



The Netherlands
Red Cross

Annual Report 2016

Status and progress

Summary report and general observations

Strategic Partnership

Dialogue and Dissent 2016-2020

Netherlands Red Cross / Partners for Resilience



Contents

1	Introduction	2
2	Context	2
3	Theory of Change	4
4	Results in 2016	5
	4.1 Country level results	5
	4.2 Regional level results	11
	4.3 Global level results	12
5	Collaboration with the Netherlands government	13

Photo at front cover:

A women speaks at a meeting of the Disaster Risk Reduction Committee in the village of Bulesa in Kenya

1 Introduction

Partners for Resilience (PfR) entered into a strategic partnership with the Netherlands government in 2016. The partnership's focus is on promoting the application of Integrated Risk Management (IRM) by stake-holders (governments, private sector, institutions and others) in policies, investments and practices. Although representing a shift from community-work to dialogues, PfR's work is a continuation of its prior work as a partnership – supported largely by the Netherlands government from 2011-2015.

While the topic and the ultimate aim remained unchanged – making communities resilient in the face of increased disaster risks – the shift implied a considerable investment in time and resources, certainly in the first year, to lay a solid foundation for the future work. This implies that much of the work in 2016 concentrated on agreeing on the organisational and programmatic foundations (Theory of Change, management and governance structure, monitoring frameworks) and on the key issues that were to be developed into dialogue trajectories, plus mapping of needed and available capacities. The latter two (dialogues and capacities) were further developed into work plans with aims and activities. All this implies that, while many activities have taken place and many outputs have been achieved, concrete outcomes in terms of changed behaviour of stakeholders, are still scarce – although some notable successes have been achieved.

This status and progress section highlights some of these achievements, and puts them in the context of the efforts that have been taken to start-up the programme, and of internal and external developments.

2 Context

Complementing roles of PfR partners | The varied background of the partners is a crucial factor to PfR's ability to hold successful dialogues. PfR represents a mix of organisations that bring different traits to the partnership. *CARE Nederland* and *Cordaid* select partners that traditionally have a long experience in community work in their respective fields. These partners are familiar with the role of organisations that sit in-between governments and private sector and communities, and that represent the voice of vulnerable and marginalised groups. The engagement both organisations with the work of the partners is even stronger due to the fact that in all/many places CARE / Cordaid offices are also direct implementers of the programme. The structure of *Wetlands International* leans more to the direct implementation; only in a few countries it contracts (additional) partners. Moreover their membership base includes governments, which puts them in a slightly different position (especially in India and Kenya) vis-à-vis these key stakeholders. This is even more the case for the *Netherlands Red Cross* and the *Red Cross Red Crescent Climate Centre*, for whom, through prevailing working modalities, national Red Cross and Red Crescent societies are their natural and exclusive partner. Moreover these National Societies are established by national law and hold a formal auxiliary status towards their governments, which provides them, and consequently PfR, with a unique opportunity of having almost direct access to governments. To complement this, all partners are member of international networks (like CARE International, Caritas, IFRC) on which they can rely for expertise and support, but for whom they also act as pioneers in the field of IRM.

Space for civil society | Given the above backgrounds and potential for access, the partnership can leverage its complementarity in terms of structure and access (as well as expertise) in optimising their role as member of civil society in the countries where the programme is being implemented. While being well connected to communities and having the ability to capture and channel their concerns, they are also entrusted counterparts of governments, based on their track record and legally embedded roles. It is therefore that, as an alliance, PfR encounters few obstacles in gaining access to either side. Proof-of-point is the fact that in several countries members of PfR have been invited as member of their government's delegation at international conferences (see for example par 4.1 for Mali).

The focus of PfR's work – Integrated Risk Management – is a topic that is generally not contested. The need and desire to reduce vulnerability does not directly run in to social or cultural barriers (although patterns of vulnerability may be socially constructed), and is generally well received by all stakeholders. Governments have even made commitments to address disaster risks, by signing international agreements. PfR provides much-valued expertise and support for the translation of these international agreements into national policies and the application in (local) investments and practices.

Where there are social barriers, like regarding the role of women in holding shared responsibility in addressing disaster risks, PfR can draw on its experience and expertise to accommodate and appease differing views. In a similar manner, PfR strives to ensure inclusion of marginalised groups, as often these groups face particular challenges in relation to disaster risks.

In the meantime in some countries where PfR is active there are serious concerns regarding the shrinking space for civil society. (as presented for example in reviews of CIVICUS¹: obstructed, repressed or even closed). PfR is confronted with this in some countries:

- *Ethiopia* – government of Ethiopia requires that civil society organisations focus predominantly on 'traditional' community work: at least 70% of programme funding should be spent at this, while the remaining 30% can be on issues like capacity building, management support or other areas. For the new PfR programme this has resulted in a deadlock: since, per agreement with the Netherlands government, the programme's funding is not to be spent on community work, the Ethiopia government has not approved CARE and Cordaid to start implementing its proposed activities – the Red Cross, due to its special status, is exempted from this. Discussions on alternatives are on-going.
- *South Sudan* – the country is chronically insecure, and violence has severely obstructed the in-country development implementation of the programme. From July 2016 onward partners have not been able to make substantial progress, and only in 2017 discussions have resumed, including with the government, albeit considered by many as unstable.
- *Uganda* - The government in 2016 enacted the NGO act, which is being followed-up by a new NGO law. While providing opportunities for consultation, many NSOs at the same time notice lengthy processes for project registration, and are weary for possible government interference (especially at district level) in project design. Although no direct obstacle for PfR it may provide a challenge when seeking to implement activities apart from (but in the context of) PfR.

One area where PfR foresees possible obstructions from stakeholders is in relation to private sector activities, notably mining and resource extraction, where vested (political and monetary-based) interests may stand in the way of results, even of dialogues itself. PfR is well aware of this, and operates carefully.

¹ For civil society monitor see CIVICUS' world map at <https://monitor.civicus.org>, and for the civil society monitor (including trends) see http://www.civicus.org/images/documents/SOCS2016/summaries/State-of-Civil-Society-Report-2016_Exec-Summary.pdf

Here the engagement of the Netherlands embassy may be beneficial, having access to different key stakeholders.

It is worth to note that, due to the auxiliary role of the Red Cross in each of the countries where PfR operates, partners in general are careful to publicly present views that may put them at direct odds with governments. Rather they address the issues through humanitarian diplomacy, in ways that ensures their access to all stakeholders without compromising this Red Cross role and jeopardising progress also in other domains.

Finally the funding framework, with new conditions and expectations, implicit as well as explicit, required much discussion at and between all levels of PfR, as well as with the Ministry of Foreign Affairs, in order to reach clarification on a myriad of issues in relation to implementation and accountability.

3 Theory of Change

The application of a Theory of Change marks a significant shift in the way of working of many, if not all, partners in PfR. Where log-frames defined the *modus operandus* and were the basis for accountability, the new programme puts more emphasis on contribution and attribution to outcomes, and on analysing processes and the effectiveness of actions. Moreover the pursuing of dialogues places partners in a field of activities that until now were conducted 'at the back of' community-work, rather than as a stand-alone programme.

To make partners familiar with the programme's approach, a thorough inception process was conducted. The first half of 2016 was spent on workshops, both in The Hague and at country level, to discuss the Theory of Change and make it relevant to the national context. The domains and desired outcomes (and ultimate impact) set the direction for agreeing on potential trajectories to discuss IRM with identified stakeholders. Subsequently so-called Dialogue Capacity Frameworks (DCFs) were developed, where the key capabilities were agreed that are necessary for dialogues. These categories were classified at different levels (for individual staff, individual PfR organisations, PfR collectively, and related non-PfR civil society organisations), ranging from 'well-developed' to 'in need for support'. These classifications then formed the basis for targeted interventions to build capacities. Although PfR reaches out to other CSOs, its focus for Capacity Strengthening has so far been its own implementing partners. Its gradual extension to non-PfR organisations active in IRM (-related fields) is foreseen at a later stage in the programme.

As for the outcomes of the dialogue trajectories, a PME system was developed. It presents a ladder with various steps (see box). The bottom steps pertain to milestones: necessary steps that need to be taken to engage with and mobilise stakeholders. Outcomes are achieved when targeted stakeholders show a change in behaviour (do something different). The top level of the ladder is reached when the intended aims have indeed been achieved: improved laws, investments, and practices. (It should be noted that this PME system was finalised only in

Outcome indicators		
ultimate goal	5	Dialogue capacity Civil society argues strongly for IRM mainstreaming in policies, for risk-informed investments, and for upscaling of IRM practices
outcomes	4	Partners are able to mobilise local civil society to argue for IRM mainstreaming in laws, risk-informed investments, and good IRM practice
	3	Partners show organisational commitment to argue for IRM mainstreaming in laws, risk-informed investments, and good IRM practice
milestones	2	Partners have IRM knowledge and capacity for argue for IRM in their field of work in their respective domains
	1	Partners have IRM knowledge but no capacity to argue for IRM in their field of work in their respective domains
	0	Partners have no capacity to argue for IRM in their field of work in their respective domains
		Dialogues Policies have IRM mainstreamed, Investments are IRM-informed, Practices are based on IRM principles
		key stakeholders are actively engaged in their respective domains
		key stakeholders are have moderate engagement, or are (planning to be) engaged in the respective domains
		key stakeholders are open to support or implement IRM in the field of work in the different domains
		key stakeholders are aware of the benefits of IRM in their field of work in the different domains
		key stakeholders are unaware of the benefits of IRM in their field of work in the different domains

Partners = PfR contracted partners (sphere of control)
Civil Society = broader IRM-oriented organisations with which PfR collaborates (sphere of influence)

2017, and was first applied during the workshops that were organised in relation to the 2016 reporting.)

Also for the interventions in the field of Capacity Strengthening (CS) the results are being expressed as a step on the ladder.

At the inception workshop the partners agreed on which evidence was needed to enable effective dialogues. This evidence partly comes from prior experience (in the first PfR programme or in other programmes) and partly from to-be-conducted studies and to-be-developed material.

Finally the workshops were important for organisational structures and operational agreements, and for support of senior management of all partner organisations. In many cases the Netherlands embassy has been an active partner in this process, albeit at different levels of intensity, providing valuable input and agreeing on its specific role.

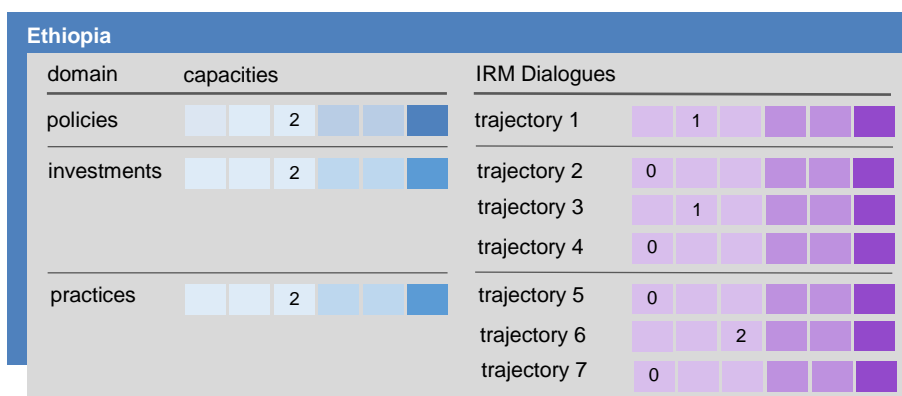
All proposals, including the corresponding budgets, were included in the programme document² (September 2016) that was shared with the Netherlands Ministry of Foreign Affairs (MoFA). Although late in the year, many activities had already started.

4 Results in 2016

The activities that started on basis of agreed programmes yielded substantial results. In many cases they reflect first steps on the ‘outcome ladders’ (see par 3), while in several cases some change of stakeholders can already be noticed. The indicated number represents the achieved level.

4.1 Country level results

Ethiopia | The present socio-political context provides challenges for PfR. Protests left properties of foreign investors heavily damaged in Oromia region. This renders the investment issue, the focus of several of PfR’s dialogues, sensitive. Moreover, Ethiopia is currently experiencing a serious drought, in which many people let their short-term needs prevail over longer-term interventions. Finally the government of Ethiopia has halted approval for the proposed PfR plans of Cordaid, CARE Nederland: at this stage they cannot meet the so-called 30-70% rule, demanding a minimum of 70% of the budget spent on direct support.



In spite of this, the PfR team Ethiopia refined its programme and started with activities in the field of capacity strengthening and selected dialogues. Through specific learning events, knowledge and capacity of PfR partners was enhanced on several specifically targeted topics.

At the national level, the Ethiopia government reconfirmed its commitment to align policies with the Sendai Framework. Furthermore, The Ethiopian Meteorological Agency endorsed PfR’s proposal to hold

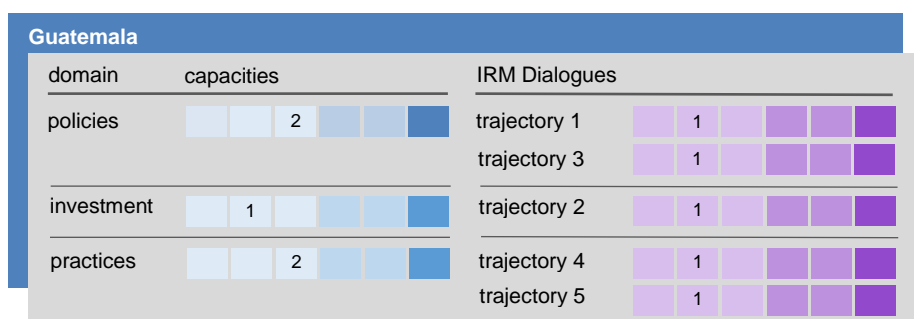
² The inception report is available at the PfR website: <http://www.partnersforresilience.nl/en/about-us/annual-report>

seasonal conferences for climate information producers and users. At the regional level the Afar government has committed to integrate IRM in the regional DRM strategy, while in the Amhara region PfR established a working group that will be involved in the development of the regional DRM strategy.

Partners are strengthening PfR's evidence base with a mapping of public and private large-scale investments notably for the Central Rift Valley. For the investment domain PfR is collecting cases about the use of climate information for early warning/early action, with experience and examples from the Netherlands government-supported Chronic Crises programme. Also it worked on the knowledge agenda on water-related sustainability of the Ziway-Shalla sub-basin. Finally, based on the first PfR programme, a case story was produced on how the diversion of a river in Dewe Afar improved livelihoods.

PfR agreed with the embassy on a Terms of Reference and Cooperation Framework on how to engage with Dutch stakeholders regarding trade missions, access to Netherlands-based (potential) business investors; advise to investors to include IRM in their business plans, food security projects, and other development projects supported by the Netherlands government.

Guatemala | There are no substantial changes in the overall context, though related to the selected trajectories some issues have become clearer, for which some adaptations have been made to the original plan. This mainly relates to the stakeholders: more focus is applied in order to better target the most relevant stakeholders. The trajectories focus on regional, national and local level. For the latter, municipalities are selected on basis of access and capacity of the partners.



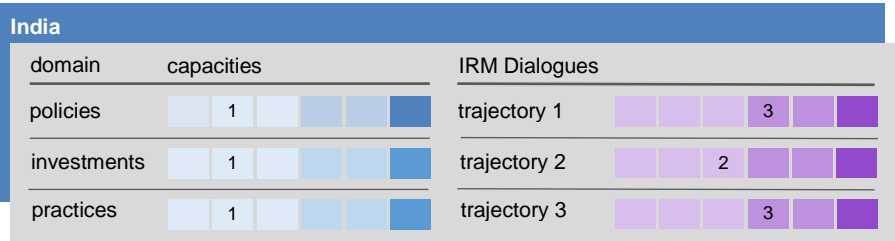
The focus of capacity strengthening was predominantly on three categories (collaboration, knowledge and information, mobilisation) based on opportunities that presented themselves and immediate needs identified during the programme's start-up; in consecutive years, specific needs for the trajectories and related gaps in capacity will form the basis for CS planning.

Following a change of government, PfR ensured continued commitment of the Guatemala government institutions that are party to the Inter-Institutional Strategic Agenda, agreed already under the previous PfR programme,

Following its decision to include the IRM approach in its Municipal Development Plans for Guatemala, SEGEPLAN invited PfR advise on ensuring that planned investments are risk informed. One of the trajectories specifically aims at the empowerment of women and has a further focus on indigenous women and livelihoods. Related to this, OCHA has expressed its interest to further work on inclusion of gender equality perspectives and women's human rights in humanitarian action.

Haiti | Hurricane Mathew struck parts of the country in early October 2016. Assessments for the PfR programme were halted, as the Haiti Red Cross prioritised its disaster response over any other activity. At the time, trajectories were sketched-out and a mapping of stakeholders was done, but the further shaping-up of activity plans were postponed to early 2017.

India | Over recent years the India government has put policies and structures for Disaster Management in place at national, state and district levels. However, weak inter-sectoral linkages and limited integration of climate and ecosystem considerations in risk reduction and development programmes have limited the impact of the established authorities. Moreover there remains a need to strengthen the latter's preparedness and risk reduction efforts.



The strong cooperation with the above authorities is crucial to ensure the improvement of policies, and more importantly for the translation into local practices. Due also to PfR's engagement under the previous programme, IRM is now on the agenda of the above disaster authorities, and is the focus of many local communities. PfR supports the National Disaster Management Authorities in improving their disaster policies. In the meantime, local organisations, notably PfR partners, have been invited by the local government to assist in the translation of the policies into local and District Disaster Management Plans.

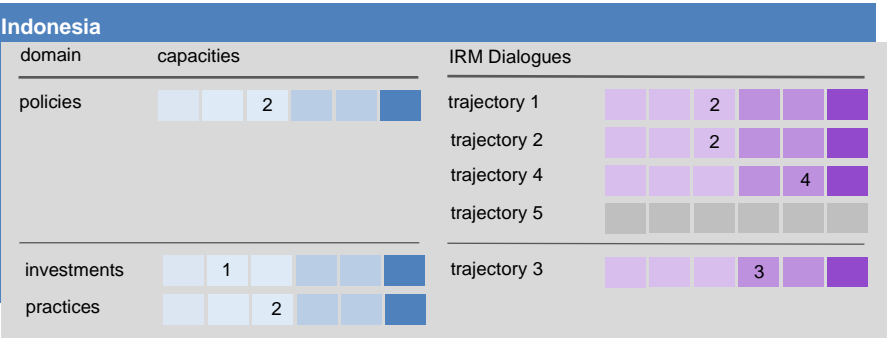
Capacity Strengthening efforts mainly focussed on increased knowledge on IRM, for which the team developed and used new training modules. Another important focus was on improving abilities to leverage financial and other resources that are already allocated under on-going development schemes of the government to implement recommended actions rather than generating new financial flows.

Evidence comes largely from results of the previous PfR programme: examples are now being used for dialogue with the government at different levels.

PfR India has adopted gender and social inclusion as a strategy for programme implementation. To this effect a sub-component of the training module on the basic concepts of IRM focuses on 'Gender and Social Inclusion'. Furthermore, partners Caritas India and Kalvi Kendra have an organisational mandate to work with the most marginalised sections of communities and build their resilience. Similarly, HARC and UNNATI work with women Self Help Groups to develop their livelihood skills.

The Netherlands Embassy in India is primarily a trade mission, and focus of PfR's engagements is merely on providing updates.

Indonesia | The political context in Indonesia remains volatile, with elections at various levels early 2017 that may lead to changes in government, and possibly in policy directions and related budgets relevant to PfR's programme. Also, with often-changing government organisations and regulations also in non-election times, PfR needs to remain vigilant. At the same time however the variable institutional environment also offers opportunities.



The DCF was refined in several steps in 2016, with much attention for the baseline scores. Further focus has been on strengthening the capacity of the implementing partners themselves, notably on topics related to 'collaboration' and 'knowledge and information', two areas that were broadly identified as in need of more attention. Besides these, capacity has been strengthened in dealing with social media, and improving support of partners' leadership for the PfR programme.

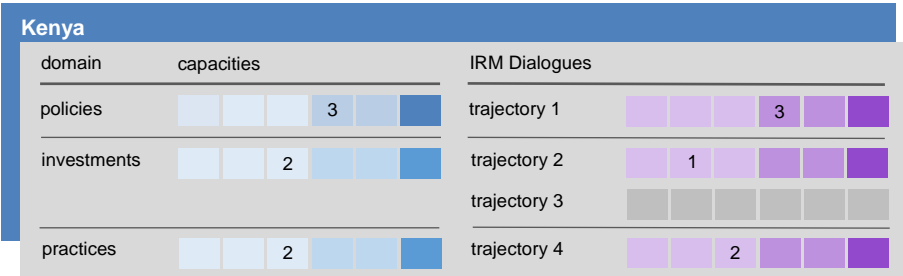
The partners have participated in a great number of meetings with government institutions, testimony to the good relationships established under the previous PfR programme, now being strengthened further. Targeted dialogues have commenced and several initial results can already be observed.

The IRM dialogue trajectories have made use of existing evidence, partly from the first phase of the PfR programme. PfR has also developed documents in support of its watershed approach, as well as documentation of increased income of an IRM-supported community in Rusunawa Marunda.

A dedicated gender focal point has been recruited to support PfR partners. The role is to develop guidelines and policy, and strengthen the programme’s focus on gender, equality and inclusiveness.

Representatives of the embassy attended part of the inception workshop, where they engaged in discussions on how PfR could best reach the intended results for the agreed trajectories. They also attended the formal launch of the Strategic Partnership programme in November. Moving to implementation, it is anticipated that embassy representatives will play a role in participating in a number of relevant high-level meetings with government and parliamentarians, when required. Particular focus is on the Netherlands Water Platform in Indonesia. Finally PfR Indonesia, together with PfR staff from HQ, was also involved in the high-level trade mission from the Netherlands in November. A PfR Steering Group member participated in the mission.

Kenya | Scheduled for 2017, the upcoming general elections urged PfR to include county technical staff to ensure continuity in dialogues and have good advocates when new county governments take over. Furthermore, the current drought situation and conflict and insecurity that occasionally flare up affect community engagement in dialogues as well as the focus of media, donors and government. Moreover, partners experience a diminishing space for civil society, especially in terms of financial resources to fund community activities.



The Dialogue Capacity Framework was developed and used by the PfR partners (individually and jointly) to target activities. At network level PfR Kenya focussed on Learning and adaptive capacity, External communication, and Capacity to negotiate. Knowledge and information will feature prominently in the 2017 capacity strengthening plan, as well as improved technical knowledge re. IRM. Finally PfR contributed to increased capacity of the Water Resource Users Associations (WRUA) network of the Ewaso Nyiro River Basin, an external partner.

PfR Kenya promotes inclusion of IRM in both county and national level disaster management policy, through participation in various forums and reviews of DRM policies and legislations. At county level PfR contributes to building capacity of several governments to develop and revise DRM policies, and lobby for allocation of DRM resources. Finally, PfR Kenya developed a policy brief and contributed to a video documentary regarding the mega dam in Isiolo, highlighting gaps in compliance to the Environment Act.

At national level PfR conducted reviews and facilitated meetings for the Kenya Climate Change Working Group, a multi-stakeholder forum on climate change and climate justice. PfR also participated in the NDMA’s Ending Drought Emergencies initiative, and in sessions in relation to the National Adaptation Plans (NAP). The launch of the Economics of Ecosystems and Biodiversity (TEEB) report has been greatly instrumental, as well as the participation in the Africa DRR Platform in Mauritius, and the COP22 in Marrakesh. Contacts were established with the Kenya Private Sector Alliance (KEPSA) and the National Environmental Management Authorities (NEMA). PfR Kenya also contributed to the

development of a digital map with information on private sector operations and planned investments in main landscapes in Kenya.

To promote gender equality PfR ensured that women engaged in a WRUA training, and that their concerns are considered in the resulting action plan.

Strategic partnership meetings with representatives from the Netherlands embassy at senior management level. PfR partners regularly share information on county-level initiatives. Since the embassy's geographical focus is different than PfR's working areas, finding synergy in joint planning and implementation / collaboration appears challenging. Moreover, with the embassy's increased focus on trade, its promotion of opportunities for civil society's engagement in policy dialogues seems to reduce.

Mali | The Mali government is open to CSO engagement in dialogues on improvements of legislation. At the same time it is acknowledged that civil society's ability to take-on a critical role appears weak. Yet, the vast networks of CSOs active in the field of IRM have established credibility and legitimacy towards public authorities, to which PfR contributed and from which it benefits.

Mali										
domain	capacities					IRM Dialogues				
all		1				trajectory 1		2		
all		1				trajectory 2			4	
all			2			trajectory 3		2		

As for Capacity Strengthening the PfR Mali team specifically focussed on three categories identified in the DCF: Learning and adaptive capacity, Capacity to mobilise, and Capacity to facilitate.

In contrast to other country programmes of PfR, each of the (three) Dialogue trajectories in Mali reflect a combination of approaches:

- ensuring a better enforcement water and land policies in the IRM perspective
- improved control and 'citizen watch' on IRM and land/water management
- integration by local authorities of IRM in planning and funding (catering to the needs of local communities for water and land)
- integration of IRM principles in risk reduction strategies and climate related disasters

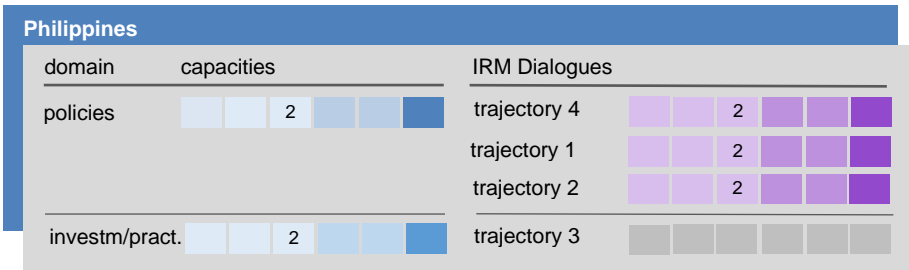
Each trajectory relates to all three domains, with specific sub-objectives. First steps have been taken, and much emphasis has been on developing strong evidence to support the dialogues, like articles, other published research, and movies and documentaries.

PfR joined the Mali government in preparing for the Africa governmental meeting on Disaster Risk Reduction in November 2016 (Mauritius), and was member of the delegation. Furthermore the government's national focal point for DRR committed to take IRM into account in the National Strategy for DRR. PfR contributed to this by providing an assessment of the Sendai framework for Mali.

In relation to gender it can be noticed that one of PfR's Dialogue trajectories focuses specifically on the development of local policies and mechanisms that secure the access of vulnerable groups (farmers, fishermen, women, youth) to land, which are strategic areas during dry times of crisis and flooding (refuge sites, fisheries and pastoralist corridors).

Collaboration with the Netherlands embassy in Bamako focused on identifying synergies between all Strategic Partnerships that are supported through the same framework as PfR, especially those active in the Mopti region. This became manifest by a mapping of planned aims and actions.

Philippines I The Philippine context is generally favourable for CSOs to participate in local decision making. The compartmentalised funding and limited integration between government agencies remains a challenge, and to a large extent also sets the agenda for PfR interventions.



Upon introduction of the Dialogue Capacity Framework several of the PfR organisations have mapped their capacities for the agreed categories. Completion (and revision) is foreseen at the Planning workshop mid-2017. Still, a number activities that contribute to capacity strengthening have been undertaken. Efforts contributed, in various degrees, to Resources, Leadership decision-making, Collaboration, Learning capacity, Ability to relate to the external environment, and Mobilising capacity towards constituency groups.

After the inception period the partners embarked on three of the four identified IRM Dialogue trajectories, with the fourth so far mainly in its preparatory phase. Partners actively engaged in the process for amending the National Disaster Risk Reduction and Management law. PfR partners have also promoted IRM with other organisations for their replication. It has set-up a Technical Working Group to this effect that has been instrumental, and in several communities concrete IRM actions have been taken. Simultaneously PfR works at the national level to develop planning guidelines.

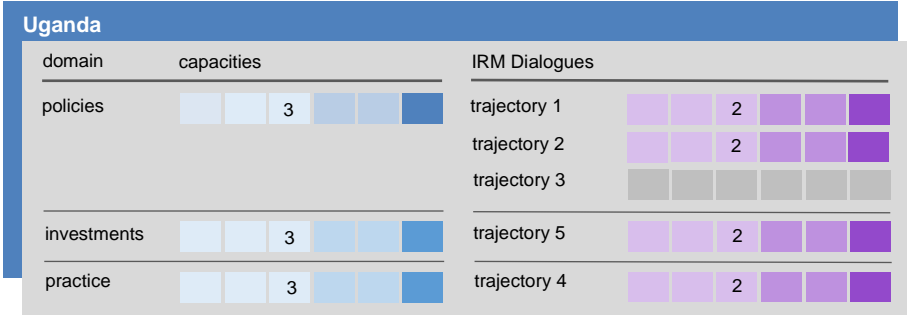
At local level PfR partners have engaged with a great number of authorities and government institutions, and provided training to several of them – introducing and sensitisation of IRM. Where prior contacts had already been established, like with the National Commission on Indigenous People, PfR further built on this, demonstrating results of the previous PfR programme. Finally, as a result of PfR’s engagement in several technical meetings, the national Department of Finance has agreed to include Forecast-based Financing and IRM in its national Disaster Risk Financing and Insurance Strategy.

PfR stimulated the active participation of women in IRM practices, which has helped to strengthen their livelihoods, including food security and income generation. Finally the Local Climate Change Action Plan process, to which PfR contributed, ensures that gender concerns are well integrated into IRM approaches in IEC materials and key messages,

There has been significant engagement with the Netherlands throughout 2016, both in the inception phase and in first steps of implementation. A memorable initiative was the Interactive DRR Lecture organised by the embassy in conjunction with the Netherlands Trade Mission visit to the Philippines, which was followed-on by PfR engagement with Dutch company, Hydorock, and Philippine water and wastewater solutions provider, Maynilad Water Services. Additionally, the presence of the Ambassador at the PfR launch facilitated discussion between the Philippine Red Cross leadership, the Ambassador, the Office of Civil Defence representative, and Unilever, laying a foundation for future IRM dialogues.

South Sudan I Due to violence that flared up mid-2016, partners had to terminate their inception activities. At a first workshop in Juba, PfR together with several Ministries, conducted a first mapping of relevant issues in relation to IRM, and explored key stakeholders. Also they discussed ways to conduct a mapping of capacities to pursue effective dialogues, within their own organisations as well as in the wider IRM community in South Sudan. Since the situation has calmed early 2017, the inception phase has continued. It is foreseen that activities for the new PfR programme (pursuing dialogues, strengthening capacities, and documenting evidence) will commence mid-2017, and that first results will be presented in the next Annual Report.

Uganda | With the new Disaster Preparedness Policy in place PfR partners have taken efforts to ensure that risk reduction (notably by means of IRM) remains on the government’s radar. For this, but also for other policy-related interventions, PfR needs to operate not only at national but also at local levels due to the decentralised government structure.



The Uganda government in 2016 enacted the NGO act, which is being followed-up by a new NGO law. While providing opportunities for consultation, many NSOs at the same time notice lengthy processes for project registration, and are weary for possible government interference (especially at district level) in project design. On a positive note increased attention from the Office of the Prime Minister on Risk Financing and the continuation of the Northern Uganda Social Action Fund open new opportunities to promote IRM.

The DCF as developed by the Uganda country team is leading the CS activities. The PfR Uganda team focused in 2016 on Learning and adaptive capacity, Ability to relate to external environment, Knowledge and information capacity, and Collaboration.

Additional to regional focus in north-east and east Uganda, emphasis on the national parliament (esp. the Commissions on Climate Change, on Natural Resources, and on Oil and Gas) and several Ministerial Offices and Authorities. Following contacts established at COP22, a contact person for PfR has been designated at the Ministry of Water and Environment’, and two implementing partners have been nominated to be part of the Working Group for Uganda’s Strategic Programme on Climate Resilience.

The PfR partners produced newsletters and case studies, showcasing PfR’s IRM experiences. In relation to the dialogues on investments, PfR partners compiled a list of mining companies and maps of concessions, plus a map where investments are located in the Karamoja and Teso regions.

While no specific initiatives have been taken, PfR Uganda sees to it that its interventions, contacts and material ensures that the position of women and marginalised groups is being addressed.

In 2016, the PfR Uganda Country Lead met twice with the Netherlands Embassy in Kampala, first to discuss the inception process, and later, with other Strategic Partnerships, to share the plans. It was agreed to meet regularly to seek for complementarity and capitalise on opportunities for synergy.

4.2 Regional level results

While the it is also an aim of the programme to address IRM-related issues at a regional level, emphasis in 2016 has been on the development and initiation of the country level programmes and the Global Programme. Only late 2016 (and early 2017) these regional plans have been developed, being able also to build on country-level experiences, and seeking complementarity and synergy with country-level programmes’ aims. In the meantime, some important regional events took place in 2016: The Asian Ministerial Conference for DRR, New Delhi, 2-4 November 2016, and the 6th African Platform for Disaster Risk Reduction, Mauritius, 22-25 November 2016, were important regional events in which PfR actively participated.

The Asian Ministerial Conference for DRR | Partners for Resilience actively participated in the Asian Ministerial Conference for Disaster Risk Reduction (AMCDRR), with a regional team in New Delhi itself and active preparations by the Asian country teams. Two final outcome documents have been adopted at the AMCDRR 2016: the Delhi Declaration and the Asia Regional Plan for Implementation of the Sendai Framework. Several side events were held in which PfR participated. At the end of the Multi-hazard early warning systems Thematic Session, the chairman asked the team engaged in this pilot on Early Warning (Cordaid/PfR and Christian Aid/Practical Action representatives), to contribute to the drafting of the Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 with a paragraph on the last mile.

The 6th African Platform for Disaster Risk Reduction | The Conference was well attended by PfR with a delegation of fifteen people from different African countries and representatives from the global team. They actively participated in various sessions and side events. Three key objectives were set out for the PfR Team: *To lobby, to network and to learn*. PfR had a strong team with representatives from Uganda, Kenya, Ethiopia, Mali and global level. PfR had a good coverage of Side Events and constantly raised the PfR banner using key messages developed in the run to the conference to highlight IRM principles and request the scale of resilience programming at community level and the coherence in implementation of international agreements. PfR Steering Group member supported the Country Teams in advocacy meetings with national government delegations. The Uganda meeting with authorities agreed for further follow up discussions with the Commissioner for DRR; Mali Delegation meeting was positive with Mali Government acknowledging the work on PfR and support rendered during the run up to the conference, which was very useful for consolidating relations.

Africa Union – EU Ministerial Conference | PfR was invited for the Africa Union – EU Ministerial Conference which took place in Noordwijk, Netherlands, in July 2016, organised by the Government of The Netherlands, the African Union, and the European Commission. Main topic of the conference was “AU-EU investing in a Food Secure Future”. PfR provide input to the Ministerial outcome document on investing in a more food secure Africa. As a follow up of this meeting, PfR was invited by the Africa Union to participate in the Drought Conference in Namibia.

Drought conference Namibia | The African Union invited PfR to participate in the Ministerial African Drought Conference, which took place in August 2016. PfR organised a side event titled: “Partnering to end drought emergencies”, which zoomed in on Integrated Risk Management. PfR could substantially contribute to the final outcome document of this Ministerial Conference. Besides, the participation strengthened PfR’s collaboration with the African Union.

4.3 Global level results

The Global IRM programme aims to contribute to building community resilience through international IRM dialogues. Apart from influencing policy dialogue at global, regional and national level (where *capacity strengthening* of civil society organisations is a priority), the programme is well positioned to link global policy dialogue with national and local practice.

To achieve this broad objective the PfR Global Programme has identified three main trajectories:

1. Influence policy dialogues on major international frameworks:
 - Sendai Framework for DRR (SFDRR)
 - Sustainable Development Goals (SDG’s)
 - UNFCCC Paris Agreement
 - New Urban Agenda-Habitat III
2. Support/ contribute to formulation of implementation plans for the four major frameworks
3. Promote risk-proof investments

In rolling out the implementation of the three objectives outlined above, it was noted along the implementation phase in 2016-2017, that in fact the four international policy frameworks and the accompanying trajectories are very much interlinked and overlapping, and at most could not be implemented in isolation. In fact, the four international frameworks were found to be the bedrock of the themes identified under the three domains. Thus, the global policy focus has in the last year been influenced by the prioritisation of engagement in influencing policy dialogues in the four international agreements all of which have one overarching objective: to mitigate risk and increase resilience of vulnerable people. The underpinning principle is that policy, investments and practice are closely intertwined and do not function in isolation; Moreover, they must closely interact for an effective impact to reduce disaster risks from climate change and environmental degradation. It is a lesson learned during implementation in year one that the delineation of the themes as earlier outlined in the inception report was not feasible, but rather, all the themes (or trajectories as earlier referred to) were in fact all anchored in the identified international policy frameworks.

Key outcomes have demonstrated this conundrum in the delineation of the trajectories. For example, the London School of Economics research on 'social and environmental impacts of development' clearly fits under the risk-informed investments trajectory but is in fact cross-cutting, moving from an agenda that started off to influence policy implementation plans and later spreading to contribute to an advocacy agenda that strengthens evidence to advocate on risk-informed investments. Another example cutting across the earlier defined trajectories is that of Forecast-Based Financing: it fits in the Paris Climate Agreement (under Policy domain), but also Climate Finance (under Investments).

Given the few examples above, the logical way forward for the Policy group was to focus on the international agreements as key trajectories (and have since developed Two Pagers for priorities for 2017), but also continue to follow up on the other themes earlier defined as trajectories but now seen within the purview of the policy frameworks and all the while keeping in mind existing inter-linkages.

5 Collaboration with the Netherlands Government

The Policy Group and the several ministries, including the Ministry of Foreign Affairs, have had a proactive outreach to each other to identify policy dialogue opportunities for strengthening advocacy on disaster risk reduction, climate, ecosystems, and resilience to influence policy, practice and investment domains.

Some highlights: :

- *UN-Habitat III*: PfR engaged with the Ministry of Foreign Affairs and the Ministry of Infrastructure and Environment during the preparatory meetings in Indonesia to explore opportunities for PfR's inclusion in the Netherlands Government Delegation during the Habitat-III Quito meetings.
- *The Indonesia Trade Mission*: Through the Ministry of Foreign Affairs and the Ministry of Infrastructure and Environment, PfR was informed of the opportunity to engage with the Ministry of Trade and Economic Affairs to join the Trade Mission to Indonesia where PfR was able to highlight its advocacy focus on promoting risk-informed investments that have social and environmental considerations.
- *UNFCCC*: In an appreciated gesture and proactive move, the Ministry of Foreign Affairs reached out to PfR and suggested ways of engaging with the UNFCCC COP TEP meetings in Bonn in May 2017. The ministry also actively connected PfR to the Stockholm Environment Institute with whom PfR actively engaged to secure a speaking slot for PfR to advance the community resilience agenda during the UNFCCC COP23 preparatory meetings.

The level of cooperation and coordination with the Netherlands Embassies varies between countries, and depends among others of the presence of an Embassy, the role of the embassy and possible overlap

in priority areas. In the Philippines for example, there is close collaboration with the Embassy, which has already led to good contact with Dutch private sector partners. In India, where the Dutch Embassy is mainly a Trade Mission, the level of collaboration is lower, although the Embassy does provide support to Strategic Partnerships, especially in facilitating meetings with the Government of India. Guatemala and Haiti do not have a Dutch Embassy; contacts have been established with the Embassies in Costa Rica and Dominican Republic. In many countries the Embassies have taken an active role in bringing Strategic Partnerships together, and see where and how synergies can be created.