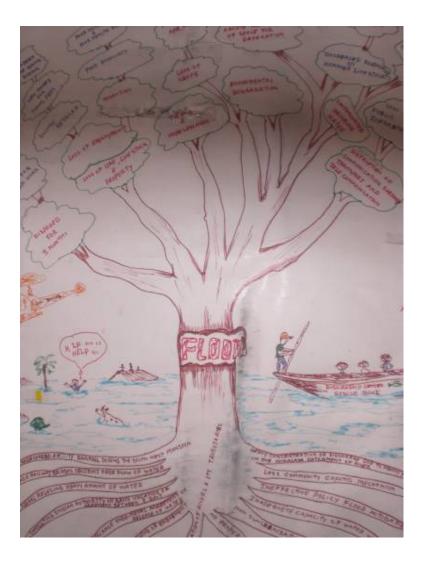# Mid-Term Evaluation of
Tearfund's DFID-funded project seeking
Natural Disaster Risk Reduction through Policy Change, Capacity Building and Community Based Mitigation and Preparedness

Synthesis Report

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Executive Summary

The Mid Term Review has been important exercise for the learning that has been generated through the process and shared dialogue. It has identified trends which indicate some key issues in implementing the Hyogo Framework for Action at the community level. It has also confirmed the need to provide ongoing and targeted support to partners in their efforts to mainstream DRR within policy as well as their own practise. In light of the growing concerns of climate change, this challenge has to be taken seriously going forward.

The use of the "Characteristics of a disaster resilient community" were helpful in identifying gaps where communities could develop more robust resilience in the absence of a disaster. It has broadened partners' understanding of what DRR is and articulated for them the linkages between advocacy and community resilience, summed up in the "enabling environment" characteristics. The use of the Characteristics were able to demonstrate impact by allowing communities to compare and contrast to where they are now compared to where they were before. Most of all, the Characteristics has helped partners identify what resilience components are missing without having to go through the full impact of a disaster as their basis for learning. This has proved to be invaluable in providing a continuous and ongoing base for impact assessment in future projects, and on this basis Tearfund will continue to support the further development and roll out of the Characteristics.

There were several themes running through the country level recommendations, identified as;

- **Strengthen advocacy at the national level.** International and community level advocacy within the project were strong, but there is a need to ensure advocacy is targeted, with specific achievable outcomes. Tearfund is renewing the contract of the Research and Advocacy post as a result of the evaluation with an aim to support partners reflect on where they can be most influential

- **Increase monitoring and continual learning, both for project performance as well as supporting development of advocacy and broader knowledge management.** Tearfund and partners are well positioned to learn from the wealth of information the project has been able to generate. This learning needs to be applied both in terms of project cycle management and demonstrating the effectiveness of DRR.

- **Re-prioritise the reduction of underlying risks.** Partners have backgrounds in humanitarian response, with a strong skills set in preparedness and response. While risk reduction activities have taken place, they need to be strengthened and reviewed to ensure that vulnerabilities are being addressed.

- **Ensure that the DRR interventions chosen are appropriate in the context of the risk assessment and climate change, and have the appropriate resources to match.** The partners choices of intervention would have improved with more accurate understanding of the changing hazards in the context of climate variability. Some choices were also influenced by the levels of funding available, which either reduced quality or meant that low cost activities were prioritised instead.

For Tearfund, the project has provided a platform from which to launch other initiatives. The experience of implementing a cross continent and cross team project has provided a learning base for the development of further multi-country institutional funding applications. It has also provided a substantial volume of information on the detail of how to implement DRR at the grassroots level increasing expertise and analysis. This information has been captured for internal learning for the organisation and partners, but the future challenge is to use it as a foundation to influence policy, especially in the field of Climate Change Adaptation.

PART A – Background & Context

1.   Introduction
At the World Conference on Disaster Reduction in Kobe, Hyogo, Japan 2005, 168 governments developed a 10 year strategy known as 'the Hyogo Framework for Action (HFA) to make the world safer from natural hazards through global disaster risk reduction efforts. This was in recognition that every year more than 200 million people are affected by droughts, floods, cyclones, earthquakes, wild land fires and other hazards. Of greater concern, there is evidence that the frequency and severity of weather-related hazards themselves are increasing as a result of climate change. DFID demonstrated their commitment to the HFA, through the development of a policy paper on Disaster Risk Reduction (DRR) as well as through the release of funding to a selection of humanitarian aid organisations to support the implementation of this policy paper and the HFA, of which Tearfund was one recipient.

The aim of Tearfund's project is to address both the immediate and the underlying causes of people's vulnerability to disasters, including the integration of climate change adaptation into DRR at the community level. Key prioroties for Tearfund and its partners in implementation include advocacy to influence government policies at all levels, increasing community awareness of hazards and building their capacity to enable them to prepare for, respond to and recover from prevailing hazards. The results will be stronger, more resilient communities recovering effectively from any future disaster impact.

Project lifespan: October 2005 to September 2010
Budget: £3.65 million (£358,000 Tearfund's contribution)

The project outputs are linked to the 5 main recommendations of the HFA as illustrated below:

Tearfund DRR project outputs	Hyogo Priorities for Action
Increased priority given to mainstreaming of disaster risk reduction into the policies and practices of national and donor government	Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation
Communities with effective risk management plans, based upon thorough assessment of risks and causative factors.	Identify, assess and monitor disaster risks – and enhance early warning
Safer communities, with all sectors, especially vulnerable groups, aware of risks and knowledgeable of appropriate preparatory and responsive actions	Use knowledge, innovation and education to build a culture of safety and resilience at all levels
Underlying risk factors reduced (at local and global level), especially in the sectors of food security, water, livelihoods and climate variability	Reduce the underlying risk factors
Local partners and vulnerable communities with increased capacity to prepare for, respond to and recover from prevailing hazards	Strengthen disaster preparedness for effective response at all levels

The project is implemented in two ways:

➢ Through existing Tearfund Partners in India, Bangladesh and Malawi
➢ Through the existing Tearfund Disaster Management Programme in Afghanistan.

These countries have been prioritised within Tearfund on the basis of poverty, partner capacity and disaster risk, the latter being aligned with DFID's 'Least Developed Countries (LDCs) at High Risk of Disasters' ranking in March 2006.

2.   Methodology
2.1   Rationale and Aims of the Review
The review was commissioned to determine the progress and impact of Tearfund's chosen DRR approaches. Activities were reviewed from October 2005 to April 2008 with the intention that the learning will provide an opportunity to modify the project's global logframe and feed learning into the second half of the project.

The review has sought to cover several key areas, namely progress against the HFA within each implementing country, sustainability of the implementation, accountability to beneficiaries, knowledge management and the contribution of the UK team. The review has also served as a test bed for the *"Characteristics of a Disaster Resilient Community"* (as described in more detail below) in testing the level of support the resource can give towards monitoring and evaluation. The final report for the review has been broken down into individual country reports as well as this global level synthesis report, and these are intended to become working documents to guide outputs and activities for the second half of the project. To ensure that these recommendations and lessons are not 'lost' the review team will work with each partner to develop an action plan for follow up and where appropriate a revised logframe.

2.2   Breakdown of the Objectives
The main objectives of the review were agreed as:

- **Review Objective I (product) – The Journey Towards a Resilient Community**

To identify, from a broad cross section of beneficiaries, how DRR activities have contributed to lasting improvement in a community's ability to prepare for, respond to and recover from natural hazards, plus how these activities have contributed to creating a day to day culture of safety and increasing self-reliance.

- **Review Objective II (product) – The Influence and Success of Advocacy**

To analyse what changes have occurred in DRR policy (at all levels, from community through to global) which are deemed to have been influenced by Tearfund project activities, leading to improved implementation of DRR by governments (local and higher levels), donors and international organisations in a way that is more responsive to community needs.

- **Review Objective A (process) – Highlights from each Country**

To assess the progress against the activities of the global and country level logframes, and identify any necessary and appropriate modifications to improve impact and delivery.

- **Review Objective B (process) – Organisational Capacity in DRR**

To review where the capacity of the partners has increased, with specific reference to their ability to deliver effective community based DRR, including their engagement in advocacy.

A sample of two communities per location were used, generally one representing a community thought to be showing many 'Characteristics of a Disaster Resilient Community', and one community where it was more challenging to drive forward DRR activities. Within these communities focus group discussions and interviews were conducted with the Disaster Management Committee, a male only group and a female only group. Where possible, individual household interviews were also conducted using a random sampling method. Interviews of other key project stakeholders such as partner staff, local officials, national government representatives, and other NGOs were also conducted, particularly in assessing progress against advocacy objectives and organisational progress.

Specific questions were also asked to identify where capacity gaps exist within Tearfund's partners and therefore where support may be required. Additionally questions were asked on beneficiary accountability, to establish a baseline on how far the project has been accountable to beneficiaries in its design and implementation, and from this recommendations have been made as to how this can be improved. The review reflects a qualitative bias since the baseline data has been difficult to gather and complex to compare between countries and therefore assessing against the quantitative indicators of the logframe has been more difficult.

PART B – Evaluation Results

3. Review Objective I (product) - The Journey Towards a Resilient Community

"To identify, from a broad cross section of beneficiaries, how DRR activities have contributed to lasting improvement in a community's ability to prepare for, respond to and recover from natural hazards, plus how these activities have contributed to creating a day to day culture of safety and increasing self-reliance."

The DRR project ultimately will not have achieved its goals unless it can be said that the target communities have become more resilient in the face of future hazards and their impacts. Mobilising a community towards greater resilience requires much more than providing material products, skills development and general education about natural hazards. Resilience involves a capacity to absorb the stresses produced by change processes (often negative, unexpected and undesired changes such as climate change) through either resistance or adaptation. It also involves building the capacity to manage key functions in hazardous situations and to recover from the physical, emotional, economic and cultural wounds that can scar an individual or community because of the impact of a hazardous event or process (ISDR, 2007).

Motivated by the desire to prove the effectiveness of disaster DRR without the community having to go through an actual disaster, Tearfund alongside other DFID funded agencies commissioned a resource to help DRR practitioners identify just what a disaster resilient community looked like, especially if all 5 actions of the HFA were successfully completely at the grassroots level. The result has been the development of '*Characteristics of a Disaster Resilient Community*' written by John Twigg and this has now become a central resource by which Tearfund judges resilience[1].

Corporately, Tearfund has narrowed the 166 Characteristics into a list of 20 which reflect the capacity strengths of Tearfund and its partners in being able to implement projects which develop these Characteristics. However, for this exercise these 20 were re-grouped with other Characteristics against the project goals, as this project, more than most, was dedicated to specifically developing community resilience. Furthermore, the Characteristics of the "enabling environment", i.e. the wider structures and policies which need to be in places to sustain a communities resilience, were specifically used against output one which had the greatest emphasis on advocacy.

The following table amalgamates the global logframe objectives and indicators with these pre-agreed Characteristics and then grades the success per country. Please note, the first output (global output one) is considered within the next section against the Review Objective Two which focuses on advocacy.

In evaluating the extent to which indicators have been achieved, qualitative judgements have had to be made based on limited evidence. Since some of the indicators are quantitative (eg 80% of target communities carried out thorough assessment of local risk) clearly the judgements made on qualitative materials are problematic, but in the absence of resources (time and funds) to conduct a much more extensive survey, such judgements hopefully remain valuable as reflecting an outsider's view of progress. In the table each of the original indicators is scored in a simple four fold way:

1. **Good progress** towards achievement
2. **Limited progress** towards achievement
3. **Not achieved** where no activities seem to have been done at all
4. **No evidence** where not enough data was collected to comment

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[1] For entire summary of the development of the Characteristics go to http://www.proventionconsortium.org/?pageid=90

3.1   Global Logframe with integrated Characteristics

Output	Indicator	Corresponding Enabling Environment & Characteristics	Progress Against Indicators
1. Increased priority given to mainstreaming of disaster risk reduction in the policies and practices of Government.	Adoption of "Good Practice" guidelines in the target 4 countries and evidence of interest in a further 3. The 4 target countries make progress against the indicators in the "Mainstreaming Tool".	**Enabling Environment*** **Policy Change** ▪ *Increased engagement between government and key stakeholders* ▪ *Demonstration of government efforts to link key stakeholders in with policy development* ▪ *Measure partner/Tearfund influence on mainstreaming DRR policy development* ▪ *Capture evidence of partner's knowledge of DM policy and ongoing development through increased dialogue on DRR* ▪ *Demonstrate partner's engagement with government on behalf of communities* **Strengthening Civil Society by working with other stakeholders** ▪ *Government provision of and community access to key data* ▪ *Government awareness of community capacity to answer existing questions about Climate Change Adaptation and shape policy* ▪ *Evidence of partners supporting themselves and building up their own knowledge and capacity* ▪ *Government provision of resources* ▪ *Increased confidence and support to access resources, as well as community mobilisation leading to a stronger voice* ▪ *Signs of evolving partnership with other stakeholders* **Supporting people centred policy making** ▪ *Greater awareness of individual rights and the power systems that withhold rights* ▪ *Demonstrated change in local people's skills, capacity and knowledge to mobilise and advocate on their own behalves* ▪ *Improved access to basic rights.* **The choice of enabling environment indicators influenced by the following publication: Monitoring and Evaluating Advocacy: A Scoping Study. Jennifer Chapman & Amboka Wameyo, ActionAid 2001*	**Afghanistan** **Good progress** **Bangladesh** **Not achieved** – some progress in linking communities with local government but little evidence of engagement with policy at national or district level. **India** **Not achieved** – progress in linking communities with local government but little evidence of engagement with policy, only EFICOR engaging with the Sphere network. **Malawi** **Good progress –** though most contact has been through the lead consortium agency **Global** *Limited progress* – emphasis will be given to Bangladesh and India in the 2nd half of the project. Please note that reference to the further 3 countries which "demonstrate interest" has not be a focus of this Mid Term Evaluation. However, activities have been carried out in Burkina Faso, Zambia and Haiti. Information can be provided on request.

Output	Indicator	Corresponding Enabling Environment & Characteristics	Progress Against Indicators
2. Communities with effective risk management plans, based upon thorough assessment of risks & causative factors	80% of target communities carried out thorough assessment of local risk	▪ *2:1.1[2] Community hazard/risk assessments carried out which provide comprehensive picture of all major hazards and risks facing community (and potential risks).* ▪ *2:2.1 Community vulnerability and capacity assessments carried out which provide comprehensive picture of vulnerabilities and capacities.* ▪ *2:3.2 Use of indigenous knowledge and local perceptions of risk as well as other scientific knowledge, data and assessment methods.*	**Afghanistan** **Good progress** **Bangladesh** **Good progress** although fewer completed in Chittagong **India** **Good progress** though not fully completed in Assam **Malawi** **Good progress** - though there is a imbalanced emphasis towards indigenous knowledge which needs to be offset more against appropriate technologies and/or new learning **Global** *Good Progress*
	80% of target communities developed risk management plans, linked to government plans	▪ *1:7.4 Capacity to challenge and lobby external agencies on DRR plans, priorities, actions that may have an impact on risk.* ▪ *5:3.2 DP/contingency plans developed through participatory methods and understood and supported by all members of community.* ▪ *5:3.3 Plans co-ordinated with official emergency plans and compatible with those of other agencies.* ▪ *5:3.7 Plans tested regularly through e.g. community drills or simulation exercises.* ▪ *5:6.7 Self-help and support groups for most vulnerable (e.g. elderly, disabled)*	**Afghanistan** **Good progress** – some linking with government plans but radio programming was not directly designed to create local plan to government plan linkages **Bangladesh** **Good progress** as risk management plans developed but **limited progress** in terms of linking to government plans. **India** **Good progress** particularly in Bihar. **Not achieved** at all for government plans. **Malawi** **Good progress** in developing plans though not all regularly reviewed or linked to government plans **Global** *Good Progress* although lack of any government plans has hampered the ability of linking community plans back to local government

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[2] These numbers correspond to the original "Characteristics of a Disaster Resilient Community" document.

Output	Indicator	Corresponding Enabling Environment & Characteristics	Progress Against Indicators
3. Safer communities, with all sectors, especially vulnerable groups, aware of risks and knowledgeable of appropriate preparatory and responsive actions.	80% of target communities undertaking DRR related activities	▪ *4:1.2 Adoption of sustainable environmental management practices that reduce hazard risk.* ▪ *4:3.5 Adoption of hazard-resistant agricultural practices (e.g. soil and water conservation methods, cropping patterns geared to low or variable rainfall, hazard-tolerant crops) for food security.* ▪ *4:6.3 Safe locations: community members and facilities (homes, workplaces, public and social facilities) not exposed to hazards in high-risk areas within locality and/or relocated away from unsafe sites.* ▪ *4:6.4 Structural mitigation measures (embankments, flood diversion channels, water harvesting tanks etc.) in place to protect against major hazard threats, built using local labour skills, materials and appropriate technologies as far as possible.* ▪ *4:6.5 Knowledge and take-up of building codes/regulations throughout community.* ▪ *4:6.6 Adoption of hazard-resilient construction and maintenance practices for homes and community facilities using local labour, skills, materials and appropriate technologies as far as possible.* ▪ *4:6.8 Adoption of physical measures to protect items of domestic property (e.g. raised internal platforms and storage as flood mitigation measure, portable stoves) and productive assets (e.g. livestock shelters).*	**Afghanistan** **Limited progress** as activities were not systematically planned. **Bangladesh** **Limited progress** as activities were not systematically planned. **India** **Good progress** on agricultural practices and structural mitigation. **Malawi** **Good progress** though some concern about the sustainability of livelihoods in light of climate change **Global** *Good Progress* although not always systematically applied across all areas of the project
	Increase in level of risk awareness within 80% of target communities	▪ *5:2.1 Community-based and people-centred EWS at local level.* ▪ *5:2.3 EW messages presented appropriately so that they are understood by all sectors of community.* ▪ *3:1.4 Possession by individuals and across community, of appropriate technical and organisational knowledge and skills for DRR and response actions at local level (including indigenous technical knowledge, coping strategies, livelihoods strategies).* ▪ *3:2.3 All sections of community know about facilities/services/skills available pre-, during and post-emergency, and how to access these.*	**Afghanistan** **Good progress** **Bangladesh** **Good progress** in all areas **India** **Good progress** in all areas **Malawi** **Limited progress** as lack of focus on EWS but good use of school clubs to raise awareness **Global** *Good Progress* in most areas although harder in areas of protracted disaster.
	80% reduction in disaster related mortality and asset loss in target communities (in case of hazard	No corresponding Characteristic as the Characteristics are based around a "positive" environment rather than an assessment against a "negative" one i.e. what does a DRR community look like in a non disaster situation.	**Afghanistan** **No evidence** **Bangladesh** Difficult to assess but **good progress** in Chittagong on reducing asset loss **India**

	impact).		**No evidence** – difficult to assess
			Malawi **No evidence** – difficult to assess
			Global *No evidence*
	Increased awareness of 'good practice' in DRR amongst NGO networks, UN agencies and national and donor Governments.	*No related Characteristic identified as this output operates at a higher level than the community*	**Afghanistan** **Good progress**
			Bangladesh **Limited progress** – some training conducted but impact unclear
			India **Limited progress** – limited evidence within Bihar and Rajasthan, none within Assam
			Malawi **Limited progress –** willingness to share and collaborate is strong but prioritisation is weak due to limited dedicated capacity
			Global *Limited Progress*

Output	Indicator	Corresponding Enabling Environment & Characteristics	Progress Against Indicators
4. Underlying factors reduced, especially in the sectors of food security, water, livelihoods and climate variability.	80% of target households / communities with improved access to food and safe water.	*4:2.4 Access to sufficient quantity and quality of water for domestic needs during crises. [note this is assessed as long term water supply]*	**Afghanistan** **Not achieved** as nothing implemented as part of action plan
			Bangladesh **Good progress** for water but unclear for food.
			India **Good progress** in all areas
			Malawi **Limited progress** – implementation occasionally erratic resulting in some communities not modifying agricultural practises
			Global *Limited Progress*
	80% of target households / communities improving the sustainability of their livelihood.	▪ *3.3 Livelihood diversification (household and community level) including on-farm and off-farm activities in rural areas.* ▪ *4:3.4 Fewer people engaged in unsafe livelihood activities (e.g. small-scale mining) or hazard-vulnerable activities (e.g. rainfed agriculture in drought-prone locations).* ▪ *4:5.3 Existence of community/group savings and credit schemes, and/or access to micro-finance services.*	**Afghanistan** **Not achieved** but not clearly integrated into Afghan proposal
			Bangladesh **Not achieved**
			India **Limited progress** in all areas
			Malawi **Good progress** in areas of agriculture but limited progress in diversifying livelihoods outside of the agricultural sector
			Global *Limited progress*

Output	Indicator	Corresponding Enabling Environment & Characteristics	Progress Against Indicators
5. Local partners with increased capacity to prepare for, respond to and help communities recover from prevailing hazards.	All households within 80% of target communities with access to safe refuge and essential services during crises.	▪ *4:2.3 Food supplies and nutritional status secure (e.g. through reserve stocks of grain and other staple foods, managed by communities, with equitable distribution system during food crises).* ▪ *4:2.4 Access to sufficient quantity and quality of water for domestic needs during crises.* ▪ *5:1.5/1.6 Emergency facilities & equipment available (for shelter, communications, rescue, etc), with safe access and owned and managed by the community.*	**Afghanistan** **Not achieved** but not clearly on proposal **Bangladesh** **Limited progress** in all areas **India** **Limited progress** except in Assam where there has been good progress **Malawi** **Limited progress** – some villagers with increased access to seed/grain banks but not all **Global** *Limited Progress*
	80% of target communities able to recover at an increased rate.	▪ *4:5.5 Community disaster fund to implement DRR, response and recovery activities.*	**Afghanistan** **No evidence** – difficult to assess but no evidence of contingency funds **Bangladesh** **No evidence** – difficult to assess but some short term improvement in contingency funds and protection of assets **India** **Good progress** in all areas (information based on recent severity of annual flooding) **Malawi** **No evidence -** difficult to assess **Global** *No evidence*
	80% of target communities with well functioning committees and volunteer teams	▪ *1:1.5 Committed, effective and accountable community leadership of DRR planning and implementation.* ▪ *5:5.1 Community capacity to provide effective and timely emergency response services: e.g. search and rescue, first aid/medical assistance, needs and damage assessment, relief distribution, emergency shelter, psychosocial support, road clearance.* ▪ *5:6.4 High level of community volunteerism in all aspects of preparedness, response and recovery, representative of all sections of community.*	**Afghanistan** **Good progress** **Bangladesh** **Good progress** except in Chittagong where **limited progress** **India** **Good progress** in Bihar and Assam. Unclear if volunteer teams existed or were necessary in Rajasthan. **Malawi** **Limited progress** as not DMCs are not always proactive especially in disaster preparedness **Global** *Good progress*

3.2   Key Points arising from review of Global Logframe and Characteristics

In attempting to create a summary of implementation, there is a risk that some of the key learning may be lost in the collation of all detail collectively. The logframe indicators therefore should be reviewed as a gauge of progress and learning, and not definitive evidence. Most encouragingly, the best progress that has been made within the logframe is against output 2, where all countries have shown good progress and effective implementation. This potentially reflects the effectiveness of Tearfund's PADR process and the eagerness the partners have shown in wanting to use it as a community facilitation tool, although more research needs to be done to confirm this.

Effective implementation against outputs 3 and 5 have been mixed. This reflects the difficulty of data collection to demonstrate effective DRR, and resource allocation. In output 3 and 5, there was not enough baseline data to demonstrate mortality losses and recovery despite some very strong incidental case studies which have been captured during the lifespan of the project. The lack of prioritisation of access roads and safe shelter also reflects the high costs, and partners have chosen to use their money on a number of smaller DRR interventions (such as training or raising wells) rather than single large activities such as building access roads or cyclone shelters. Nonetheless, in some locations the partners have done a good job in advocating for local level resource mobilisation to actually provide raised access roads or places of safe shelter outside of the project funds.

Results of outputs 1 and 4 could be said to be slightly misleading. In terms of reflecting change in attitude and practise within the partners themselves, the logframe is not a good measure. What the logframe does capture however is where the emphasis should lie in the second half of the project, namely a greater emphasis on advocacy and reducing underlying risks. In terms of addressing root causes of disaster risk, partners have stuck with what they know. For example, if they have in house technical skills in agriculture and irrigation, this is then strongly reflected in that country's outputs. On top of this, when designing the project originally, the partners themselves created their teams based on previous disaster prevention projects and the skill sets of their current employees. As they have journeyed more into understanding the depth of DRR they have been enthusiastic in recognising diversifying livelihoods as a key component but have not always been in a position to immediately address this need. Many are now seeking support in this area, from either other parts of the same organisation or by getting training.

However, supporting advocacy at the partner level has not been so easy and this has been captured below in section 4. What is most important to document at this stage, is the need for partners to have confidence in their own reputation, DRR knowledge and positioning with government and donors. The limited progress against output 1 reflects this. There is also a need to create dedicated advocacy capacity to ensure momentum, continuity and depth of relationship building. Some of the partners have some excellent personnel skilled in advocacy, but nearly always this person's job involves other senior roles and responsibilities, and understandably, to find the organisational will to dedicate this capacity entirely to advocacy is not always forthcoming.

4.   Review Objective II (product) – The Influence and Success of Advocacy

"To analyse what changes have occurred in DRR policy (at all levels, from community through to global) which are deemed to have been influenced by Tearfund project activities, leading to improved implementation of DRR by governments (local and higher levels), donors and international organisations in a way that is more responsive to community needs."

Global Indicator: Adoption of "Good Practice" guidelines in the target 4 countries and evidence of interest in a further 3. The 4 target countries make progress against the indicators in the "Mainstreaming Tool".[3]

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[3] This indicator refers to the following: "Good Practise" is a reference to the publication which Tearfund were aiming to develop as a result of the project. However, instead the project developed "Turning Practise into Policy". The reference to the "Mainstreaming Tool" refers to the Tearfund publication "Mainstreaming DRR" which identify levels of attainment for measuring the mainstreaming DRR within institutions and organisations.

When developing the global logframe, it was difficult to gauge an indicator that was meaningful. The Mid Term Evaluation itself covers only the 4 main countries and made no review of the evidence in the further 3. However, work has been completed in several other countries which have expressed interest in understanding more about "Turning Practice into Policy" and these include Burkina Faso, Haiti and Zambia. Specific advocacy activities have been completed in these countries researching gaps on DRR in government policy and using the results to position partners. This has also resulted in document being translated into French. It is anticipated that at the end evaluation there will be some opportunity to look at the impact of this.

Overall, in view of the above ambitious nature of the Output 1 (see above logframe) there has been some positive progress, albeit small, at this stage. This has varied much between countries and Tearfund partners depending on level of willingness to engage by governments and the capacity of partners.

4.1   National Level

At national level, relationship building has achieved mixed results with Afghanistan and Malawi partners forming close relationships with the Afghanistan National Disaster Management Authority and Malawi's Department for Disaster Management Affairs respectively. These close relationships have opened up space for dialogue on mainstreaming DRR thinking into legislative frameworks and policies. Moreover these relationships have often been reinforced by consortium network relationships with other NGOs that have served to increase DRR civil society influence over legislative frameworks and policies.

In Afghanistan Tearfund formed an NGO consortium with Oxfam, Afghan Red Cross and others to seek to positively influence the government and key stakeholders in DRR. Notable contributions include influencing the government to accelerate winter preparedness plans, inputting into discussions on the integration of DRR into the Afghan National Development Strategy (ANDS), and raising awareness amongst major donors of the potential benefits of investing in DRR in Afghanistan. It is recommended that this consortium undertake more targeted and consistent dialogue as there is a danger momentum could be lost.

In Malawi one partner in particular, EAM, has taken the main role in contributing to policy dialogue at national level, though all 6 Tearfund partners have formed links with Christian Aid and Action Aid. This wider consortium intended to advocate on DRR by producing good practice case studies and presenting them to policy makers, though it is not clear whether this work is still being followed through. To date policy change has not been substantial but government at various levels including national level are now open to the suggestion of including DRR activities in their programmes, and potential for further advocacy work exists as the government develops its social protection policy. There is also thought to be much potential in funding the development of a strong DRR civil society platform via the government, to act as a collaborative, co-ordinating platform.

On the other hand, at national level, partners in India and Bangladesh have had less success at utilising exisiting lobbying relationships for DRR and Climate Change at national government level and therefore enlarging the space for policy dialogue. Partners are more hesitant to engage with national government, in part due to lack of organisational capacity and relative size, but also due to a lack of clarity and management buy-in. Partners need to be motivated by the strategic importance of relationship building and dialogue in influencing policy, and the allocation of resources to potentially achieve wide-reaching institutional or infrastructural changes.

In India, EFICOR and DC have entered the DRR dialogue via the SPHERE forum though influence of government policy has been minimal despite the apparently well organised and transparent policy development process by the national government and their strong representation at international DRR forums. In Bangladesh, HEED meets with other DFID funded DRR agencies but due to capacity constraints and a lack of vision and clarity of how they can collectively influence the policy agenda this network has not actively engaged in policy dialogue except a minimal involvement with the stakeholder consultation on the National Government Standing Order. There has also been a lack of awareness by HEED of who their allies might be and what they could develop by forming strategic partnerships. Engagement with and influencing the government needs to be given a more focused and systematic approach, across all regions and in Dhaka.

4.2   State or District Level

At the local (state or district) level partners have been successful in raising the profile of DRR but there was rarely sufficient capacity or resources within the local government to back this raised awareness with subsequent changes in policy and resource allocation. In some cases local government officials were seeking to engage more in contingency planning though these were generally more relief focused than longer-term and preventative in nature. Partners in all 4 countries demonstrated strong initiative in grabbing what influencing space they could. Relationships have been formed with local government outreach staff to provide capacity building to communities on DRR-related issues such as agriculture, health and education.

- In Afghanistan, the radio programme provided opportunities for collaboration between the local government and communities by providing important information which increased both communities' ability to seek support, and local officials' accountability in providing that support.   For example one senior official provided engineers to build gabion walls after hearing on the radio programme about the impact of flooding on one community.
- In Malawi the local district officials have demonstrated openness to partners providing DRR training and in some areas partners were invited onto the district level Disaster Emergency Committee to develop a contingency plan, though the plans are generally quite short-term relief focused and not all have been completed yet. Moreover the biggest constraint is lack of government resources to support the plans.
- In India partners have not engaged extensively at state level with networks seeking to build and influence DRR policy, though they have linked with the relief network in Bihar which has created a potential platform for increasing policy influence, particularly as the network, through UNDP, has created an opportunity to monitor the state government's flood relief intervention.
- In Bangladesh HEED have strengthened relationships with local government officials but in some areas it has been hard to gain interest from local officials of DRR plans as they see NGOs as service providers that circumvent the need for local government involvement.

4.3   Community Level

Partners have seen the most success at the community level in raising awareness within communities of their rights and supporting them in forming relationships with local government officials to advocate for the provision of support and resources for DRR initiatives. The best example of this could be seen in India where the recent 'Right To Information' Act created an ideal environment for this kind of community-government engagement. Partners successfully conducted training and awareness raising on the act and other legislation and government schemes, informing communities of their rights, and empowering them to seek government resources through supporting them in meetings with local government officials. In Rajasthan the partner then sought to increase the strength of the communities' collective voice by helping them to organise themselves into collaborative committees of about 5 villages to then more formally and systematically represent the needs of their communities rather than individually and on an ad hoc basis. This collective mobilisation has created increasingly positive relationships between government officials and communities, and has acted as a successful pilot model that partners should seek to roll out more widely.

HEED in Bangladesh also conducted training on government structures and functions for communities to be able to better engage with local government and as a result some community Disaster Management Committees have sought to register themselves formally with the government welfare department so that they will be formally recognized and hold more power to advocate on DRR-related issues. Some confusion remained however so more training may be required.

In Afghanistan the communities did well in broadcasting their needs across the radio, though the programmes brought limited success in raising resources. While there needs to be more understanding from the communities of their rights and how they can empower themselves more cohesively as a group to ask for better services from the government, this must be done sensitively in the light of operating in an insecure environment where overt petitioning could lead to anger when there is a lack of response. Overall, the lack of government capacity and established policy implementation requires a different kind of advocacy and influencing. Some of the advocacy approaches taken were "too soon" for Afghanistan as community based advocacy can only be effective if there are established structures and policies to lobby for or against. This

difference was most noticed in the global project when comparing India and Afghanistan, where India's decentralised approaches meant that a DRR mobilised community had a far greater likelihood to seeing results.

In Malawi most partners have some contact with local government bodies though it is more difficult to progress because of capacity and resource issues (particularly the lack of DM people resource at district level), though some partners have engaged in the formulation of the local government's contingency plans and others are encouraged to contribute where possible to ensure that these gain a DRR focus rather than just a relief focus.

Case Study: Empowering communities in Bihar leading to government provision of resources

In Bihar, EFICOR have raised awareness in communities of the 'Right to Information' Act 2005 and distributed leaflets with details of the local government's plan for giving flood compensation, including contact details. In one village, Bikhana, the DMC explained how their situation had improved since EFICOR had been working with them. Together with EFICOR, the DMC met the local government to request bricks to cover the evacuation road built with EFICOR. The government agreed to give them 1900ft of bricks for the road, and more lobbying led to the government cleaning out the village pond. The DMC said that they were pleased with the progress they have been able to make with the government because of the training and support they received from EFICOR. However they did admit that they have been lobbying for some time for the government to provide them with a raised platform for flood evacuation, but that the government were currently not keen to commit such a large amount of resources.

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5.   Review Objective A (process) – Highlights from the Country Level Logframes

"To assess the progress against the activities of the global and country level logframes, and identify any necessary and appropriate modifications to improve impact and delivery"

The following summaries highlight key areas of success at the country level. Specific recommendations for improvement can be found in an expanded version of each of the country reports, with a generic summary of all recommendations at the end of this report.

5.1   Afghanistan

At the time of writing Afghanistan has now finished its project components, and thus the mid term review was deemed an end evaluation. The technical nature of the sub components using radio as a means of community mobilisation and outreach has been a new area for Tearfund. Technical support for this has come from an organisation called Media for Development specialist in communications development. Their inputs have been utilised throughout the course of the project which has resulted in ongoing modifications of the logframe. However, due to the high levels of insecurity, it has not always been easy to review replication of the project, although the learning has been captured and disseminated to other countries.

The project in Afghanistan was most notably successful in terms of the establishment of both a network of well-organised Radio Clubs disseminating DRR messages and an NGO consortium for DRR in Kabul. The network of Radio Clubs were set up with clear roles for each member of the club: those interviewed demonstrated high levels of volunteerism, strong community ownership and a sense of strengthening of civil society through their links with CDCs. The female-only Radio Clubs reported increased confidence, motivation and empowerment of women as consequences of the clubs. In addition, the evaluation noted that the PADR process has been carried out well across communities, raising awareness as to both vulnerabilities and capacities. Tearfund staff had formed good relationships with the communities, aided by the fact that many of the staff were from the local area and therefore knew the historical context and culture very well.

Tearfund's DMT in Afghanistan established a consortium with other NGOs in Kabul at the very start of the project, with the purpose of sharing knowledge and learning on DRR. In general the consortium has made excellent progress in increasing awareness of DRR with government and other agencies as well as sharing good practice.The project also established a close working relationship with Afghanistan National Disaster Management Authority (ANDMA) has benefitted by including ANDMA in Tearfund DMT DRR training programmes.

5.2 Bangladesh

As a result of successful and well-run PADR processes, good disaster risk management plans have been developed using a range of tools such as mapping and focus groups. The short-term contingency plans were communicated and tested well using effective training materials and evacuation procedures. Of particular note is the good use of billboards in some communities ensuring that hazard maps and planned activities were communicated successfully and transparently to all community members.

All communities have a DMC who meet regularly and with a committed, effective and accountable leadership. In Cox's Bazaar, one community reports that the DMC Chairman notifies households about decisions at monthly meetings to ensure people are aware of the DMC and its activities; a sign of effective communication and community involvement. As a result of first aid training in Chittagong, female beneficiaries also reported that they felt empowered in terms of understanding how to help their families. Within the partner organizations themselves, the writing and translation of community materials and books on natural disasters have been good in strengthening training processes and have been well circulated to the staff for use.

5.3 India

Projects across Rajasthan, Orissa, Bihar and Assam enjoyed successes across all outputs. In all four programmes, hazard-resistant agricultural practices have been introduced, including crop variety and training on agricultural practices such as composting, manure and irrigation. In Rajasthan there were some particularly successful livelihood strengthening interventions aimed at addressing the vulnerabilities faced by agriculture and animal husbandry as a result of increasing desertification and thus the loss of fertile land and fodder. In those areas affected by floods, raised tube wells have proved effective in protecting water sources from pollution during floods, and in addition, several communities have used their established food stores and emergency funds to sustain them during and after a disaster. The high level of volunteerism in the implementation of the community contingency plans represents another key achievement. Volunteers were well trained and representative of the community, with a good grasp of the importance of their roles and team working.

5.4 Malawi

One of the more successful areas in the Malawi project has beencrop diversification. This was spoken about in nearly all discussions in the field attesting to the fact that this has reduced food insecurity, broadened diets and lowered the risk of any one crop failure. In nearly all project areas there was evidence of livelihood diversification, adoption of hazard resistant agricultural practices and water harvesting. In many areas partners have also exceeded targets. For example, it was originally planned that 300 farmers would participate in the winter cropping programme for ROLEC. To date, however, 1000 farmers have done so. As a result local village leaders seem very enthusiastic to engage in DRR. Committed leadership has been effective not only in supporting the implementation of the material aspects of the programme, but also in endorsing the committee structure through which the work is being done. Awareness programmes have not only been successful in changing local agricultural practices, but also in terms of persuading local schools to adopt a policy of teaching about DRR in the classroom.

6.   Review Objective B (process) - Organisational Capacity in DRR

"To review where the capacity of the partners has increased, with specific reference to their ability to deliver effective community based DRR, including their engagement in advocacy"

In all countries, partners have wholeheartedly embraced DRR and have sought to benefit from DRR training courses where possible. The biggest limitation has been in ensuring that all relevant staff get the breadth and depth of training they need to competently work on all aspects of the project.

- In Afghanistan, staff struggled to implement two new fields, radio and DRR, at the same time and therefore there were a number of aspects that remained under-developed.
- In Malawi, staff generally performed better in supporting agricultural development than other livelihood interventions, likely reflecting the skill and knowledge sets of the staff. Where government extension workers were used to provide key support, they did not always understand the relation between their engagement in the project and wider DRR objectives.
- In India, partners had prior experience in implementing DRR projects but there was little evidence to suggest that EFICOR in particular had increased their overall organisational capacity in terms of systems and mainstreaming as a result of the DRR project. Rather, the outcomes of the project were confined to the project itself.
- In Bangladesh, while translated materials on natural disasters for training and individual learning purposes have been well circulated to staff, no follow up has yet been done on how the staff are using the materials

Overall, cross country learning could be strengthened more. For example NEICORD staff in Assam would benefit from learning from EFICOR staff in Bihar who were more experienced and therefore were implementing a stronger project, while in Bangladesh staff in Kulna received HAP training but this was not shared with other project locations. Lesson learning sessions, exchange visits between project sites would strengthen overall learning and implementation of the project.

Another area of learning is that there does not always seem to be sufficient systematic monitoring of the quality of outcome, rather the focus is heavily on completing activities. For example in Afghanistan the number of journalists trained was monitored but not the effectiveness of the training. The same was true for

Bangladesh who monitored the number of stakeholders trained (e.g. government officials, teachers, DMC members) but there was no evidence of follow up to measure the effectiveness of the training and to assess subsequent needs or learning gaps.

6.1 Beneficiary Accountability[4]

In general partners have established strong relationships with the communities in which they work. Many staff were from the local area and therefore were familiar with the historical context and local culture. The PADR process in particular served as a good mechanism for strengthening these relationships. It has been through the process of sharing interests and priorities of different stakeholders within the communities and the formulating and agreeing of the risk management plans that has ensured community participation in project design and development.

6.2 Sustainability

In general there were some encouraging signs of sustainability demonstrated across all locations. Community members had participated well in the PADR process demonstrating strong community ownership, and in some cases the insistence on a community contribution helped communities to learn how to mobilise the capacities they had within their own communities. For example in Bangladesh communities had to commit to contributing 10% before structural mitigation work would commence. This contribution was generally through labour and local materials.

However as mentioned earlier, dissemination of information beyond the DMC at times was problematic and therefore DRR concepts were not always sufficiently captured at the household level. In particular the inclusion of women in all aspects of the project was weakest in Bangladesh, partly because of greater cultural constraints, but in India women had been well included in the project serving to better equip households to cope with disasters and increasing the chance that knowledge is passed down through the family, and in Afghanistan the female radio clubs reported increased levels of confidence, motivation and empowerment, which came across clearly in the interviews.

Establishing links with the government are instrumental to achieving sustainability after the programme activities have finished. In most locations work done to date in informing communities of their rights and helping them to strengthen their relationship with local government has served to increase communities' realisation of capacity available within their own communities and to build up their understanding of government structures and how to build influential relationships. In some places relationships between government and communities has strengthened to such an extent that the partner no longer needed to facilitate the meeting. The more this can be formalised through the agreement of risk management plans at both community and local government level the more sustainable the impacts will be. Moreover the greatest sustainable impact will be realised if more interaction can take place at the state and national levels but so far this has only been progressed to any extent in Malawi and Afghanistan.

Interventions that tackle underlying risk factors contribute greatly to sustainability. There were some good initiatives along these lines that ensured skills and knowledge were passed to communities particularly in the area of agriculture, though most partners lacked adequate staff skills to train beneficiaries in ways to develop livelihoods from artisanal, manufacturing or service activities. There did not seem to be much monitoring across the board of the uptake and impact of these schemes which is important in establishing the effectiveness for the community of these initiatives in terms of what is working well, what needs changing or particularly interventions that could be rolled out further, perhaps through farmer to farmer teaching.

There were also varying distribution activities with for example ROLEC in Malawi establishing seed multiplication schemes and seed banks to ensure ongoing supply, while other partners distributing seeds post flooding (wheat, rice etc.) did a one off distribution where it was difficult to deduce the benefit to the communities of the seed distributions beyond the immediate harvest. However that said, with the exception of Afghanistan, there was a good uptake of revolving fund schemes, SHGs and contingency funds, with many of the resources coming from within the community, which when run well will create a good source of

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[4] For full summary see Annex B

funding and support even after the programme has finished.

Links established with other projects in the area help to strengthen cross-learning. For instance, in India DC's child development project is a good illustration of two projects mutually building upon each other's community contacts and educational opportunities. However in Bangladesh there was a missed opportunity in linking more closely the micro-finance, social development and DRR project despite natural complementarities, particularly in the areas of gender empowerment, encouraging good governance and giving loans for livelihood diversification.

6.3 UK Management

The UK Management part of the review was conducted by Hugh Goyder, an independent consultant who interviewed members of the UK team and partners from India, Malawi and Bangladesh to get feedback on the contribution the UK team has made to the project. He was unable to interview staff from Afghanistan and therefore their opinions have been represented based on their comments during the review team's visit in August. His findings are summarised below.

6.3.1 Management Structure

While Tearfund is experienced in handling large sums of money from institutional donors, this project was the first large, thematic, multiple country grant. The overall challenge faced was how to combine its normal 'bottom-up', partner-led project approval process with the more centralized approach required to ensure high levels of accountability for such a large grant. In particular, short response time (four weeks) was given to the call for proposals during which time the proposal needed to be prepared and the management structure of the project considered.

The management structure for the project was relatively complex, with some overlapping responsibilities between teams. Within this management structure, the role of the UK based Technical Advisor appears to have been the most difficult. This was partly due to an overlap of responsibilities with the regional Project Officers, but also because DRR covers a wide range of issues (livelihoods, early warning systems, community preparedness and response etc.) that vary across countries, demanding a high cross section of skills and experience from a single role. There were initial discussions about a regional post but this was changed at the 11th hour in favour of the UK due to administrative concerns. The consequences of this meant that for both the Technical Advisor and the Research & Policy Officer to be effective, a demanding and costly travel schedule was necessary which was in reality not viable. These concerns only became apparent as the project progressed and the management understood more clearly what capacity development was required at the field level by the partners. Compounding this, access to partners has also, on occasions, been restricted for the project team, mainly due to competing priorities and other organisational demands, and this has also delayed relationship building and capacity support for the partners. As a result, the team have tried to share learning through initiatives like the 'e-learning' group, which have potential, but may not always be sustainable.

A Steering Committee comprised of senior management from the Disaster Management Team and the Southern Africa and Asia teams has been established to co-ordinate the project. There are mixed views on the success of this structure in part due to relatively high turnover, and though it has been a useful forum for discussing such issues as how the project should treat exchange rate gains and losses, it has not made much progress in resolving some of the central difficulties concerning the complexities of the management structure.

In spite of these tensions considerable progress has been made, and partners speak very highly about the amount of support they have had from the UK management. The key lesson appears to be that the management structures meant both that too much time at the start was taken up with 'process' issues; and equally meant that it took longer than it should to establish productive working relationships.

6.3.2 Knowledge Management

One of the most significant achievements of this project has been to raise the partners' awareness of DRR as a global issue. The management difficulties already noted meant that this awareness took longer to spread than it ideally should have, but discussions with partners indicated that their understanding of how different

kinds of disaster can impact on the communities where they work, and the measures that they need to put in place to prepare communities for this, has improved considerably. The challenge now will be to institutionalise this knowledge within the NGOs concerned, so that their DRR programmes continue to evolve even after the staff who have participated in this project move on. The Partner Consultation meeting in Rajasthan in January 2007, which brought together partners from all the 4 countries involved, is seen as being a successful if relatively expensive exercise. One very useful way in which knowledge has spread has been the participation by partners in the Mid-Term Reviews in other countries, for instance with an Indian partner joining the review in Bangladesh.

6.3.3   Advocacy
As identified above travel was on occasions limited. For example, with Cyclone Sidr hitting Bangladesh, an advocacy visit was not made here until two years into the project. Therefore, a useful lesson from this project is that in the first phase of a new initiative like this Tearfund needs to give priority to the operational details. It is generally agreed that it would have been better if the advocacy component had come on stream about a year after the project started, once partners had a clearer idea of what they were doing. However, good relationships have been established across the project, and there is now good support also from the regional teams giving appropriate impetus to advocacy in the remaining 18 months.

The focus for the remaining two years needs to be on 1) knowledge management to ensure that learning is shared and the project is used as a vehicle for piloting new ideas in relation to DRR, particularly in the areas of climate change and livelihoods; and 2) advocacy, particularly in building up partners' capacity to undertake high quality research and national advocacy work.

6.3.4   Financial management
The major issue raised by partners in relation to finance is that of flexibility. There have been some cash flow difficulties particularly in relation to issues of currency fluctuations, large price increases and natural disasters such as Cyclone Sidr in Bangladesh. Partners' ability to account for, and report on, expenditure appears to have been lower than initially anticipated, and HEED in Bangladesh has found it very difficult to retain qualified accountants. At the start DFID's quarterly system meant there were delays in getting funds remitted, especially in Malawi. This was a novel system to the partners, and not always welcome, and they would have preferred a 6-monthly system of reporting and top-ups. However some also say that in the long term the tighter financial systems they have had to introduce may be helpful to them if they receive funding from other official donors, including DFID in the future.

The major concern raised by all the partners contacted for the review was in relation to funding, was the percieved the lack of flexibility they now have to follow up new ideas, (especially in relation to advocacy and climate change), as the multi-year budget has become increasingly irrelevant over time. Tearfund and partners need to maintain clear lines of communication to ensure that needs are communicated and that greater flexibility built into the project management process.

PART C – Conclusion

7. Common Themes within the Recommendations[5]
This Mid Term Review has been able to identify trends which indicate some key issues in implementing the Hyogo Framework for Action at the community level. The evaluation does not to identify key policy recommendations. Instead it frames concerns which require further research for clarification, and/or targeted funding of follow up actions to ensure effective implementation of the HFA at the community level.

The first major theme is in relation to advocacy. At community level advocacy was a strong success in promoting rights and entitlements, alongside facilitating communities to engage with local authorities they have access to. At the macro level the project has engaged successfully with policy development for both donors and institutions. However, it is at the meso level where the recommendations are the clearest. For all countries, the evaluation recommends a more targeted approach on advocacy with a specific focus on key

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[5] Please see Annex C for summaries of recommendations per country.

issues and agreed outcomes. The limited focus is due to a lack of dedicated policy staff within partner organisation and difficulties in gaining senior management buy in to the importance of advocacy as addressing root causes of vulnerability. These recommendations also reflect the difficulty in mainstreaming DRR across ministries and policies. However, to ensure effective implementation of DRR policy, it vital that national NGOs with specific grassroots experience are skilled and available. There is the need to develop places for dialogue and interaction with national government that is pitched in an accessible and viable way through, for example, the vehicle of DRR National Platforms or sub committees of DM Ministries.

In response to the series of country level recommendations on advocacy, Tearfund has decided to extend the Research and Advocacy post to provide dedicated capacity for the development of both national level and international advocacy. The project will also submit some small amendments to the advocacy component of the logframe to make the advocacy output more targeted and realistic. The recommendations have also influenced organisational thinking in choices of further projects, as well as give food for thought on how to further influence international level advocacy.

The second theme identifies the need for strong and appropriate systems of monitoring and continual improvement. The monitoring is both in reference to technical as well as project management skills, although the latter does have the greater emphasis. This requires the project to discuss further with the regional teams capacity development in project management skills, and discuss how the DRR project can be a vehicle to support this. In terms of continual improvement, there is the need to be more explicit and systematic about what Tearfund partners are experiencing and learning in implementing DRR. The project has generated a wealth of information and experience, but there has been no collation of this knowledge in a way which can provide specific learning and opportunities to engage deeper in advocacy, and share learning with peers and other agencies.

The third theme revolves around reducing underlying risk. Many of the partners have a background in humanitarian response leading to a DRR skills set based on preparedness and mitigation. However, holistic DRR must address underlying risks to ensure robust resilience, especially in the context of climate change. Often the partners have other departments with skills in areas such as livelihood development or micro credit but they have been funded through different means, and as such the cross fertilisation of learning needs to be encouraged. Partners have recognised this for themselves and have made a conscious effort to encourage their own organisational learning. They have spoken of the benefits of this process providing them with the opportunity to share with peers, as well as give them examples of how they can share learning internally.

The final theme refers to resourcing and choice of DRR activities, especially with reference to preparedness. There were some specific recommendations to increase the provision of places of safe access and shelter. In the context of climate change, these constructions need to have longevity and durability which comes at a cost. Partners have been reluctant to fund high value items as often they have a narrow reach of beneficiaries supported. Often they have preferred to stretch resources to cover more communities in risk assessment, awareness and education. The project has discussed this with the partners and where possible has reshaped budgets to support larger value construction. Tearfund is also addressing the issue of which DRR intervention to choose by designing tools which support decision making and identify the full breadth of risk vis a vis climate variability.

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ANNEXES

Annex A - Summary of Visits and Review Team

Each country visit was conducted for about a two week period in consecutive months in order to collect data from both communities and partner staff. Paper documentation such as country level proposals and reports were reviewed during the visits. The visits were as per the below schedule:

India   4-20 May 2008
Bangladesh   15-28 June 008
Afghanistan   29 July to 7 August 2008
Malawi 17-30 August 2008

The UK management review was conducted in early December 2008.

The review team make-up included those with technical expertise as well as those with more relevant cultural and language knowledge. This included both Tearfund staff from the UK office (the Project Manager and those with technical specialities in DRR and advocacy), and partner staff peer reviewing the work of other partners also implementing the DRR project. In particular the benefit of having Tearfund's partners join the team was both to enable them to learn from the work of other partners facing similar cultural and disaster challenges, and for the review process to draw out their mutual experiences.

Annex B – Humanitarian Accountability

As Tearfund is a member of HAP[6], it is important to help partners implement systems to improve their beneficiary accountability especially as it is also associated with sustainability. HEED and Tearfund DMT are the only ones who have received prior training on beneficiary accountability and therefore it was not part of the review per se but some questions were asked pertaining to the areas covered by HAP standards. This information is intended to form a baseline for any further work on beneficiary accountability should partners be interested in following it up.

In general partners have established strong relationships with the communities in which they work. Many staff were from the local area and therefore were familiar with the historical context and local culture. The PADR process in particular served as a good mechanism for strengthening these relationships. It has been through the process of sharing interests and priorities of different stakeholders within the communities and the formulating and agreeing of the risk management plans that has ensured community participation in project design and development.

Very low literacy levels in many of the project areas meant that written materials were of little value, though DC in India and HEED in Bangladesh had put up display boards in their villages, in order to ensure transparency of information, particularly regarding structural mitigation infrastructure, not only to beneficiaries but also to local government and other NGOs/CBOs. Communities in most locations seemed generally satisfied with the level of verbal information they had been given concerning introductions, project details and organisation's contact details, though this seemed to be primarily through the DMC or radio club and therefore was not always filtering through to each member of the community. In Bangladesh for instance some communities indicated that there was confusion over the role of the DMC and therefore they

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[6] See weblink for HAP standards

were not always being used to disseminate information effectively. In these communities, women in particular said that they were not being sufficiently involved in the project as a result of poor communication.

Partners were generally weaker in establishing a mechanism for systematically gathering feedback. Without exception, feedback was given ad hoc via the DMC, radio club or SHG, for instance in Bangladesh HEED staff contact numbers were only accessible to the DMC. While communities can be encouraged to be responsible for dealing with feedback, partners should still look to adopt a transparent system of beneficiary accountability so that all members of the community have clear access to the decisions that are being made about DRR at all levels and that channels of communication are clear so that every element of the community has the opportunity to give feedback on their perspective on the work that is being done. In India efforts were made to ensure that partner offices were accessible to communities in order for them to give face-to-face feedback although this was not formally recorded in any way.

It is also recommended that more systematic lesson learning and capacity building sessions are put in place to ensure that partner staff continually evaluate with communities whether activities are going to plan, to record lessons learnt and make changes where needed.

Annex C – Country Recommendations

Main Recommendations for Afghanistan

1) More support should be given to communities to help them make a connection between the radio programmes and implementation of DRR on the ground

2) The journalists should be supported in creating more solution-oriented radio programmes

3) There needs to be more measurement and evaluation of the impact of the radio programme in encouraging attitudinal changes and the adoption of good practice

4) Clearer overall coordination, project monitoring and expertise needs to be provided by creating a project manager position

5) DMT should continue encouraging national government to mainstream DRR thinking into their legislative frameworks, policies and implementation of these

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Main Recommendations for Bangladesh

1) Engagement with and influencing the government should be given a much more focused and systematic approach, across all regions and in Dhaka.

2) There needs to be a longer-term focus on reducing underlying risk and particularly in addressing rapidly deteriorating livelihoods.

3) Structural mitigation measures should be more systematically prioritised and more attention given to rebuilding structures using better materials/models/locations.

4) All sectors of the community should be more consistently involved in DRR activities, particularly women.

5) Access to safe refuge centres and essential services at those centres needs to be improved.

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6) More exchange of knowledge between areas and integration between HEED projects.

7) Ongoing project evaluation, particularly with regards to continuous monitoring and improvement of progress, could be strengthened.

Main Recommendations for India

1) Engagement with and influencing government at state and national levels needs to have a great focus across all states and partners.

2) There needs to be a longer-term focus on reducing underlying risk, particularly with regards to livelihoods and use of SHG funds.

3) More focus and support should be given to the work in Assam.

4) Risk management plans should be developed, and where possible linked to government plans.

5) Improvements need to be made to safe refuge and essential services available to evacuees.

6) Ongoing project evaluation, particularly with regards to continuous review and improvement, could be strengthened.

Recommendations for Malawi

1. In relation to advocacy, work with other stakeholders to establish a DRR civil society platform with the Malawi government, in order to achieve policy change

2. Produce DRR teaching materials for distribution to Malawian schools, to enhance the education and knowledge transfer dimensions of the DRR project

3. Prioritise increasing the capacity of communities to prepare for natural hazards in terms of developing contingency plans and setting up early warning systems

4. Increase efforts to establish livelihood streams outside the agricultural sector in all beneficiary communities. For most partners this also implies that they increase their own staff capacity in this area

5. Organisation of a workshop between partners to discuss Micro-credit schemes to share experiences and to build capacity

6. AGREDS to be supported to help it achieve its agreed targets

7. Partners should draw up action plans to put in place the mechanisms necessary to ensure the sustainability of the DRR project

8. Build the capacity of church leaders in DRR

Recommendations for the UK
5.1. At a time of great financial uncertainty it is important that Tearfund positions itself so it is better able to manage thematic funding from DFID and other donors, and to attract more such funding. This requires it to develop and retain a cadre of experienced project managers in the UK.
5.2 With moves towards decentralisation and the appointment of Country Representatives, there will be less need in the future for jobs to be created in London if similar funding becomes available. In London there should only be a Project Manager with appropriate administrative assistance, and other posts should be located within the relevant region or country.
5.3 This review suggests a wider need in Tearfund UK to eliminate duplication of roles, and over-lapping job descriptions. Such duplication is not just costly in terms of staff time, but it can cause tension between staff and reduce the organisation's overall effectiveness. The current moves towards greater decentralisation and the appointment of Country Representatives should help in reduce these problems in the future, but the Leadership Team will have to keep this issue under review.
5.4. In managing any similar funding for the future, Tearfund needs to build in greater flexibility into the budget, so that plans and budgets can be reviewed annually, and the work is not tied to a multi-year budget which becomes increasingly irrelevant over time. In this case the inflexibility did not come from DFID as the donor: Tearfund imposed it on itself.
5.5. Tearfund needs to ensure that both its partners and the organisation as a whole derive the maximum value added from this funding. This requires it to try to focus on the impact of the work, to share the learning, and use the project as a vehicle for piloting new ideas in relation to DRR and its links to climate change. The area with greatest scope mentioned by both staff and partners is the need to help people most vulnerable to disasters to adapt existing livelihoods, or develop alternative ones.
5.6 Partners need greater encouragement to try to mobilise more resources for these purposes from other donors: there is currently too much of a sense of dependence on Tearfund. In the final evaluation one indicator of real success will be that partners have in place strong DRR programmes, funded by a variety of different donors.
5.7 The focus for the remaining two years needs to be on knowledge management and advocacy to ensure greater DRR investments that really assist poor people, and greater efforts to communicate partners' practical experience in relation to DRR, perhaps through more formally researched case studies.
5.8 In the light of this focus, I would recommend that the Advocacy post be extended until December 2010, and that the focus of the post should be to build up partners' capacity to undertake high quality research and national advocacy work.
5.9 Finally DRR needs to be properly mainstreamed throughout Tearfund and its partners over the next two years, and DRR must continue to be a priority of staff and partners long after the end of DFID funding in 2010.