY INGREDIENTS

### FOCUS ON 'BOUNCING FORWARD'

- Take a 'landscape approach' to risk and needs assessments
- Strengthen the resilience of livelihood options rather than just restoring or maintaining them

### RESOURCES FOR IMPLEMENTATION

- Build long-term relationships with responsive donors

The districts of Mohmand and Bajaur have been affected by conflict in the region since 2007: the area now hosts a large number of internally displaced populations (IDPs), and national and international organisations have been providing humanitarian and recovery support to the stabilisation of this region for a few years now. Geographic conditions in this area make communities exposed to risks of landslides, flash floods, earthquakes and droughts.

Weak institutional mechanisms at the local and subnational level have hindered the efforts to tackle the challenges of post-conflict recovery and natural hazards effectively. DRR and CCA plans are not effectively implemented, and they do not account for the unique needs of IDPs. In an effort to support the work of the local government, a local NGO, HUJRA (in partnership with the UN World Food Programme (WFP) and the Swiss Agency for Development and Cooperation (SDC)), designed a project to strengthen local resilience in line with the country's development priorities and DRR programmes. HUJRA's long-standing relationship with WFP and SDC was essential to securing the partnership and funding necessary to pursue the project.

Under the framework of the project, a Resilience Working Group was created, comprised of different local actors from both the humanitarian and the development sectors, to share data and information, and for joint planning. Training for disaster and crisis response was an essential activity of the group, which conducted mock drills and simulations for community volunteers to develop their skills.

A critical ingredient in building integrated resilience is the focus on livelihoods and development activities which spans across sectors. The project engaged with the District Forest and Agriculture Department for activities such as community plantation and establishment of nurseries, orchard-raising and reforestation. It also engaged with the District Civil Work Department for activities such as construction of water heads, water channels, and evacuation routes. The District Irrigation Department has also been engaged in some activities related to the construction of protection walls and water harvesting structures. Moreover, an initiative for safer schools was developed with the involvement of the District Education Office, the Civil Defence and Political Administration departments.

This wide partnership was essential for the success of the Resilience Working Group, which now holds joint planning and review sessions with local government officials and local and international NGOs. It also helped mainstream DRR capacities at the community level by implementing an effective CBDRM model in its activities. More broadly, institutional capacities for disaster risk management have been strengthened and are helping the districts become more resilient.

# KITUI AND MAKUENI, KENYA

Local resilience in eastern Kenya is a slow-cooked dish, where legislative change, development of structures and mechanisms, and long-term partnerships are mixed and left to rest for better blending. The result is local climate resilience plans, county-level climate change regulations, community needs prioritisation, and allocation of resources to climate action.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM

- Hold participatory consultations to develop a complete picture of all factors affecting the community

### RESOURCES FOR IMPLEMENTATION

- Build long-term relationships with responsive donors

### STRUCTURES AND REGULATIONS

- Engage with government and other institutions to establish structures and regulations that encourage integrated actions and reporting

Photo credit: Anglican Development Services Eastern (ADSE)

The areas of Kitui and Makueni, in eastern Kenya, are subject to climate change and variability, which create challenges such as reduced rainfall and increased extreme weather events, affecting agriculture and livelihoods. Communities' development is hindered by such challenges, which are not easily addressed by the government, because of inadequate resources (only 27% of climate action projects have received funding from the county so far) and the efforts needed to establish climate change regulations and governance structures: time, trainings and strong engagement of stakeholders, are all essential in the development of effective climate change legislation.

Anglican Development Services Eastern (ADSE) decided to address these challenges and collaborate with the county governments to legislate climate change regulations and establish climate governance policies which prioritise community needs. These policies include better mobilisation of resources for climate action, through the allowed 1% allocation of the county's budget for climate change and adaptation projects. The new legislation also commissioned the development of structures such as the Climate Change Steering Committee, the Fund Board, and Technical and Ward Committees, for devolving decision-making and functioning of the climate change funding.

Local climate vulnerability assessment is the basis for the good functioning of this decision-making mechanism: a multi-sector, integrated approach is employed so that development actors have a reliable structure to mobilise and utilise resources effectively and efficiently.

The great investment in time, efforts to ensure engagement, and training of stakeholders has paid off, and it was a key element in ensuring various actors would be fully mobilised and resources effectively allocated.

ADSE has also accessed seed money from international cooperation agencies for adaptation and resilience-building to complement the 1% allocation from the county's budget. Access to sufficient resources is an essential success factor, and one which ADSE continues to pursue. Among the community projects currently funded for implementation, the Mikuyuni earth dam and the Kwa Kilii sand dam have proven that integrated resilience actions lead to improved agricultural production by compensating for reduced rainfall through irrigation.

Underlying all the CSO's work is a focus on understanding the needs, knowledge and action of local communities.

# TSHANGE, ZIMBABWE

People of Tshange, in Zimbabwe, are bringing to you a two-layered dish of coherent resilience-building, which combines self-help groups with community funding for a perfect balance of collaboration, training and joint resource generation: local-level networks working at their best for enabling integrated action to strengthen local resilience.

Photo credit: Ntengwe for Community Development

Photo credit: Ntengwe for Community Development

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Hold participatory consultations to develop a complete picture of all factors affecting the community

### FOCUS ON 'BOUNCING FORWARD'

- Strengthen the resilience of livelihood options rather than just restoring or maintaining them

### RESOURCES FOR IMPLEMENTATION

- Develop expertise to diversify funding from governments, donor agencies and foundations

### SOCIAL DEMAND AND POLITICAL INFLUENCE

- Address barriers in legislative structures to influence political leadership and accountability

Tshange is a peri-urban area in Zimbabwe, not far from the lush landscape of Victoria Falls. Here, livelihoods depend mostly on rain-fed agriculture and seasonal gardening, mining and tourism. While most working men are active in mining and tourism, women are taking care of the crops and the seasonal products, and are the most affected by the impacts of climate change: climate change is making rainfall more erratic, thus increasing risk of drought and flooding. Other underlying conditions, such as lower socio-economic power and limited access to savings and resources, are driving women towards increased levels of poverty.

The local organisation 'Ntengwe for Community Development' has been working to address these challenges. On the one hand it established a Community Resilience Fund (CRF), which supports women leadership in building networks to advocate for changes in DRR and climate change policies; on the other hand, the development of a self-help group (SHG) supports women's social and economic development. Combining these two structures resulted in local-to-local dialogue among women groups, thus increasing their capacities to interact in the areas of CCA and DRR.

Women engaged in participatory risk mapping and action planning, with involvement of all other groups, including community leaders, practitioners and government officials. This exercise helps the groups leverage local knowledge and gain better understanding of the local implementation of global frameworks for CCA, DRR and sustainable development, as well as the country's National Climate Change Response Strategy. The outcomes of these activities are shared with the local government which is then able to better inform higher levels on local issues.

The programme involves actors at all levels, from local to national. Local actions range from growing drought resistant crops, to workshops on organic fish farming and on pest attacks to arable crops, to awareness-raising on health issues.

The combined structure of CRF and SHG is integrated in different levels of governance. Representatives of various SHGs at the village level work together on issues that matter for the everyday life of their community (e.g. establishing an irrigation garden for climate smart organic horticulture, fishing and chicken-rearing). Sharing of knowledge and skills among different actors at the district and national levels allows for such groups to influence policy-making in areas that expand from CCA and DRR to broader development issues (including agriculture, forestry and environmental management). Partnering with government representatives on DRR policies has resulted in increased resource availability for resilience actions.

A major barrier is that of limited resources due to the economic situation of the country. It has also proved challenging to get policy-makers to actively engage grassroots women leaders in policy-making and action. Limited resources and the reluctance of policy-makers to actively engage with grassroots women are major barriers that Ntengwe continues to address, aiming to create a horizontal and vertical coherence strategy that can finance continued resilience-building.

# CAMARA, BURUNDI

This recipe comes from the green hills of Burundi, and describes how to make a delicious coherence dish with the right mix of external knowledge and expertise, local advocacy, and the use of platforms and networks.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Source and apply external knowledge

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Create spaces to negotiate and reach agreement for coherent action

### SOCIAL DEMAND AND POLITICAL INFLUENCE

- Make local voices heard through advocacy and awareness-raising activities

Photo credit: Association for Reconciliation and Development through English (ARDE)

The people of Camara, in the northern parts of Burundi's capital, Bujumbura, are regularly affected by floods: heavy rainfall is one of the causes, but the poor construction of household water pipes, the location of houses in the low-lying areas along the river, and continuous extraction of sand and pebbles have a key role in intensifying the impact of rainfall.

The link between disaster risk and poor development was very clear for local CSO ARDE, who realised that most members within the community did not have the same understanding of what the causes of these floods are: a common explanation for the destruction brought about by this disaster is that it is a punishment from God. Moreover, limited financial and human resources for flood protection and recovery are driving the population of these areas into increasing poverty.

ARDE understood that knowledge is an essential element for community resilience, and they made it a key ingredient in this recipe. Awareness-raising among community members on the causes of the disaster and its link to bad development practices was one of the activities ARDE carried out, with the use of external knowledge and expertise: a series of community meetings was launched, together with existing groups and structures including the English club, high school groups, and the local women's association.

The meetings were organised to lead to the establishment of a platform for continued dialogue and collaboration for promoting resilience and inclusive development in the community: it included members from different groups in the community, as well as local government representatives. Through the platform's meetings, the community worked together in risk assessments, reforestation and environmental protection activities, as well as trainings on early warnings for flood risk. Some members of the group also focused on researching additional funding to support flood victims, and learning more about actions to promote sustainable development in the area.

Community members participating in the platform were encouraged to work on a joint action plan to address the underlying causes of flooding. Thanks to an increased understanding of the risks, the community was able to exert pressure on local authorities to demand for change in current development practices.

As a result of these activities, there has been an improvement in the delivery of services by the local authorities, and the establishment of mutual support activities for flood prevention and management. Issues related to risk reduction have raised awareness of the population, also influencing the local government's approach towards disaster risk reduction and sustainable development.

# MADINA, NIGER

The desertic region surrounding Madina, in Niger, did not stop its community members from creating a tasty dish of early warning systems and community-led DRR mapping that increases resilient livelihoods and coherent development in the area.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Hold participatory consultations to develop a complete picture of all factors affecting the community

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Participate in networks to share learning and unite in advocacy for change
- Create spaces to negotiate and reach agreement for coherent action

### FOCUS ON 'BOUNCING FORWARD'

- Strengthen the resilience of livelihood options rather than just restoring or maintaining them

### STRUCTURES AND REGULATIONS

- Encourage local organisations to lead in the planning of actions and in coordinating their implementation

Community members in Madina, in the Sahel region of Niger, are mostly farmers who rely on rainfall for agriculture. Recurrent droughts affecting the region, once known as Niger's 'bread basket', have led to crop failure, hunger, poverty and malnutrition: all of this has triggered a wave of youth emigration which resulted in a loss of labour force in the community. Moreover, climate change is increasingly affecting extreme weather conditions, leading to occasional flooding and land degradation.

Building resilience in a coherent way is crucial for improving the wellbeing of Madina, and ensuring that development efforts are sustained over time. The BRACED/SUR1M project was established to support the organisation of community-managed early warning and DRR groups. For the effective functioning of the local early warning system (EWS), local knowledge was an essential feature in the development of alerts and response plans: threats information is derived from household-collected vulnerability data, which is sent to the local municipality for integration into the institutional EWS. The community DRR group focuses on DRR and climate change adaptation activities, ranging from the identification of drought resistant crops, soil erosion control measures, trainings on conservation farming, and road safety actions: the holistic approach that the group took in addressing its risks and threats was driven by the need to focus on building resilient livelihoods. They develop participatory action plans, which are shared within the village and with community members who migrated away, in search of their financial support.

The early warning group is composed of individuals from Madina and five other neighbouring villages, and gathers monthly to share information about the risk status in the vulnerable sectors identified (food security, livestock health, market prices, etc). Thanks to the inclusion of a wide range of stakeholders who are all collaborating within this group, this community structure has been embedded in the institutional structure of the government: information is sent to the local authorities, who then send it up to the national early warning structure, for information and action.

These community groups have been established within the BRACED project, but their ownership has been fully passed on to community members: local ownership is a key element to maintain participation and engagement in the implementation of the action plan. Collaboration with the various stakeholders has been a challenge, especially in relation to the inclusion of local government representatives; however, continued efforts to broaden collaboration are vital to the maintenance of the community groups.

# 12 SUB-REGIONS, PERU

Communities all around Peru present to you 'GRIDES', a recipe for resilience-building at the local and sub-national levels that promotes integration and decentralisation of DRR and CCA. Building on a solid basis of understanding of local realities and creation of strong partnerships, GRIDES are perfect for formulating community-level policies and plans, and influencing national-level legislation on DRR.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Hold participatory consultations to develop a complete picture of all factors affecting the community

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Forge partnerships with local actors to collaborate

### SOCIAL DEMAND AND POLITICAL INFLUENCE

- Make local voices heard through advocacy and awareness-raising activities

In a country where 70% of the population lives along the coast, and where earthquakes, floods and avalanches are an almost daily business, effective DRR policies are essential. Integrating these with broader development policies is even more essential if only about 30% of the same population has access to well-built housing; the rest of the people live in informal settlements, whose fragility adds to this already dangerous picture.

The devastating impact of the 2007 earthquake led to public debates and initiatives to improve disaster prevention policies that were not the focus of the Peruvian national legislation, which addressed mostly preparedness and response. That is when existing DRR and CCA networks, locally known as GRIDES (groups promoting risk management and climate change adaptation), started to expand their functions. GRIDES include LGUs, NGOs, academics, community leaders and unions: different types of actors, covering a wide range of knowledge and expertise. Initially set up by an NGO group, they gained recognition and were quickly scaled out to many localities around Peru.

GRIDES started being active in advocacy, participatory research, and peer learning: several groups decided to join forces and created a National Roundtable to fight poverty, which engaged in various initiatives to address development challenges and supported the creation of national policies to address DRR, CCA and inclusive and participatory governance.

One key element of such groups is their flexibility, which allowed each GRIDES to adapt to the different local contexts. While being primarily networks for influencing policies, in certain regions they took up the role of advisory groups to regional governments; in others they worked to promote involvement of people's organisations, mobilising them and using community consultations to develop community-based DRM plans.

As the groups continue to grow, more and more civil society networks and institutions join them. There are now GRIDES in 12 sub-regions where more than 200 institutions have been participating. Many of them are often convened by the national Congress to contribute to laws and development policies, or to discuss issues related to environmental protection and risk management.

The persistence and commitment of the GRIDES groups has led them to expand from their original role in training, developing roles in influencing national policy as well as strengthening decentralised DRM governance, local mobilisation and broad partnerships between communities, civil society, academia and government.

# SANTIAGO, CHILE

This partnerships-based recipe comes from the Andean country of Chile, where people have to deal with climate change and natural hazards in a geographically challenging environment. Here you will find a recipe for strengthening municipal governance for DRR and climate change as they do it in Santiago, Chile's capital.

## KEY INGREDIENTS

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Forge partnerships with local actors to collaborate
- Create spaces to negotiate and reach agreement for coherent action

### SOCIAL DEMAND AND POLITICAL INFLUENCE

- Address barriers in legislative structures to influence political leadership and accountability

Photo credit: ADAPT Chile

Chile's geography poses serious threats to the country's population, who deals with recurring risks from natural hazards. Considering that climate change is increasing the levels of threats, strengthening the resilience of local communities to ensure their sustainable development becomes essential. In a country that stretched over 4000 km north to south, decentralised responsibilities for DRR are fundamental, and municipalities are the primary institutions in responding to disasters and working directly with local communities on disaster prevention.

While the municipality's focus has mostly been on disaster response, a project designed by ADAPT Chile and the University of Chile aimed to shift local institutions' focus towards resilience. Many municipalities are beginning to work on prevention, preparedness and recovery, but stronger links are needed between the national and local scales for effective implementation.

Funded by the Canadian Local Initiatives Fund, the project worked to strengthen municipal management by providing technical information to the local institutions in the Santiago and Los Lagos regions, and improving relationships between different institutions locally and nationally to create synergies to enhance preparation and response to climate threats.

To better influence policy-making, the project focused on creating institutional frameworks that would contribute to the discussions around the National Emergency and Civil Protection bill: semi-structured interviews and group discussions with municipal actors, academics, regional governments and CSOs were the basis for developing this framework which was shared with the national Congress's Climate Change Group. At the same time, actors were brought together at the local level to strengthen local risk management through science-policy-community dialogues, which acted as channels for communication and cooperation between various stakeholders. Their open and participatory nature fostered the creation of collaborative proposals for actions for local DRM based on local culture, values and needs.

Thanks to the coordination and partnerships built, municipalities around the country created the Chilean Network of Municipalities for Climate Action, which managed to mainstream DRR as a central issue in many local governments. DRR and CCA are now much better integrated in local plans, and municipalities are taking responsibility in integrating risk consideration into their local climate action plans: participatory strategic planning is used, to provide an overall framework for climate action and vulnerability reduction.

Participation of all actors relevant to DRR and climate change both at the local and national levels resulted in a rich dialogue and facilitated exchange of essential knowledge and information, strengthening risk management institutionality and improving municipal capacities. This wide engagement of national and local actors, reflecting on both progress and gaps to be addressed in increasing local resilience and adaptive capacity, was a key success factor in strengthening local and national resilience.

# ESCUINTLA, GUATEMALA

This recipe comes from the south central region of Guatemala, where volcanoes dominate the landscape. It is the perfect blend of disaster response and actions for economic development, mixed with communities' involvement and collaboration among all sectors of society. It is a recipe for disaster recovery with an eye for policy integration and long-term solutions.

## KEY INGREDIENTS

### MAKING USE OF LOCAL WISDOM AND EXTERNAL KNOWLEDGE

- Participatory monitoring and evaluation to improve action and ensure accountability to communities

### PARTNERSHIPS, PLATFORMS AND NETWORKS

- Forge partnerships with local actors to collaborate

### FOCUS ON 'BOUNCING FORWARD'

- Establish a clear vision that is shared by all local actors

### STRUCTURES AND REGULATIONS

- Develop an understanding of and strengthen relationships with local government structures


Photo credit: COCIGER

On June 3rd 2018, people in Guatemala were hit with the news that Volcan del Fuego had started erupting. Despite the warnings and the preparations, the disaster caused the loss of more than 300 lives, and affected thousands of households in three different departments. More than 10,000 people were evacuated to hotels and accommodation in the cities of Escuintla and Alotenango.

A group of local organisations took on the challenge of responding to the emergency in an integrated way, by designing solutions that would have a long-lasting impact on the population affected. They focused on the community of La Trinidad, in the department of Escuintla. They started by gathering community members, local authorities, education institutions, businesses and other local actors and discussed with them what actions to take and how to implement them.

The group decided to focus recovery efforts on actions that would boost the local economy in a short time: local NGOs partnered with professional institutes, businesses and local authorities to provide trainings on professional skills (such as cooking, carpentry, hair cutting) for the affected populations, who were forced to move from their rural setting to urban areas. Men, women and youth were part of these trainings, and special arrangements were made to ensure that women with young children were in the condition to fully attend the trainings: a daycare space was set up under the coordination of a psychologist who supported children coping with the trauma.

Each actor involved in the project contributed its own knowledge and expertise: for example, businesses and professional schools provided the expert trainers, and the local government supported the implementation of the activities by contributing resources. This resulted in stronger partnerships among the different local actors, and a clear shared strategy for action.

Within three months from the start of the project, community members were able to integrate into the local economy and had started gaining an income thanks to the new skills acquired through the training programme.

The disaster caused by the volcanic eruption highlighted the gap between local and national capacities. The ability of institutional actors to respond effectively was not fully linked to the needs and the realities of the affected communities at the local level. This project was an opportunity for government and civil society to recognise the value of each one, and the unique roles of CSOs and local leaders in developing disaster response and recovery strategies that put individuals and households at the centre.

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