

Disaster Risk Reduction through Schools

Final Report

October 2005 – December 2010

February 2011



Contents

1. Data Sheets	4
1.1 Technical	4
2.1 Financial	5
2. Introduction	6
3. Building resilience in an increasing vulnerable world	7
3.1 <i>Global trends, hazards and impact of disasters</i>	7
3.2 <i>Disaster risk management: Evolving approaches and methodologies</i>	9
1.3 <i>Hyogo Framework for Action</i>	11
4. Disaster Risk Reduction through Schools	13
4.1 <i>Rationale</i>	13
4.2 <i>Country selection</i>	14
4.3 <i>Designing project activities</i>	15
4.4 <i>Achieving sustainability in DRR</i>	17
5. DRRS methodologies: A holistic programme of work for greater resilience	18
5.1 <i>Applying the Human Rights Based Approach (HRBA)</i>	18
5.2 <i>Participatory vulnerability analysis (PVA)</i>	18
5.3 <i>Local level capacity building</i>	20
5.4 <i>Capital investments in schools and surrounding communities</i>	21
5.5 <i>Climate Change Adaptation</i>	22
5.6 <i>Mobilisation and advocacy through international fora and partnerships</i>	22
6. Country Reports	24
7. Project Management	28
8. Global input summary	32
9. Lessons Learned	37
10. Recommendations	43
Annex 1: Financial Statement	46
Annex 2: Logical Framework	47

Acronyms

AAB	ActionAid Bangladesh
AAG	ActionAid Ghana
AAH	ActionAid Haiti
AAI	ActionAid International
AAIN	ActionAid India
AAK	ActionAid Kenya
AAM	ActionAid Malawi
AAN	ActionAid Nepal
AAUK	ActionAid United Kingdom
CBDP	Community-based disaster preparedness
CBO	Community Based Organisation
CCA	Climate Change Adaptation
CP	Country Programme
CRED	Centre for Research of the Epidemiology on Disasters
CSO	Civil Society Organisation
DEO	District Education Offices
DFID	The Department for International Development
DMC	Disaster Management Committee
DRR	Disaster Risk Reduction
DRRS	Disaster Risk Reduction through Schools
HFA	The Hyogo Framework for Action
HSC	Hazard Safety Cadets
IDS	Institute for Development Studies
IEC	Information, education, communication
IPD	International Partnership Development (AAI)
ISDR	International Strategy for Disaster Reduction
LDC	Less Developed Countries
LFA	Logical Framework Analysis
MDG	Millennium Development Goals
NCED	National Centre for Education Development (Nepal)
NGO	Non-Governmental Organisation
OG	Oversight Group (AAI)
PTA	Parent Teacher Associations
PVA	Participatory Vulnerability Analysis
PWD	Persons with Disabilities
SMC	School Management Committee
UNDP	United Nations Development Programme
UNISDR	United Nations International Strategy for Disaster Reduction
VDC	Village Development Committee

1. Data Sheets

1.1 Technical

Name of the project:	Disaster Risk Reduction through Schools
Name of the organisation:	ActionAid International International Emergencies and Conflict Team 33-39 Bowling Green Lane, London EC1R 0BJ
Partner organisations (international):	Institute for Development Studies PAMOJA ISDR
Partner organisations (national, community, district):	Nepal: Lumanti, BEE Group, Education Network, National Society for Earthquake Technology, Disaster Preparedness Network, Centre for Policy Research and Consultancy. National Centre for Education Development Malawi: Local Government structures (Village Development Committees; Area Civil Protection Committees; District Civil Protection Committee; Education Ministry), The Civil Society Coalition for Quality Basic Education. Haiti: Regional Coordination of South East Organisations (CROSE); Education Network for All (REPT). Kenya: Elimu Yetu Coalition; Womankind Kenya. Ghana: Community Development Initiative (CODI), District Education for all Teams, Ghana National Education Campaign Coalition (GNECC), Northern Network on Education (NNED) Bangladesh: Solidarity, Esho Desh Gari, South Asia Partnership, Campaign for Popular Education (CAMPE) India: Association for Rural Development (ARD), Centre for Environment and Development (CEAD), Gramya Vikas Manch (GVM), Samatha Vidya Vyavasaya Abhivrudhi Sankshema Sangham (SVAS).
Project budget:	£2,809,704 (exclusively funded by DFID)
Project header:	Goal: To reduce people's vulnerability to disasters related to natural hazards by contributing towards the implementation of the Hyogo framework. Purpose: To support the development of schools in high-risk disaster areas such as to make them safer, whilst enabling them to act as a locus for disaster risk reduction, institutionalizing implementation of the Hyogo Framework within education systems. The project worked in 7 countries, in selected districts at high-risk of diverse natural

disasters.

Outputs: Schools in high-risk disaster areas made safer and communities organized around schools for disaster prevention, preparedness and mitigation. More widely, effective methodology has been developed that can be replicated in other schools, influencing national level policy and practice in ways that can be easily replicated in other countries and other sectors.

Project duration: 5 years (October 2005 – December 2010).

Status of Report: Final Project Report

Outputs: Key outputs as stated in the Logframe

Issues: Summary of Sections 7-10

2.1 Financial

End of Project Financial Statement:	October 2005 – December 2010
Summary:	Total expenditure: GBP 2,817,122
	Total overspend: GBP 7,422

A full financial statement of accounts is included in Annex 2 to this report.

2. Introduction

The Disaster Risk Reduction through Schools (DRRS) Project, exclusively funded the UK's Department for International Development, was implemented from October 2005 to December 2010 by ActionAid International in collaboration with seven ActionAid Country Programmes.

The project's goal was to 'reduce peoples vulnerability to natural disaster by contributing to the implementation of the Hyogo Framework for Action (HFA)' and its purpose is to 'make schools in high disaster risks areas safer, to enable them to act as a locus for disaster risks reduction (DRR), and to engage the education sector in the HFA'.

This report has been authored upon completion of implementation activities by Country Programmes. Its principle sections cover:

- The challenge facing us in building resilience to ever-increasing threats of disaster in some of the most vulnerable parts of the world
- The evolution in DRR approaches and the emergence of greater multilateral action
- The rationale of promoting DRR *through* schools
- The methodologies that the project employed
- The experience, activities and achievements of our work in each country
- Project management arrangements
- Lessons learned from the project
- Recommendations for future action.

A completed project Logical Framework is included in Annex 2, covering inputs and outputs of all Country Programmes. This Logical Framework Analysis provides summary of the findings as reported through Sections 7-10 of this report, in particular building on the global input summary as presented in Section 8.

A financial statement is included in Annex 1. This adopts the same format as those that have been provided to DFID periodically through Quarterly Progress Reports.

ActionAid would like take this opportunity to state its gratitude to those that it has worked with during the course of the project.

We would like to thank DFID for its continued support and for granting us the opportunity to undertake this worthwhile initiative, which we believe has made a valuable contribution towards reducing the vulnerability of the communities with whom we have worked and towards effective DRR practice in those national contexts and beyond. We would like to thank our project partners in Bangladesh, Ghana, Haiti, India, Kenya, Malawi, Nepal, and those working with us internationally, for all their support and hard work in helping to ensure the overall success of the project. In addition we would like to thank our counterparts in government, whose continued commitment will see the full benefits of DRRS secured for those that they represent.

Finally, and most importantly, we would like to thank the schools and community members whom have proved the foundation of this project. Future success in building resilience to the growing threat of disaster rests with them.

3. Building resilience in an increasing vulnerable world

This section provides background to the DRRS project, setting out some of the principal themes and drivers for change which have informed the initiative's design and implementation. In briefly reflecting upon the context in which the DRRS project has been delivered, consideration is granted to:

1. Global disaster trends and the consequences of their occurrence in recent years;
2. The evolution in disaster risk management thought and prevailing disaster risk reduction approaches;
3. The imperative for global co-operation and multilateral action.

All of these elements have informed the development of ActionAid's policies and methods on DRR. Subsequent to this section, our attention is turned to the DRRS project itself and its areas of operation, methods and key activities.

3.1 Global trends, hazards and impact of disasters

The past two decades has witnessed a significant increase in the number and adverse impact of disasters worldwide. In 2010, 950 natural disasters were recorded globally, which was more than the annual average for the last decade. Earthquakes, weather related catastrophes and rising temperatures have been particular phenomena that have reaffirmed growing trends in the increasingly incontrovertible consequences of climate change, urbanisation and environmental degradation.

The financial cost of these disasters has been estimated at around US\$130bn¹; the human costs however, have proved immeasurably higher. Ban Ki-moon, the Secretary General of the United Nations, has described 2010 as "one of the deadliest years in more than a generation", in recognition of his agency's own estimation that more than a quarter of a million people were killed as a result of natural disasters. Such disasters invariably hit the poorest and their communities the hardest. It is they who lack the infrastructure, basic service provision and wider financial and human resources to withstand disaster and mitigate the hazards which precipitate them. The extent to which peoples and communities are at risk is a direct function of their vulnerability, which is determined by the availability or otherwise of these resources.

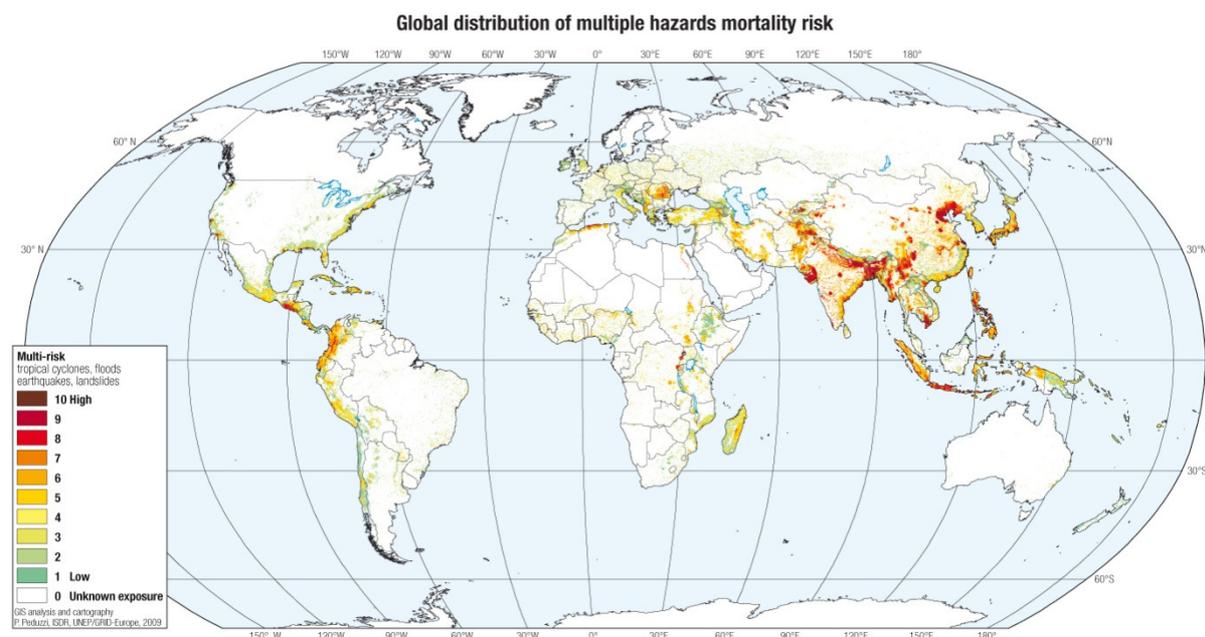
The incidence of disaster precipitates a vicious cycle of destruction, poverty, increased vulnerability to the threat of disasters and growing poverty as they reoccur. Reversing this cycle to create greater resilience must remain at the forefront of the development effort, as widely recognised by leaders and DRR professionals alike. Addressing the sixty fifth General Assemble during its thematic debate on *Reducing Disaster Risk* earlier this month, President Joseph Deiss of Switzerland in opening the

¹ As estimated by the Munich Reinsurance Company, 2010.

debate said that “by wiping out major development gains, such as school buildings, hospitals and energy grids, disasters perpetuate a cycle of underdevelopment, poverty and disempowerment”².

The critical need to address risk, unevenly distributed globally, is fundamental factor. Extensive research undertaken by the UN in its *Global Assessment Report on Disaster Risk Reduction (2009)* has provided comprehensive country-level analysis in this regard. Undertaken in the context of the International Strategy for Disaster Reduction (ISDR), the assessment found that – as one would expect – whilst in absolute terms economic losses from disasters were greater in richer countries, mortality in absolute terms and economic losses as a proportion of overall wealth was far greater in countries with lower incomes and lower human development.

The trends are clear. The *Global Assessment* concluded that mortality and economic loss risk are increasing in absolute terms for almost all principal hazards. Assessing the impact of multiple risks (including earthquakes, cyclones, floods and landslides) it was found that they are disproportionately concentrated in LDCs, particularly across South Asia, Central and South America and Africa. The below diagram illustrates the distribution of multiple hazard risk in terms of mortalities³ across the globe.



The stark difference in the impacts of the earthquakes of similar magnitude that had respectively struck Haiti and New Zealand in 2010 are particularly demonstrative: registered as 7.0 magnitude the Haitian earthquake of 12 January killed more than 250,000 people and left nearly 2 million homeless; whereas no lives had been lost in the aftermath of the 7.1 magnitude temblor that struck New Zealand in September.

The increasing incidence of hazards and the impacts of disaster worldwide are undermining collective efforts towards alleviating global poverty, specifically in meeting the Millennium

² Sixty fifth General Assembly, Informal Thematic Debate, held in New York 9 February 2011.

³ The *Global Assessment* for this distribution modelled risk by matrix covering *absolute* fatalities per year and relative fatalities (per million per year), with countries being categorised ‘low’ (scale 1) to ‘high’ (scale 10).

Development Goals (MDGs). “The IMF estimated that the average economic cost for each individual large scale natural disaster event was over 5% of Gross Domestic Product (GDP) in low-income countries between 1997 and 2001; recent World Bank estimates have placed this figure in the range of 2-15% of GDP for low income countries” (DFID, *Reducing the Risk of Disasters – Helping to Achieve Sustainable Poverty Reduction in a Vulnerable World*, 2006)⁴.

Responding to such empirical evidence, policy makers have sought to address vulnerability as a prerequisite for building resilient communities and enabling sustainable development:

“The potential for a hazard to become a disaster depends on a population’s vulnerability or coping capacity. The poor, women, children, the elderly or the disabled, are often most vulnerable and therefore the worst affected... Disasters do not just happen, they are a result of failures of development processes which increase vulnerability and reduce coping capacities, constraining development further in a ‘downward spiral’. The goal of our disaster risk reduction policy is to contribute to sustainable development through reducing the burden of disasters on the poor and most vulnerable

DFID, DRR Policy, March 2006.

More than 85% of people exposed to such disasters live in countries with medium to low human development⁵. As the *Centre for Research on the Epistemology of Disasters* forcefully makes clear, this proportion is increasing.

Experience has shown that \$1 invested in preparedness programmes routinely saved about \$7 in post-disaster rebuilding and reconstruction costs. Consensus amongst policy makers and practitioners has thus emerged that it is imperative for disaster risk reduction to focus on preventing the worst consequences of disaster through improvements in the resilience of communities. This represents a significant paradigm shift in the way we look to meet the challenge posed by disasters today.

3.2 Disaster risk management: Evolving approaches and methodologies

Disaster risk management, in its many guises, has come a long way since early school of thoughts emerged in the 1970s and 1980s. Then, academics and practitioners, reflecting particularly on the experience of disaster responses in North America, focused on fixed stages of disaster recovery; regarded as linear processes based upon the premise of rational value added decision-making. It followed therefore that the allocation of resources should be driven from the centre, led by decision-makers at the top.

⁴ This was a key consideration for the Hyogo Framework for Action. As stated in Resolution 1 of the Declaration: “[D]isasters seriously undermine the results of development investments in a very short time, and therefore, remain a major impediment to sustainable development and poverty eradication. We are also cognizant that development investments that fail to appropriately consider disaster risks could increase vulnerability. Coping with and reducing disasters so as to enable and strengthen nations’ sustainable development is, therefore, one of the most critical challenges facing the international community.”

⁵ UNDP *Reducing Disaster Risk: A challenge for Development* (2004).

However, our understanding of disasters, hazards and risks, has come a long way since then. It is now universally recognised that in fact disaster responses – and by extension wider DRM – must be non-linear, accounting for the complex nature of disasters. Hazards and risks are unpredictable, the consequences and impact subject to too many variables for simplistic linear methods to suffice.

Furthermore, we no longer regard disasters merely as acts of God – *force majeure* – that befall us, in the face of which we are relatively helpless. As acknowledged in DFID's policy statement, as with its colleagues across the DRR community, a lack of resilience and preparedness is an underlying cause of disaster that must drive our efforts in meeting this global challenge.

In parallel with an emerging call to move away from top-down paternalistic approaches, emerging thought focused increasingly upon the imperative of addressing community power distribution; in doing so, it has been empirically proven that there is an inverse correlation between vulnerability and the degree of power that can be exercised, which must be addressed⁶. Those most vulnerable prior to the event, are the most likely to be marginalised during the recovery period and to remain so thereafter, thus undermining subsequent development efforts.

However, there is no absolute correlation between poverty and vulnerability; a multitude of variables make up overall vulnerability, many of which are known and understood by communities themselves. Thus in working towards objectives of equity, mitigation and sustainable development, local participation is a critical factor. In recognition, agency action has increasingly recognised the importance of Community Based Initiatives to increase community mobilisation, putting those on the front line at the centre of efforts to build their own resilience and provide solutions to reduce their own vulnerabilities.

ActionAid's DRR policies and interventions are therefore founded upon the need to bring about sustainable change to the power base at all levels, through community action. Communities identify their own threats and hazards and, as rights holders, work with duty bearers to identify solutions to reduce their vulnerability and respond to the occurrence of any disasters.

Working directly with communities, DRR interventions can immediately derive positive outcomes in three clear ways, namely in:

1. Strengthening local capacities to plan and mitigate vulnerability to known hazards;
2. Altering physical development to increase resilience;
3. Integrating bottom-up participation in policy/decision-making and resource allocation processes.

The universal recognition of the imperatives of advancing DRR in a dynamic way on a multitude of levels permeated the most comprehensive international policy response to date, the Hyogo Framework for Action. It is important to briefly outline its principles and what it means in a practical sense as this was a fundamental element to the DRRS project.

⁶ Of particular note is Daniel Kahneman's work on the incentives of disaster response. Most recently this was articulated at a World Bank led seminar (September 2008), entitled *Dealing with Low Probability-High Consequence Events: A Behavioural Economics of Risk Presentation* where efforts were communicated to investigate behavioural economics with high risk, low probability events.

1.3 Hyogo Framework for Action

The Hyogo Framework for Action (HFA) was borne out of the imperative to face the challenge of growing hazards and risk of disaster through multilateral response. This joint action represented a high water mark for multilateral cooperation for DRR, after significant efforts and commitments which had already proved groundbreaking (including The International Decade for Natural Disaster Reduction, The International Strategy for Disaster Reduction and Yokohama Strategy and Plan of Action for a Safer World).

The devastation wrought by the Indian Ocean earthquake and tsunami in December 2004 galvanised nations and multilateral organisations in taking more co-ordinated measures. The gathering of world leaders, development experts and practitioners from across the disaster reduction community in Kobe, Japan in 2005, witnessed the signing of an agreement that committed 168 nations to work towards greater resilience and sustainable development through improved action for disaster reduction.

A retrospective look at the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action (which was adopted in 1994), through the formal Yokohama Strategy review process, identified five gaps which formed the basis for subsequent action:

- I. Organizational, legal and policy frameworks;
- II. Risk identification, assessment, monitoring and early warning;
- III. Knowledge management and education;
- IV. Reducing underlying risk factors;
- V. Preparedness for effective response and recovery.

Wide ranging and fundamental as these clearly were, the Yokohama review informed the significant effort which went into bringing the Hyogo Framework into being. It's worth noting its three strategic goals here, given their salience to the approach ultimately adopted by the DRRS project. In summary, strategically, Hyogo aimed at supporting:

1. The more effective integration of disaster risk considerations into sustainable development policies, planning and projecting at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.
2. The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.
3. The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery projects in the reconstruction of affected communities.

Crucially, this recognised the imperative of advancing the DRR effort at all levels, foremost from the community level.

As Resolution 1 of the Declaration states:

Human societies have to live with the risk of hazards posed by nature. However, we are far from powerless to prepare for and mitigate the impact of disasters. We can and must alleviate the suffering from hazards by reducing the vulnerability of societies. We can and must further build the resilience of nations and communities to disasters through people-centered early warning systems, risks assessments, education and other proactive, integrated, multi-hazard, and multi-sectoral approaches and activities in the context of the disaster reduction cycle, which consists of prevention, preparedness, and emergency response, as well as recovery and rehabilitation

In order to contribute towards attaining its strategic goals, the Hyogo Framework has five priorities for action. These include:

- Ensuring that disaster risk reduction is a national and local priority with strong institutional basis for implementation;
- Identifying, assessing and monitoring disaster risks and enhancing early warning;
- Using knowledge, innovation and education to build a culture of safety and resilience at all levels;
- Reducing the underlying risk factors;
- Strengthening disaster preparedness for effective response at all levels.

The DRRS Project was designed to ensure that the Hyogo Framework's priority areas for action are incorporated in the education sector. In particular, the multi-country DRRS Project's central focus was on reducing risks and vulnerabilities to crises through innovative work in resource poor schools and communities that surround them.

The following section outlines in detail the approach adopted by ActionAid to advance DRR, the methodologies employed and the countries in which activities were implemented.

4. Disaster Risk Reduction through Schools

ActionAid's DRR policy and commitment is firmly framed within its overall human rights based approach. Consistent with evolving DRR knowledge and understanding, as described in the previous section, ActionAid's work is dedicated to support people and their communities, as rights holders, to bring about sustainable change by *transforming power imbalances*. Working with duty bearers, capacity in human and financial resources can be built to increase resilience to the causes of disaster.

ActionAid's commitment is to apply DRR as a methodology to address latent apathy amongst public officials and decision-makers, encouraging actions premised on the need to address risks before events occur. Building upon the consensus around the crucial need for community action, the DRRS project's methodology is designed to:

1. Meet macro (inter-governmental) and micro (intra-community) developmental imperatives;
2. Maximise the effectiveness of external aid resources by identifying and advocating local needs;
3. Encourage horizontal and vertical integration (supporting greater interdependence of social / decision-making parts).

This section details the background rationale of the project, the selection of countries in which ActionAid rolled out the project, a brief overview of its key activities, and consideration of the imperative for the sustainability of positive outcomes from its efforts.

4.1 Rationale

A central pillar of ActionAid's DRR work, the DRRS project has been implemented over the last five years. DRR interventions were implemented **through schools not just in schools**, recognising the catalytic potential for change through schools. The rationale behind this adopted methodology is clear: a school can be a locus for change, not only in increasing institutional capacity in building resilience itself, but also in mobilising the community in delivering an authentic DRR message at an operational level, with an ability to bring together rights holders and duty bearers at local, regional and national levels.

The purpose of the project was thus twofold: to make schools in high-risk disaster areas safer; and to enable them to act as a locus for disaster risk reduction, institutionalizing implementation of the Hyogo Framework within education systems.

The theory behind the project's conceptualisation and design suggested that the benefits of promoting DRR through schools would include:

1. Building upon schools' space at the heart of communities that are predominantly rural surrounded by weak civil society structures and public services thus providing the opportunity to **build physical and social capital**.

2. Harnessing space to promote learning and understanding, schools being fora for developing knowledge amongst pupils and their teachers, promoting **child-to-child learning and child-to-parent learning**.
3. Creating a powerbase to mobilise the wider community, particularly supporting **schoolchildren to serve as important agents of change** (as providing DRR knowledge to them results in the speedy dissemination of that information), whom can transfer information about DRR to their parents and guardians, who in turn circulate it throughout the community.
4. Strengthening educational networks, working with partners and governments, whom have strong education networks through the community to national level to bring about **structural change**, for instance in education policy, and curricula.
5. Facilitation of a wider agenda for change, through broad information dissemination working at **national and international levels**.

The theory underpinning the DRRS project was consistent with the prevailing international agenda on DRR. The theme of “Disaster Reduction, Education and Youth” was introduced during the UN World Disaster Reduction Campaign in 2000 (UN 2000). This priority has become integral to the 2005-2015 Hyogo Framework for Action as part of Priority 3, focusing on the “use of knowledge, innovation and education to build a culture of safety and resilience at all levels” (UNISDR 2005). More recently, the 2006-7 UNISDR campaign “Disaster risk reduction begins at school” aimed to promote the integration of disaster risk reduction into government plans for school curricula and to ensure that school buildings are safe from the impacts of natural hazards. The current International Decade of Education for Sustainable Development led by UNESCO provides a long-term focus for taking this agenda forward.

The DRRS project was therefore complementary and highly relevant to this broader international agenda, which continues to be committed towards education as a catalyst for achieving sustainable progress as part of the broader DRR effort.

4.2 Country selection

Strategically, ActionAid’s commitment has been to address DRR imperatives, as espoused by the HFA, through targeted resources to country programmes in parts of the world which can claim to be in acute need of DRR support.

The DRRS project was implemented in 7 countries: Bangladesh; Ghana; Haiti; India; Kenya; Malawi; and Nepal. These were selected according to: the **relevance** of DRR to country specific development imperatives; and AAI’s assessment of the **capacity** of its existing Country Programmes (CPs) to implement the project.

At the outset it was important to assess the relevance of the DRRS project against the development context in a number of geographies. During project design AAI ensured that the selection of countries to operate in was a direct function of known vulnerabilities and likely hazards. In this manner, AAI ensured that all 7 countries in which DRRS project was rolled out could demonstrate significant vulnerability, both economic and in terms of mortality.

It is instructive that evaluation has been supported by empirical evidence offered through external primary research. As reported through the UN's *Global Assessment Report* (2009), all 7 selected countries are considered relatively high up on the vulnerability scale and are vulnerable to one or more main of the principal hazards considered in the research.

DRRS country-level vulnerability and risk profiles

Country	Multi hazard vulnerability*	Economic vulnerability^	Heterogeneous hazard vulnerability~
Bangladesh	Medium-high (6/10)	High (4)	Cyclone (high), landslide (very high)
Ghana	Medium-high (6/10)	Medium (3)	Landslide: Very High
Haiti	Medium-high (6/10)	Very High (5)	Landslide: High
India	High (7/10)	Medium (3)	Cyclone (medium), flood (medium-high), landslide (high), earthquake (very high)
Kenya	High (7/10)	Medium (3)	Flood (medium-high), landslide (high)
Malawi	Medium-high (6/10)	High (4)	Landslide: Very High
Nepal	Medium-high (6/10)	High (4)	Landslide: High

Classifications as cited by the *Global Assessment Report* (2009):

*Vulnerability is a function of the estimated number of people killed per year (as a proportion of those exposed).

^Defined as economic losses relative to GDP and/or capital stock as fragility proxy. Categorised by quintile (very low, low, medium, high, very high)

~Classification from low (1) to very high (10). Only those with assessment medium < are listed

From the outset therefore, the sound selection of countries in which to operate ensured that the project presented a high degree of relevance to the DRR agenda.

4.3 Designing project activities

In designing project activities AAI was fully cognisant of the activities committed to by signatories of the Hyogo Declaration, specifically in terms of priority 3, *use knowledge, innovation and education to build a culture of safety and resilience at all levels*, namely to:

1. Promote the implementation of local risk assessment and disaster preparedness programmes in schools and institutions of higher education.
2. Promote the implementation of programmes and activities in schools for learning how to minimize the effects of hazards.

3. Develop training and learning programmes in disaster risk reduction targeted at specific sectors (development planners, emergency managers, local government officials, etc.).
4. Promote community-based training initiatives, considering the role of volunteers, as appropriate, to enhance local capacities to mitigate and cope with disasters.
5. Ensure equal access to appropriate training and educational opportunities for women and vulnerable constituencies; promote gender and cultural sensitivity training as integral components of education and training for disaster risk reduction.

Consistent with the above aspirations, the project sought to promote the inclusion of disaster risk reduction knowledge development in relevant sections of school curricula at all levels and the use of other formal and informal channels to reach youth and children with information.

The project was specifically designed to be implemented at three levels: Local (up to District); National; and International. Operating at all these levels ensured both horizontal (outcomes intended across communities) and vertical (bottom-up outcomes from local to international) benefits of change. The rationale for doing so rested on the imperatives of effectiveness and sustainability from project interventions.

The primary beneficiaries were 167 schools in the selected districts in the 7 countries, with over 15,000 pupils (and their parents) and over 300 teachers (and school management committee members / directors). The communities immediately surrounding these schools were also considered to be primary stakeholders (estimated at the time of design to be at least 80,000 community members). Secondary beneficiaries were estimated to be over 3 million people in the wider districts, where specific activities were intended to bring benefits through information dissemination, knowledge transfer and advocacy to all schools and therefore all communities. In addition, national and international agencies involved in education or disaster preparedness important secondary stakeholders.

Schools were selected using the following criteria: the physical status of school buildings, the vulnerability of schools to flooding rivers, school catchment areas (they had to cover at least three Village District Committees and include marginalised groups), and poverty levels advocating for necessary mitigation measures.

Inputs were designed to cover a number of thematic priorities, consistent with the HRBA, including: capital investments in schools; skills development for pupils, teachers and wider community members in DRR practices; mobilisation of community groups (such as DMCs) to provide fora for DRR capacity development and advocacy; exercises to promote awareness amongst right holders and duty bearers at various levels; technical support to the development of disaster management plans at community level; budget tracking at community and region level; support to the development of educational curricula at national levels; advocacy to bring about policy change at national and international levels.

Greater detail of the above is provided in the country-specific *Global Input Summary* (Section 8).

4.4 Achieving sustainability in DRR

Sustainability has been achieved through the inherent methodology of the DRRS project due to capacity building, mobilisation and advocacy efforts which have equipped future generations as rights holders to lead future DRR initiatives.

The following pillars underpin the future sustainability of the project:

1. Greater capacity in physical and social infrastructure ensuring reduced vulnerability to disaster;
2. Enhanced skills and knowledge amongst primary and secondary stakeholders, particularly at community level;
3. Positive change in the education sector in terms of policy and practice, particular in the incorporation of DRR in national curricula, integrated into teacher training colleges or text book development and new guidelines for school management;
4. Structural reform in terms of positive policy and budget change to support DRR both through and beyond the education sector;
5. Greater awareness of DRR issues, and the potential of schools and catalysts for change, amongst national and international decision-makers.

In this manner the DRRS project has undoubtedly provided a foundation so as to continue to increase communities' resilience to disaster and the impetus for decision-makers to continue to invest in DRR, working with DRRS stakeholders which as a product of the project are better equipped to themselves lead on DRR efforts in the future.

The next section speaks specifically about the methodologies employed by the project and some of the outcomes which resulted.

5. DRRS methodologies: A holistic programme of work for greater resilience

ActionAid is committed to working with vulnerable people and communities, as an agency of the poor, so that they may exercise their rights and their own sustainable development. The DRRS project was no exception.

The methodological approaches adopted were designed to ensure operations could be undertaken at all levels (local, national and international).

In this section we outline:

- Methodological principles adhered to through the implementation of the project;
- Key methodologies and activities employed;
- Considering climate change adaptation;
- Role of international fora and partnerships.

The chart at the end of this section then outlines the specific programmatic details for each country (areas of operation, stakeholders, activities/inputs and budget). Case reports from individual countries in Section 6 then provides some individual cases to illustrate our work in action.

5.1 Applying the Human Rights Based Approach (HRBA)

ActionAid's HRBA is the framework which informs and shapes all its work. In the context of the DRRS project activities were consistent with the 3 pillars of the framework, namely: Capacity building; mobilisation; and advocacy.

In covering all three of the HRBA pillars, ActionAid helped ensured that project activities were mutually reinforcing, whilst wide-ranging in their scope so as to maximise the potential impact of the project.

During the remainder of this section, the reader will note reference to HRBA instilling consistency in all that the DRRS project delivered.

5.2 Participatory vulnerability analysis (PVA)

PVA was central to the DRRS project's methodology. Exercised in schools and in selected communities it facilitated a process of discussion and reflection that supported communities in identifying their own threats and the solutions that could be deployed to overcome them, creating a sense of ownership for collective social action.

PVA helped us explore the root causes and effects of vulnerabilities as well as to come up with solutions using a participatory approach which results in a plan of action with defined roles and responsibilities. For the first time, the DEO was involved in PVA training and follow-up activities. I realised that, without PVA, actions are not effective. We are happy that DEO is very positive about allocating more resources for risk reduction initiatives, especially in the schools

Shishir Yadav, one of the local of Matehiya, Nepal.

At local level, work was carried out in high-risk disaster districts in specific schools and surrounding communities, employing PVA with children, teachers, parents and the wider community. This facilitated significant participation and dialogue amongst rights holders and duty bearers' alike, raising awareness and transferring knowledge on the particular hazard and risk considerations facing individual communities.

Specifically, PVA entailed:

- In-depth analysis of vulnerabilities and the root causes of disaster – as well as an appreciation of past action and opportunities for future intervention – supporting communities in drawing up actionable plans and demands.
- engaging a variety of key people and groups in the process (but keeping the vulnerable communities at the centre) leads to effective, transparent and accountable decision making on disaster prevention and response
- vulnerabilities are tackled at different levels, from local to global, but always focusing tasks and interventions on the needs, demands and knowledge of the most vulnerable people.

*Dissemination of PVA results to administrative bodies in Assam.
(picture: GVM)*



This approach has uniqueness in the sense that it reached out to the larger communities in remotest and most marginalized areas (for instance dalit, tribal areas), through its initiatives to make school safer places for children. By doing so, it endeavoured to remove those socio-economic conditions, which keep the children out of school, by making schools and quality education accessible to the children from most marginalised and poor communities.

Awareness-raising was conducted within schools and wider communities to build preparedness, enable local tracking of trends and support capital investments and other actions to make schools safe. At district level district-wide action plans were developed and supported around disaster risk reduction through schools. These in turn evoked policy implications, which were taken up by broad coalitions / networks to promote national level reforms. PVA was thus instrumental in informing our advocacy efforts around the Hyogo Framework at local, national and international levels:

We never used to be familiar with the vulnerability-, risk- and hazard prone areas within our community and school, but now, because of PVA, we are. In order to minimise risks, I think it is necessary to use DRR education to inform people about these areas. Now we can make and implement appropriate plans and programmes. IEC materials and cultural

shows are also effective in increasing knowledge about DRR among children and their guardians.

Ms Ranju Khadka, Teacher, BKSS, Sunakothi

There was clear recognition amongst participants that hazards were a consequence of marginalisation, which in itself is directly correlated with levels of vulnerability.

Consequently, it was recognised at the outset that different DRR priorities exist in different contexts and hazards faced – for example drought in the selected district of Kenya, plagues of pests in Ghana, floods in Malawi and Haiti, earthquakes in Bangladesh, landslides in Nepal, coastal erosion in India. Many of the selected districts were prone to several types of disasters, adding to the complexity of the project. One of the strengths of the project was to allow communities through PVA to order and voice their own sense of priorities among the list of vulnerabilities.

5.3 Local level capacity building

A fundamental objective of the project was to raise the capacity of children, parents, teachers, school fora and organisations within the wider-community to lead their own DRR initiatives⁷. Inputs employed in doing so were numerous.

Firstly, consistent with ActionAid's approach to capacity building and mobilisation guiding principles, the project held many sensitisation, orientation and talk programmes which involved various stakeholders at different levels in order to make participants aware of DRR and the importance of PVA. This improved knowledge and understanding, was shared learning and engagement with vulnerable people. As a result their knowledge, experiences and ideas about DRR were heard by their peers and duty bearers alike.

Secondly, training and capacity-building initiatives – including Training of Trainers – to build knowledge and skills of forms of vulnerability and DRR methods were organised for teachers and students, school management committees (SMCs), parents teachers association, and the wider community. Care was taken to give priority to the most vulnerable groups and locations within in the community while analysing the vulnerability. PVA orientations held at the district level made representatives of district-level

DMCs played a vital role in the implementation of the project. Working with these fora helped ensure adherence to underlying principles of the project (for instance: promoting children as agents of change; raising awareness on DRR as a means to reduce vulnerability in the face of risk of disasters that are not merely acts of God; promotion of equal participation and gender sensitivity). DMCs took a leading role in mobilising external resources for the construction of small-scale infrastructures. For example, in Banke, five hand pumps were installed in Matehiya VDC and 12 in Gangapur VDC with funds from the UNDP. Gangapur VDC also constructed safe shelters for disaster- affected people with UNDP funding

⁷ In this vein, the project was consistent with the aspirations of the HFA's Resolution 2, which stated that: "[A]ccelerated efforts must be made to build the necessary capacities at the community and national levels to manage and reduce risk". This once more reaffirmed the centrality of the community and local level agents in effective DRR interventions and practice.

stakeholders like district development committees, district education offices (DEOs), district administrative offices and other I/NGOs familiar with vulnerability analysis.

PVA exercises revealed that there were many gaps in DRR knowledge and practice among local people. One of those gaps was the lack of an institution responsible for disaster-related business. To address this gap, socially inclusive Disaster Management Committees were formed at the school and community levels. DMC members learned many life-saving skills through trainings in first aid, search and rescue, fire fighting and other issues, all in an effort to build their capacities to respond to disaster. Emphasis was given to the institutional development of these DMCs, supporting them to assume the role of 'risk minimisers'. Under the leadership of the DMCs, communities drafted community-based disaster preparedness plans and contingency plans providing for sustainable DRR at the local level.

Furthermore, in many instances the development of disaster management plans by school fora and DMCs involved dedicating resources through local budgets for DRR activities. This was a positive tangible commitment from local and regional authority partners to provide necessary resources to reduce vulnerability at community level.

5.4 Capital investments in schools and surrounding communities

The DRRS project, in partnership with communities, provided grant assistance to support capital investments in school and community infrastructure. A range of inputs were undertaken:

- Retrofitting schools to improve physical durability of school buildings, including repairing roofs, constructing rain catchment structures including guttering or water tanks, digging drainage ditches around school buildings, putting in solid shutters on windows.
- Building of shelters in school grounds and establishing earthquake safe zones to provide greater protection;
- Tree planting in surrounding areas to mitigate affects of soil erosion and flooding, landslides;
- Dredging of rivers and reinforcing of river banks to mitigate the threat from flooding;
- Fitting fire management equipment (alarms, extinguishers and sand buckets) in schools;
- Investments in stock piling and seed storage systems;
- First aid kits and first aid response information disseminated through schools.

An element of decentralisation and flexibility in decision-making and management to the CPs enabled appropriate responses to be shaped by local needs. As outlined in the global input chart below, the nature of the capital investment supported varied according to the type of hazards being faced; potential solutions were identified by the children, parents and teachers as most practical and replicable in each location. Measures required to put solutions in place were identified through PVA exercises.

DRRS envisaged school safety in the larger context of building safe and resilient communities. In delivering these capital investments, the project's work was critical in increasing the resilience of targeted communities.

5.5 Climate Change Adaptation

Climate change adaptation was an intrinsically relevant theme to all the project's DRR activities. Closely linked to this enabling factor was the need for communities to have a certain level of awareness on climate change and to understand how it is an impediment to lives and livelihoods. This understanding underpinned all skills and advocacy activities throughout.

Apart from the presence of engaged communities, stakeholders through PVA explicitly highlighted the critical role of the local government in all of their work and said that they too would need to be engaged and committed for any mainstreaming CCA in future work.

It was intended that CCA would be reflected in across all project inputs. Whilst more could have been done to highlight the practical actions necessary to mainstream CCA, its consideration throughout was an important element in the project in all country-contexts.

At the international arena, however, ActionAid has actively campaigned for DRR work to be linked with efforts to adapt climate change, at UN climate change conferences in Nairobi (2006), Bali (2007) and Poznan (2008) and elsewhere. "Unjust Waters", ActionAid's study of the impact of climate change on the poor in Africa, captures communities' own knowledge and experience of adapting to climate change and highlights the need for donor funding in this area.

5.6 Mobilisation and advocacy through international fora and partnerships

The mobilisation of communities, through DMCs and other established fora, both supported and benefited from advocacy at local, national and international levels.

AAI's project partners, not only delivering key project inputs in terms of capacity building and mobilisation, were also an integral part of advocacy work. Building 'coalitions for change' was a principle objective of working with selected project partners throughout; bring their skills and know how to bear wherever possible.

A full list of formal project partners is included in the Data Sheet earlier in this report.

In addition, AAI membership and contributions to broad based fora played an important part at the international level. Indeed in 2007 ActionAid was awarded a Sasakawa Certificate of Distinction by the UNISDR for its innovative approach to DRR and its integration into "national, sub-national, sectoral and community initiatives." ActionAid's work was commended for facilitating the "development and introduction of the Hyogo Framework as a component of these efforts in moving societies towards inclusive, intergrated strategies and plans for achieving sustainable development in the near futures".

In this manner AAI supported some noteworthy initiatives, including:

- The DfID inter-agency group, Thematic Platform on Knowledge and Education, and Global Network (especially Views from the Frontline on status of HFA implementation)
- The Global Network of CSOs on DRR as a steering group member. The network had promoted research into implementation of the Hyogo Framework on the ground.

- Participation in the DfIR inter-agency group of NGOs on DRR, which engaged in the joint research project on characteristics of a disaster-resilient community.
- Co-hosting a DRR session with the UN International Strategy for Disaster Reduction (UNISDR) at the World Social Forum in Nairobi in January 2007, to raise awareness of DRR and give testimonies about the impact of disaster on schools and communities and education through the eyes of children from Malawi and Kenya.
- Participation in the ProVention Forum, Istanbul and the regional platform in East Africa (ActionAid contributed research to the discussion).
- Participation in the Global Platform, Geneva in 2009.
- Participation as working group member on the revision of Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards, especially from a DRR perspective.

Efforts such as these are necessary in contributing towards a growing body of knowledge in DRR, as well as supporting agencies and practitioners in shaping future DRR interventions. AAI is therefore pleased to have been granted opportunity to make ongoing contributions through these fora.

The next section provides some brief insight to the details of work undertaken in-country, highlighting some empirical evidence as to the value of the DRRS project to its primary and secondary stakeholders.

6. Country Reports

In this section, some empirical evidence and commentary on project outcomes is provided through information gathered from country-level review. This complements the *global input summary* (Section 8) and the Logframe (Annex 2).

In turning our attention to some of the outcomes of the project, it is worthwhile to remind ourselves of some common obstacles prevalent across each of the countries in which the DRRS programme has worked, which included:

- Lack of strong physical infrastructure in schools and local communities
- Lack of skills within the community to mitigate the potential threat of hazards
- Lack of understanding at all levels of the means to address the root causes of disaster and the components of a multi-disciplinary, holistic approach to DRR
- Weak emergency services, compounded by insufficient DRR resources especially in terms of public finance.
- Structural causes, including the absence of necessary disaster management legislation, weak governance, absence of DRR in education curricula.

Being mandated to work in 56 schools, the project ultimately worked in 167 schools. This is a significant achievement and testament to: the dedication of ActionAid and its partners; and the demand for DRR support amongst project beneficiaries.

In turn we give brief attention to some country specific achievements that the project has delivered in addressing these common obstacles

In India

An effective outcome of the project has been improved skills in DRR through training in evacuation, survival and rescue skills. The capacity building for preparedness was done through trainings in which students and teachers had participated. For CEAD and SVAS the training for teachers, students and community task force were conducted through staff that were trained in APARD in the skills of evacuation, rescue, and first aid. ARD had invited individual trainer to train the task force in schools and communities, while GVM leveraged on the existing capacities of NCC and NSS cadets to provide them new but related skills through training programmes conducted by the highly professional National Disaster Response Force, The State Fire Service Organization and the District NCC units.

In AP, CEAD launched a post card campaign for bringing about pedagogical change for integrating DRR in the school curriculum. School children, teachers, parents, and like-minded people sent postcards, 5000 in all, to Chief Minister of AP to appeal to expedite the process of introducing DRR either as a separate subject or to make it a part of science and social science subjects. Consequently the Chief Minister had asked the Directorate of education to have a serious look into the matter. The recent announcement of the AP government to include DRR education is likely to consolidate and sustain the gains made by DRRS.

In addition, the allocation of funds for DM planning is already on the anvil for the financial year starting from March 2011. Prior to PVA, action plans were on ad hoc plans and at best patch work. The DRRS project has thus brought about more systematic resource allocation to equip at risk areas with the support they need.

In Nepal

One of the greatest achievements of the project was mainstreaming DRR education in the school national curriculum. The project adopted a simple but systematic process, starting with informal discussions with some of its partners and the CDC and DoE to achieve this mission. The task achieved momentum with a series of workshops and interactions between government professionals, relevant subject experts and disaster professionals. The project sensitised specialists in the five core subjects – Nepali, science, social studies, maths, and health, population and environment – to the need for DRR education. Revisions were carried out speedily because the timing coincided with the government's five-yearly curriculum revision plan.

In addition AAN supported the strengthening of public sector institutions – e.g. National Centre for Education Development (NCED) – whilst also working closely with the National Government and the NCED to raise awareness of DRR issues and necessary approaches. The outcomes of which were significant: foremost was the approval by the **Constitutional Assembly** of the proposed *National Strategy for Disaster Risk Management* in October 2009 and the establishment of a national development plan, dedicating greater resources to DRR nationwide.

In Bangladesh

The recent review of PEDP II (Primary Education Development Programme) and conceptualisation of new PEDP III considered DRRS as a priority. Already the Directorate of Primary Education is providing boats in flood vulnerable areas. Also, just after the cyclones last and this year, the government took some decisions like waiving tuition and examination fees as well as distribution of textbooks for the affected children. Academics, civil society representatives and other DRR related NGOs brought those recommendations forward in different meetings with government. It is expected that DRR will ultimately be integrated into the national school curriculum as well as the formulation of a new national education policy. This policy would ensure future school infrastructure development is based on school vulnerability analyses.

In Malawi

AAM provided support to community based capital investments, amongst which included tree planting on the river banks to prevent erosion and flooding. ActionAid and its partners provided saplings through a nursery, and community members contributed their labour. This facilitated a process which led to local authorities contributing more to DRR resources, allocating funds for future activities such as these in plans and local and regional budgets.



In Ghana

The establishment of the District DRR Committees led to the effective coordination of the action plans developed by communities during the PVA and synergized them into district action plans and advocated to get the plans incorporated into the District Assemblies medium term development plans. The District Committees in the Bawku West and Garu Tempene districts were able to secure from their District Assemblies 3600 and 3000 tree seedlings respectively for schools and communities to grow and protect their buildings from destruction by windstorms. Also the Bawku West District DRR Committee engaged with the District Assembly and got them to renovate schools whose roofs were ripped off by rains storms years ago without any attention paid them; a classical example of such schools is the Yikurugu Primary School. Similarly the District DRR Committee in Garu Tempene District through their negotiations with the District Assembly was able to get a new six classroom block for Bulpelisi Primary School to replace the old one that almost was a hazard to the children.

On the national front, the DRRS Project was very instrumental in getting the National Platform reconstituted and making it independent body from the National Disaster Management Organisation (NADMO) with a clear mandate of ensuring that government lives to its commitment of implementing the HFA. The Platform has since decentralized to cover all ten regions of the country by establishing regional platforms.

In Kenya

At the national level, together with UN-ISDR, the Government of Kenya jointly facilitated the launch of the National Disaster Reduction strategy which placed emphasis on the need for a national policy framework for disaster risk management and thus facilitated the re-launch of the National DRR platform (which was launch in 2004, then inactive). The platform is mandated to build consensus on the way forward in promoting multi-level and multi-sectoral cooperation in Disaster Reduction and the integration of Disaster Risk Reduction into policy formulation, national development planning and programme and project implementation. It is also a platform for review of policies and practices related to disaster management. It also offers a forum to evaluate progress made in disaster risk reduction and identify gaps and constraints in Disaster Risk Reduction among others.

District level advocacy work focused on participation in planning processes of the District Steering Group. This team consisted of sixteen (16) government ministries (including Education), local NGOs, religious, political and women leaders. This team ensured integration of DRR into the National Planning processes at District level. It culminated in the present Ijara District Development Plan (DDP) 2008-2012 already validated having DRR considerations

The DSG has been vibrant in local co-ordination, disaster contingency planning and preparedness activities. A case was during the 2009 El- Nino threat; the DSG managed to secure 1,086 metric tonnes of maize from WFP and stocked non food items including 100 blankets, 100 tarpaulins, 100 mosquito nets and 100 family kits in anticipation of floods. Line government departments were involved in different activities meant for floods preparedness. They included the public health and sanitation department involving itself in mosquito control activities while the veterinary department carried out mass shoat vaccination. The Ministry of Works in conjunction with the Constituency

Development Fund carried out road repairs especially in those hard to reach areas within the district. The provincial administration was involved in awareness creation especially along the Tana River which is prone to flooding sensitizing communities to move to higher grounds. Ministry of agriculture distributed crop seeds.

Due to exemplary DRR work at school level, some schools have received recognition and some of their activities have been supported by the government example is Hara primary school which received support for rain water harvesting and establishment of a tree nursery.



Hara primary school DRR club members with materials bought with funding from the National Environment Management Authority.

In Haiti

In the District of Belle-Anse, the Directorship of Civil Protection of Haiti together and with the support of ActionAid Haiti, created Committees for the Management of Risks and Disasters in the communes of the sections of the District of Belle-Anse in the Southeast of Haiti. The members of these Committees were thus informed and sensitized on the issue of risk and disaster, but before the DRRS project, no project of this type had been aimed at schools. Thus, the DRRS had the merit of reinforcing the capacities of teachers, pupils and parents of 10 schools in said District on the issue of risk and disaster, and to induce, notably in the teachers, a better understanding of the cause and effect correlation between the risk of floods and the deforestation of the strategic watersheds of the area, in particular, Forêt des Pins.

Finally, it is important to mention the critical role of the media, of strategic interest to the success of the project. Most partner organisations managed to feature in local newspapers, and ActionAid and its partners also made national news. Work was done to encourage media personnel to be more analytical in disaster management issues, to enable locals to think of new and effective solutions in disaster resilience (as in media consultation workshops in Assam). Work with media should also seek to ensure that DRR can make news. The topic is not 'sexy' or fashionable, and poor attention from the media can perpetuate the pernicious cycle that makes attention to response more rewarding for attention-seeking politicians, who gain publicity from their association with emergency response (while DRR receives virtually none). In Ghana, ActionAid partnered with the Ghana Broadcasting Service, a news company focusing mainly on rural Ghana through local languages, and acquired

some airtime. This was quite a challenge: in the district where DRRS operated, programmes were produced in six local languages; and listeners responded positively and interacted through mobile phone calls. Last but not least, access to global news outlets was also sought and obtained by ActionAid International.

7. Project Management

Management arrangements for the implementation of the project adhered to a number of clear principles:

1. Decentralisation in delivery, allowing CPs flexibility in meeting country specific DRR needs;
2. Transparency in delivery, ensured through oversight provided by AAI, through the IECT and AAUK;
3. Accountability in delivery, through regularised technical and financial reporting and external monitoring and evaluation;
4. Good practice in administration, underpinned by clear internal processes and procedures;
5. Shared learning, through information dissemination between CPs and the organisation of centralised events and workshops.

These principles guided the work of the ActionAid staff, and their partners in the field, whom were responsible for delivering the project.

The internal capacities that were put in place to make this possible consisted of:

- The Oversight Group, comprising the Head of Human Security Theme, Head of Education Theme, AAI Finance, IPD/AAUK Programme Funding, International Project Manager (IECT), and International Project Accountant (IECT)
- A full time project manager, based in Nairobi.
- Senior management teams, including appointed technical staff, at the national level in each CP.
- Two staff supporting from the International Secretariat.
- Project teams at district levels.
- Project 'resource centres' within each region (usually run by project teams with partner district organisations, including NGO participation in project inputs where appropriate).

The various levels of management afforded a degree of robustness in delivery, whilst granting CPs the flexibility to respond well to their own realities on the ground.

The remainder of this section includes ex-post considerations across a number of key management themes.

Leadership

The dynamic management structure adopted (centralised directorship, decentralised day-to-day management) ensured an element of strong leadership was inherent in implementation.

However, it was recognised during the course of the project that active involvement of Country Directors was imperative in the successful implementation in the field. The seniority that CDs bring,

their high profile amongst stakeholders in-country and the clear accountability to AAI suggests that active participation of CDs should have been a feature of the programme from the start. Ultimately the overall success of the DRRS programme, to a large degree, depended on the commitment and drive of senior members of staff in both AAI and CP teams.

Greater leadership from the start, securing greater involvement from CDs, would have encouraged better management and greater urgency in delivery.

More broadly, in terms of maximising the impact of the DRRS programme, mainstreaming it into ActionAid's work globally and gaining further external support and buy-in from governments and donors alike, ActionAid staff from CPs, felt that there was a need to ensure the support of individuals regarded as having 'positions of power'. In feeding back through a process of reflection conducted in September and October last year⁸, programme managers recognised that key power-holders within organisations are the senior management team and CDs. The broad consensus pointed to an acknowledgement that these individuals determine the content of the country office strategies and priority themes. Recognising that uptake within a community required willing and able community members, community leaders were also cited as key individuals who needed to be lobbied.

Future projects must as a consequence formalise the involvement of these senior decision-makers from the start, to ensure the success of any one project but also to help drive the future direction of the organisation as a whole.

Sustainability

Sustainability has been an ever-present theme for the DRRS project. Final project evaluations in each country have noted an assurance of sustainability derived from:

1. Improved infrastructure from capital works at schools and in the wider community;
2. Significant knowledge transfer to key stakeholders, both rights holders and duty bearers amongst beneficiaries and project partners;
3. Improvement in the skills and know-how of community beneficiaries in DRR practices (for instance first aid and disaster response);
4. Structural change, in terms of policy and legislation (incorporation of DRR in curricula, DRR planning and budget processes and procedures);
5. An assurance of the retention of many staff members during the latter part of the DRRS programme in many CPs.

In these terms focus on sustainability has brought about the potential for positive, lasting change.

Flexibility in delivery

The modus operandi of the DRRS project secured flexibility in implementation in two ways:

1. In technical delivery, in implementing activities and in management at CP level;

⁸ The *Zebra Process*, conducted by project partner Institute for Development Studies (IDS) was a formalised exercise to review the experience of the DRRS project, by means of consultation with ActionAid staff whom had been primarily responsible for its operations.

2. In financial management, in providing grant funding across the CPs from a central pool of funds which allowed some flexibility to allocate resources where they were needed most.

The second aspect was evident in the transfer of funds between CPs on a number of occasions. This occurred in Bangladesh to respond to disaster in early 2009 (reported in April, June 2009 OG meeting).

Despite its benefits, flexible financial management can be administratively burdensome, requiring active oversight from the centre. During the final reporting process, it has been noted that Oversight Group meetings and QPRs were often pre-occupied with financial matters, often prioritised over technical imperatives, M&E and LFA. This perhaps suggests as much about problems relating to decision-making in resource allocation at CP level and overall financial management, as it does about any failings – or otherwise – by senior staff to address technical and management issues. Nonetheless, the overriding lesson to discern from the experience is clear: To maximise the full benefits of a flexible approach to resource allocation, adequate financial management capacity must be in place at the point of delivery, otherwise there is an inherent risk of under utilisation of budget and less value for money than the project would otherwise achieve⁹.

Monitoring and evaluation to promote results orientated delivery

Accountability was achieved through a number of management interventions that included:

1. Peer reviews conducted as part of the mid-programme review process in each CP;
2. Mid-project external audit completed in each CP;
3. Final project audit planned for February/March 2011.

External audit was conducted in mid-2008. This was broadly positive, citing that there were no areas of the project requiring significant change or remedial action. However, the report did highlight problems relating to compliance (particularly in terms of forecasting and reporting against project objectives) and project management. The final reporting process reaffirmed some of these concerns, in particular in relation to timely reporting from CPs, documentation and filing of outputs and reports and a lack of robust analysis against the logframe resulting in limited analysis and qualitative and quantitative data against objectives.

In future, AAI must ensure a greater commitment to both ex-ante and ex-post analysis, enabling CPs to offer empirical evidence to support a growing drive for results-oriented approach to delivery (consistent with the figure *project cycle: impact assessment* in Section 10).

Regularised reporting

Reporting arrangements consisted of a number of tools and products, including:

⁹ The Oversight Group recognised that low levels of spend persisted as a problem through 2008 (when a significant under spend of 345k GBP was recorded in May 2008). These were largely remedied with reallocation of funds between some CPs in 2009/10, but not without natural delays in delivering planned project activities whilst awaiting funds.

- Periodic financial forecasts
- Quarterly reports
- AAI Global Report, produced on an annual basis
- Final reports from each CP.

Furthermore, monitoring and evaluation efforts were integrated in the reporting regime through such measures as social audits. These exercises were introduced to strengthen ActionAid's accountability to its rights holders in each schools which involved all relevant stakeholders, including students and teachers, parents, and representatives of I/NGOs in the district and the district education and administrative offices. During these audits, DMCs, PTAs and local partners shared work progress and expenditures with stakeholders. As a direct consequence, stakeholders' attitudes toward the project we found to be positive because of the high degree of accountability and transparency

However, the final reporting process in each CP in late 2010 did not include sufficient quantitative and qualitative analysis, nor detailed LFA. In part, CPs were victim of changing project conditions – DFID's current logframe format (requiring baseline data to support achievement of targets and milestones) was only introduced in early 2009, when a majority of project activities had been delivered.

Nonetheless, best practice in management and implementation of such complex projects makes analysis of this kind an imperative in any case. In future, AAI should look to conduct in-country qualitative analysis (participatory rural appraisal, social cost benefit analysis) and quantitative analysis (e.g. CBA) throughout the implementation of its projects and programmes as standard, providing guidance and support from the centre throughout the project cycle. This will be vital in terms of providing future value for money analysis, which was not a feature of the project during this period. VFM indicators should be included in this qualitative and quantitative analysis, which should be formulated prior to any implementation, so as to provide a foundation for period impact assessment.

8. Global input summary

Country	Geography (DAs)	No. of Schools	Pupils	Direct beneficiaries	Activities (summary notes)	Actual expenditure
Bangladesh	2 districts: <ul style="list-style-type: none"> • Kurigram; • Patuakhali 	29	5,428	204,510	<ul style="list-style-type: none"> • Community level PVA exercises; • Development of DRR community action plan; • Capital works in school investments, including retrofitting and DRR measures • District level SMC workshops; • Local govt., educational officials, Parliamentarian stakeholder engagement information dissemination • National level PVA exercises • Stakeholder policy fora • Public dissemination / DRR campaign material • Brief national level budget analysis. 	£ 303,527
Ghana	3 districts: <ul style="list-style-type: none"> • Bawku West; • Builsa; • Garu-Tempene 	15 (5 in each district)	4,950.	Pupils, teachers, parents, wider-community. 24,000	<ul style="list-style-type: none"> • Sensitisation training on DRR and CCA (workshops, radio broadcasts); • PVA exercises conducted in 15 communities/schools and Action Plans formulated • Physical works (retrofitting schools, boreholes, tree planting) • DRR materials and safety materials (handbook on disaster drills, video documentation of hazards/ impacts) produced and disseminated. • District development plan • First aid training and safety drills and distribution of first aid kits to 15 schools 	£ 240,330

					<ul style="list-style-type: none"> • Mobilizing communities particularly women through PVA to contribute effectively in community discourse on DRR • Development and mainstreaming DRR in school curricular at local level • Active in influencing the reconstitution of National Platform and decentralising it in the regions 	
Haiti		10	2,000	30,000	<ul style="list-style-type: none"> • Retrofitting of schools (significantly delayed due to the 2010 earthquake); • Support to the development of the National System for Civil Protection is at local, municipal, provincial and national level. • Local and district level awareness raising activities (e.g. Events held, including Flag Day, Work Day and International Day, and information / DRR material pamphlets and education IEC distributed). 	£ 227,654
India	Two states: <ul style="list-style-type: none"> • Andhra Pradesh (specifically, Nellore and East Godavari) • Assam (Nalbari district). 	74	17,000	100,000	<ul style="list-style-type: none"> • Retrofitting of schools and physical works completed in communities • PVA exercises (specific evidence offered of knowledge creation and right holders bringing duty bearers to account); • Learned events with a focus to global-warming and climate change issues in villages through theatre culture • Training of Trainers exercises for PWD • Disaster preparedness training, including First Aid and survival skills training by Community Life Guards; • Safety drills in 8 different locations along with training and practice sessions 	£ 273,695

					conducted <ul style="list-style-type: none"> • Community Emergency Contingency plans as part of wet season preparedness submitted by community to authorities. • Building linkages between schools, district authorities, media and service providers (such as masons) in DRR good practice. • Advocacy support for marginalised and excluded groups (e.g. the Yannadi tribe in AP) in working towards equitable service provision. 	
Kenya	1 district: Ijara (across 5 'divisions' Masalani, Ruqa, Bodhai, Kotile and Ijara)	11	3,000 1,100 (PVA exercises)	20,000	<ul style="list-style-type: none"> • Physical works at schools (water harvesting, tree planting, structural works) • Training of Trainers on DRR and CCA • Awareness-raising through DRR clubs. • Safety measures in schools (fire precaution, response etc) • First aid training and distribution of first aid kits. • Diversification of livelihoods in drought prone areas that are predominantly dependant on livestock keeping; communities now embracing dry land farming, adapting agro-pastoral systems, practicing bee keeping and small scale commerce. • Traditional coping and early warning systems being taught passed to the younger generation by the old. • Ijara District Development Plan (2008/2012) inclusive of DRR measures. • Active in national level discourse in the 	£ 276,095

					development of the draft National Disaster Management Policy and stakeholder workshops (in collaboration with the UNISDR and GoK). <ul style="list-style-type: none"> • Development of school curricula on DRR (although not completed, being continued by Elimu Yetu). 	
Malawi	1 district: Nsanje	4	2,702	21,500	<ul style="list-style-type: none"> • Mobilisation of communities (specifically women), raising awareness of hazards and vulnerability. • PVA exercises were conducted in 4 communities/schools and resulted in pupils and communities coming up with consolidated plans of action. The PVA methodology was used for planning, implementation, monitoring and local government level advocacy • School Management Committees & village disaster management committees were formed and trained on DRR issues around the 4 schools • Conducted training on DRR, climate change adaptation and HFA for civil protection committees • Rolled out the PVA methodology to other sister NGOs in the DRR and CC business • Awareness raising amongst community groups of DRR methods and practices including support for the use of pupils' Natural Resources Management Clubs to transfer DRR and climate change information to schools and the community through drama, songs and poems 	£ 284, 299

					<ul style="list-style-type: none"> • Facilitated the development of the District Flood contingency plan by providing the technical expertise • Training on DRR, climate change adaptation and HFA was conducted for civil protection committees • Capital investment, including physical retrofitting of schools (toilets, kitchens and bathrooms at Kaombe Primary school, boreholes at Kaombe Primary school), rehabilitation of a dilapidated block at Thangadzi school, dredging of Ngoni and Thagadzi rivers, construction of dykes, afforestation through tree planting. 	
Nepal	4 districts: <ul style="list-style-type: none"> • Rasuwa • Kathmandu • Makwanpur • Banke 	8	4,500	25,000	<ul style="list-style-type: none"> • Physical works (bio-engineering; emergency shelters; retrofitting schools) • Adoption of improved safety measures (e.g. water access for fire control); • Resource centre DRR info dissemination; • Child club advocacy on water and sanitation practices; • PVA exercises; • Mainstream of DRR in education curriculum; • Cap dev for partner agency, NCED • DRR and CCA national level advocacy 	£ 306,772

9. Lessons Learned

Lessons learned through the experience of delivering such a complex programme as DRRS and the recommendations articulated when looking forward are often two sides of the same coin. Thus, 10 recommendations are laid out which build directly upon the lessons that have been drawn on reflection of the experience to date.

This section articulates 8 lessons discerned from a number of sources: Oversight Group deliberations; peer reviews; quarterly project reports; and external evaluation.

Subsequent to this clear recommendations for future action are outlined in Section 10.

There's a growing demand for DRR in otherwise marginalised communities

ActionAid staff working in the field have reported significant demand for DRR interventions.

Evidence of this demand was prevalent across a number of CPs. The establishment of a strong network of volunteers from the grassroots as vehicles for change is particularly noteworthy. This has contributed to the sustainability of the project in Assam for instance. It was widely recognised there that developing a network of volunteers for active engagement with the communities can facilitate wider reach to non-target villages. The network there has consciously encouraged women volunteers to take up non-traditional roles, thus challenging gender stereotypes.

Maximising volunteerism

In India, ActionAid worked with The Community Life Guards composed of former HSCs and trained village volunteers with a mixed team (3 men/boys and 1 girl/woman). The administrative state college had invited GVM volunteers to train the newly elected members of PRIs from 65 Gram Panchayats. These trained volunteers were also invited for facilitating mock drills at district level On 17th August, 2010 to commemorate the devastating earthquake that had taken place on 15th August 1950.

Future DRRS work should build on this demand through further dissemination of project activities, whilst providing clear advice to communities on how they can participate.

Vital capital investments are central to DRR good practice

DRR requires a multitude of actions to equip communities well in reducing their own vulnerability. Support to rights holders through efforts in mobilisation and advocacy are necessary, but in themselves insufficient in increasing resilience. CPs recognised this, often providing equipment through capital investments to communities; the distribution of mobile phones in Andhra Pradesh, along coastal regions to aid communication of early warning of possible cyclones and storms, is a good case in point.

Capital investments will only reduce vulnerability if they are completed to a satisfactory standard and well maintained over time. The case of delays to river dredging in Malawi (see textbox below),

Maximising the impact of capital investments

In Malawi, DRRS project activities in communities around Chikunkha School mainly centred on the dredging of Ngoni River. Although the communities spent a lot of time and their own labour to dredge Ngoni River, its effectiveness was undermined by high levels of siltation. By the time of the evaluation, the portion of Ngoni River that had been dredged by the communities had been completely covered by sand again. Thus, the river dredging was not an effective strategy. It is important to note that the failure of the dredging of Ngoni river was not due to the approach followed but because the district authorities (Nsanje) did not receive the remaining money to finalise the dredging exercise. Poor planning and financial management in this case undermined any potential DRR gains that would have been secured through an otherwise useful exercise.

illustrates a case of poor implementation of a well intentioned activity, which potentially undermines otherwise valuable use of resources.

Ignoring realities on the ground hinders sound overall strategies and priorities

The diversity of environments and contextual challenges, both across and within the countries in which the project was operating presented ActionAid with a considerable challenge. That the project was able to operate in numerous locations, delivering a great diversity of activities, working with thousands of stakeholders at various levels, is highly commendable.

However, a commitment to deliver a wide scope of work in numerous geographies must not impair a commitment to respond to local needs and varying realities on the ground. This imperative was not always adhered to, as noted in the end of project evaluation in Nepal:

...the operational strategy was more or less the same in all locations despite their totally different contexts. Rasuwa, for example, is a mountain district with totally different needs from those of Makwanpur and Banke – the plains of the Tarai region of Nepal and Kathmandu, being a heavily urbanised district in the hills, is yet another environment altogether. The planned interventions were designed to offer quick solutions.

Realising the benefits of a dynamic management structure must therefore be underpinned by both good ex-ante analysis and design and be supported by adequate capacity in the field to respond to local needs in any future project.

Better school selection can maximise the potential for replicating activities

Working with more than 50 schools in 7 geographies is naturally complex; replicating activities from this base across new geographies with even more stakeholders will require considerable technical, financial and time resource.

The task could be made easier however if more consideration was granted to school selection from the outset. As again noted in Nepal:

From the perspective of piloting and demonstration, however, it would have been better if all the selected schools were either near the district headquarters or close to a road. In Banke and Rasuwa districts, however, one school each, Mahendra Secondary School and Shyame Wangkhel Secondary School respectively, was selected in a very remote area. The activities carried out in these schools are unlikely to be replicated.

Strategies for replication should be incorporated in project design so as to maximise the potential for up-take in other schools, in as cost-efficient manner as possible in future.

DRR can successfully complement existing AAI programmes and thematic priorities

DRR offers the opportunity to build on and complement cross-cutting development themes core to ActionAid's work. *Women's Rights, Food Security and HIV/AIDs* are core thematic areas, all of which make use of the methodologies adopted by the DRRS project (foremost PVA).

However, efforts towards awareness-raising specifically on the themes of gender and disability sensitive risk reduction as part of DRRS were not found to be central in project design and in terms of LFA. End of project evaluations conducted in CPs often found that implementing organisations were not oriented so as to consistently apply core ActionAid practices in integrating gender and disability issues in their activities. As highlighted in the final evaluation of the India project:

From the focus group discussion with women in Kundar Gaon Village, in Nalbari District, it emerged that there was no gender informed facilitation to motivate women to probe into their own needs and how and in what way they want things to happen.

Women and men are not using newly built water storage cement tanks with the support from DIPECHO in Borjabrihati Village, Nalbari. When asked why, women shared the storage tanks do not have lid and Anganwadi and Health worker have told them that keeping the water in uncovered storage tank is not a healthy practice and may spread Dengue.

Women also shared that when the line of toilet constructed with men and women's toilets and bathroom in the same row facing each other, they were consulted. When further asked if they were comfortable with men's toilet in the same row and men's bathrooms facing the toilets, all of them said they were not comfortable. When still further probed why they did not suggest that the entrance of men's toilet and bathroom faced the other side, women said they were not suggested this option. They were informed in the meeting that toilets are being constructed and that itself was big news to them and they did not think about this aspect.



Women's and men's bathroom facing each other with the common entrance, Nalbari District, India.

Along with Women's Rights, the core theme of *Education* is committed to improving access for girls. However, during the DRRS programme, enrolment amongst girls appears not to have been a priority area for consideration. Again as noted in the India evaluation:

In one of the presentations by Mr. Prithi Bhushan Deka, GVM, the evaluator was shocked to see the abysmally adverse sex ratio among students as well as teachers in the project areas. Unless a strong advocacy is built in within DRR project for girl child's entitlements to education, DRR through schools may leave out a large section of girls. The issue is more important from the point of view of MDG 2 and 3 in relation to the Hyogo Framework for Action (2005-2015).

The chart below includes gender disaggregated data of students and teachers in those districts in India in which DRRS was operational:

Block	Children		Total	Teachers		Total
	Male	Female		Male	Female	
Barbhag	2941	1942	4883	153	33	186
Pub Nalbari	1427	1062	2489	112	23	135
Barigog Banbhag	3003	1971	4974	224	53	277
Total	7371	3975	11346	489	109	548

(Source: Mr. Prithi Bhushan Deka's presentation on 29.12.2010 at GVM office)

Such empirical work should focus on outcomes, highlighting temporal change in girls' enrolment and female teacher participation. In future the education theme should consider providing support to such analysis, thus bringing closer together DRR education efforts for gender mainstreaming.

The benefit of application and co-ordination between programmes applies also to *Food Security*. In this instance however, cross programme positive externalities were noted. In Nepal, final evaluation noted on possible benefits of programme co-ordination, stating that “Disaster impact reduction initiatives like the construction of embankments, plantation, and bio-engineering protected crops and ensured the right to food”. A range of inputs of a similar nature to these conducted by CPs helped increase resilience as well as increase food security and potential for improved livelihoods at the grassroots level. Furthermore, PVA exercises also highlighted non-disaster related issues, encouraging greater inclusiveness and discussion on such issues as domestic violence, and discrimination.

Co-ordination between existing CP projects, can also maximise the potential for positive outcomes. As the end of project evaluation in Nepal stated:

Building Safer Community through Disaster Management, another AAN project, this project learned ideas like the usefulness of forming DMCs to identify disaster-related issues and their solutions as well as the practice of coordinating with local, district and national stakeholders for DRR. In return, this project taught the other Surakhshit Samuday the concept of climate change adaptation and got it to apply the school safety net approach. The result of these exchanges was that both schools and communities grew safer from the risks of disasters.

The potential to maximise the impact of DRR interventions whilst bringing about positive outcomes in other thematic areas is great, given the DRRS methodology and activities. This potential should be granted greater priority and resources in any future project.

Mobilisation and advocacy at all levels is required for greatest gain

Some CPs often reported that they frequently lacked time and resources to spend on engaging with the state and national policies. As reported in the India end of project evaluation, “Mr. Raghu, Regional Manager, Action Aid Andhra Pradesh, expressed that the very concept of DRR and that too DRR through school took initial one year to sink in”.

These concepts were new not only to the partner organisations but also to the ActionAid’s staff. Furthermore, the inclusion of climate change and national and state level policy advocacy presented a broad range of objectives to accomplish in only three years time period; in doing so successfully, resources must be balanced so as to ensure mobilisation and advocacy at all levels.

Understanding of CCA as an integral area of work remains in its infancy

The awareness that climate change causes increase in frequency and intensity of disasters was seen to have reached schools as well as communities at large, but how far community experience of climate change has been documented and tracked systematically is not clear. Field visits and discussions held during final review processes at the end of last year suggest that there seems to be little investigation into the community, which can be related to the climate change and its impact on the marginal and poor people.

Furthermore, implementing schools – although often adopting the relevant language or development speak – seem to have not always grasped the practical application, as much about managing the environment at a micro-level. As noted in the final evaluation in India:

In one of the schools visited in East Godavari district, though teachers had used the word climate change and healthy environs several times, but the surroundings of the school was overflowing with garbage very close to the place where the children study outside the classrooms.

In this sense, CCA is not an ‘add-on’ to DRR work. Its imperatives and development methods require dedication and practical application, which should not be subsumed or shrouded in conceptual discussion exercises as a means to include CCA in some peripheral manner.

As recommended during the course of final evaluation in Kenya, *participatory research should be conducted on the local impacts of climate change in order to bring out specific problems for a more targeted response. In parallel, programmes that build local capacity to collect, analyze and predict climate information based on indigenous knowledge should be promoted.*

Effective management is the foundation of the project cycle

Management practices evolved over the course of the project (as noted in the preceding section). The calls for increased leadership in country, greater efforts towards focusing on shared learning and the imperative of greater empirical analysis and ex-post assessment, were afforded greater attention and resources as the project progressed, but were not founded upon clear obligations and guidance from the start.

Furthermore, partly related to the nature of short funding cycles and partly due to ineffective HR retention policies, the inability of some organisations to retain key staff particularly those with DRR expertise is a significant challenge. This impacts not only an organisations capacity to engage in DRR but also the institutional member of that organisation for development good practice.

Section 8 highlights key project management considerations. If addressed, AAI will be better equipped to not only deliver project more effectively – maximising the impact of technical and financial resources – but will be in a position to attract and retain the skills and expertise in DRR and related disciplines.

10. Recommendations

In addition to the positive outcomes achieved through the DRRS programme, its experience has generated knowledge and technical skills amongst ActionAid staff, the communities with which they have worked and their stakeholders, rights holders and duty bearers alike. This has established a broad foundation for change, upon which ActionAid, along with its partners in government and the donor community, should strongly consider investing in further.

The fieldwork undertaken to date makes at least 8 recommendations discernible, which should form part of an ongoing consideration for future programming.

1. **Advocacy efforts must advance at all levels in replicating DRRS activities:** A continuation of the DRRS programme must, in its initial phase, disseminate its achievements to date so as to strengthen relationships with existing stakeholders and identify new ones, which should form a broader partnership base, extending coverage of the project into the future. A particular focus should be to formalise engagement between communities and duty bearers at various levels of government (local, district, national). This could be driven by DMCs, through member participation in fora and bodies particularly at national level, giving voice to those with first hand DRR experience in decision-making, so as to maximise the potential for change in policy-making and resource allocation through the period of extended operations.

Whilst the international policy environment is important, the national policy environment is deemed one of the most critical factors for convincing national programmes/offices to mainstream DRR. In many countries the required policy environment simply doesn't exist.

Nairobi, Zebra workshop, Sept 2010

2. **Consolidate gains in physical works:** Many of capital investments in target schools and communities were undertaken sometime ago, at the beginning of implementing field work. These should be revisited to ensure that works are still fit-for-purpose and that planned activities incorporated into community development plans have been carried out. Such works are not one-off activities, but must remain ongoing for investments to remain relevant and of value to sustainable DRR efforts.
3. **Develop strong evidence base of DRR outcomes:** In addition to the range of skills associated with communications, advocacy, effective lobbying etc. it was recognised that specific research and analysis skills were needed to develop proper cost-benefit analysis of DRR programmes. Future projects must incorporate greater ex-ante and ex-post analysis, in shaping design and in driving the implementation of results-orientated activities. Furthermore, a base of empirical evidence is crucial in terms of satisfying value for money imperatives, whilst underpinning any advocacy initiatives (aimed at mainstreaming DRR) to gain traction amongst policy makers, practitioners and donors alike. This was recognised during the review workshop in Bangkok last September, which suggested that "strategic partnerships with regional and national research institutions need to be forged to support the

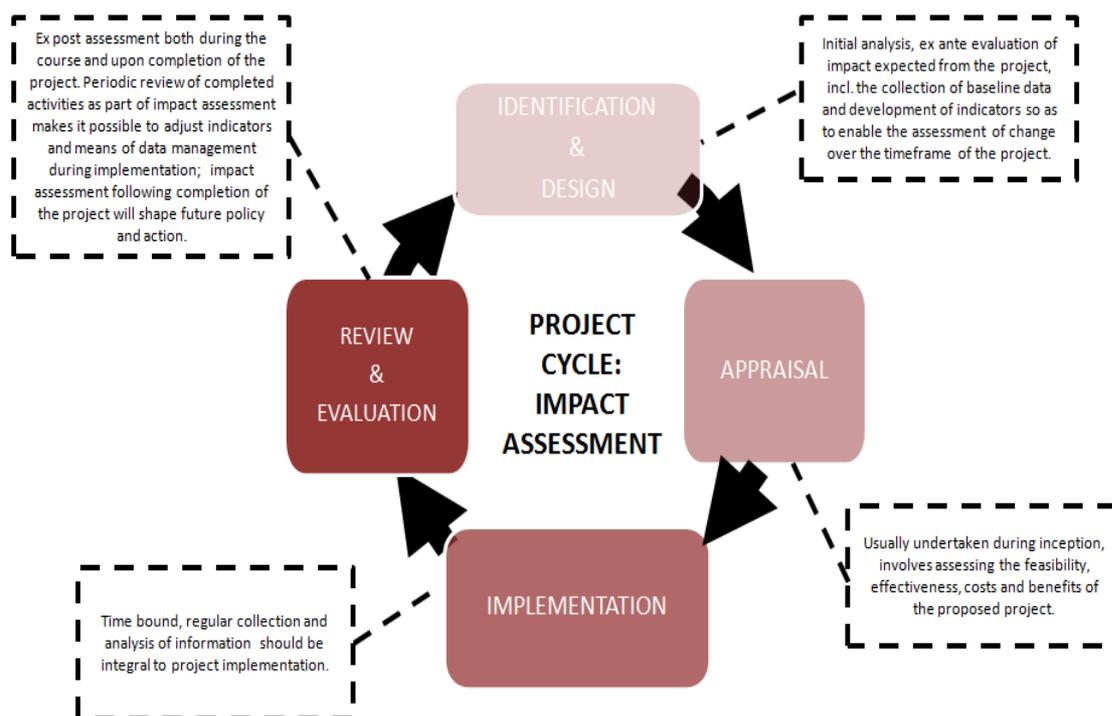
information gathered from communities with empirical evidence supplied by academic researchers and scientists". Whichever methods are adopted, it is true to say that only by having hard evidence of the potential cost benefits of investing in DRR is it going to be possible to strongly influence those that can ensure last change.

- 4. Employ skills in new target areas:** In many cases, the project was said to have generated demand for trainings and capacity building in skills and PVA exercises from non target schools and communities. To a limited extent, responses to this demand are already underway¹⁰. Some ex post evaluation on a country-by-country basis has identified the cases where skills' training has been of value in DRR terms; where this is true, future programming should support the transfer of these skills, adopting Training-of-Trainer methodology, so as to build the resilience of an exponential number of communities.
- 5. Maximise development opportunities across AAI programmes and themes:** DRR interventions, if employed in a holistic manner, can catalyse a virtuous cycle of development. Positive externalities often result, which provide sources for sustainable livelihoods. These should be combined with other ActionAid efforts (food security foremost) through more robust programme design and implementation so as to maximise the impact of such development opportunities.
- 6. Target a broader range of service providers:** As we have seen, in many cases the DRRS programme focused skills development efforts on responding to hazards and their consequences (first aid, life guards etc). Very few resources were directed towards improving the knowledge and expertise of skilled and semi-skilled workers (such as carpenters, masons, plumbers and so on), all of whom have a vital part to play in terms of ensuring DRR best practice is adhered to. Employing training schemes targeting these service providers, in parallel to a continuation of capital investment in physical works, will further enhance communities' resilience and long term DRR sustainability.
- 7. Integrate CCA through dedicated programme activities and resources:** DRRS project design and resource allocation was implicitly premised on a complementarity between DRR and CCA, the latter having the potential to be organically incorporated into the project. This is certainly the case for many DRR activities. For CCA to bring about sustainable practices and outcomes, it must however be supported by clearer capacity building efforts, designed to raise awareness amongst rights holders and duty bearers, if behavioural change is to address CCA imperatives directly.

¹⁰ The India programme has reported that GVM is already meeting this need by sending Community Life Guards (CLGs), a majority of whom are former HSCs, to non target schools and communities for building survival skills and impart rescue training. CLGs are well accepted not only by the schools and communities for their mission and expertise but also by International humanitarian organization like UNICEF which has invited them to train the neighbouring project villages. CLGs have visited 80 schools in 160 Villages. Furthermore, GVM's 3000 strong volunteer base is taking the awareness messages across hundreds of villages in Nalbari District through a series of information campaigns.

- 8. Institutionalise good management practice as a condition of future programming:** In many instances, as reported throughout, good management practices were not applied successfully in implementing the DRRS project. The employment of the principal tenets of the project cycle should be applied in future programming to maximise its impact, whilst generating maximum value for money.

Central to the imperative of good management should be a systematic process of impact assessment. The below diagram details the principle elements of such a systematic approach:



Good management, underpinned by the four components of the project cycle (identification and design, appraisal, implementation, review and evaluation) will improve relevance, effectiveness, impact and value for money. Furthermore, accurate information and good reporting from the field will better equip AAI to draw informed conclusions and shape future DRR endeavours.

It is therefore recommended that a systematic management process, underpinned clear procedures and supported by necessary technical and financial resources, should be agreed and formalised with CPs in good time before any future DRRS programming commences.

Annex 1: Financial Statement

The below charts provide a breakdown of the budget spend for the project for the duration of implementation from October 2005-December 2010.

Table1 : YTD Cumulative Budget against Actual per country (GBP Analysis)						
Country	Total Original Approved Budget (GBP)	Additional Budget Reallocation	Total Approved (incl Reallocated Budget)	Budget October 05 to December 10	Actual October 05 to December 10	Budget Utilisation % Oct 05-Dec 10
Malawi	263,498	20,600	284,098	284,098	284,299	100%
Bangladesh	276,550	24,950	301,500	301,500	303,527	101%
Haiti	263,885	- 50,000	213,885	213,885	227,654	106%
Ghana	270,233	- 30,000	240,233	240,233	240,330	100%
Nepal	272,431	34,450	306,881	306,881	306,772	100%
Kenya	276,425	-	276,425	276,425	276,095	100%
India	273,696	-	273,696	273,696	273,695	100%
International	912,982	-	912,982	912,982	904,751	99%
Total	2,809,700	-	2,809,700	2,809,700	2,817,122	100%

Table 2 : Budget Balances Analysis showing Over/Under Spents in GBP				
Country	Total Original Approved Budget (GBP)	Total Approved (incl Reallocated Budget)	Actual October 05 to October 10	Budget Balance including reallocations
Malawi	263,498	284,098	284,299	- 201
Bangladesh	276,550	301,500	303,527	- 2,027
Haiti	263,885	213,885	227,654	- 13,769
Ghana	270,233	240,233	240,330	- 97
Nepal	272,431	306,881	306,772	109
Kenya	276,425	276,425	276,095	330
India	273,696	273,696	273,695	1
International	912,982	912,982	904,751	8,231
Total	2,809,700	2,809,700	2,817,122	-7,422

More detail on country-specific expenditure is documented by the OG and is available if necessary.

Annex 2: Logical Framework

The below logical framework covers project activities across all 7 countries included under the DRRS project. This represents a global logframe, compiled from country-level information and data, which has informed respective country-level LFA.

Where gaps remain in the logframe, this is owing to information that was not compiled from the outset of the project on account of only adopting this logframe version from early 2009.

PROJECT TITLE	Disaster Risk Reduction through Schools						
GOAL	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions	
To reduce people's vulnerability to disasters by contributing towards the implementation of the Hyogo Framework	National policies compliant with Hyogo Framework for Action.	Disaster management policies/frameworks in place or on-going processes in all the 7 project countries.	Establishment of national networks / platform	National Disaster Management strategy approved / validated	Operational disaster management policies and DRR coordinating mechanisms in at least 4 out of the 7 countries by December 2010.	Governments will be supportive and committed to implementing Hyogo Framework for Action.	
		Source					
		<ul style="list-style-type: none"> • Government publications and reports. • National policies. • Joint committees / fora reports. • Evaluation reports. • Interviews. 					
	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year		
	Local communities, civil society and governments	Local community, civil society and local	Community action plans		Completed. Local communities, civil society		

	working together through joint actions. ¹¹	governments working together on identified DRR priorities in all the 7 project countries.	included in District Development Plans in all countries.		and governments continue to work together in identifying DRR priorities; community DRR priorities feeding into local or central government development plans.	
	Source					
	<ul style="list-style-type: none"> • Peer review reports • project reports • local government development plans 					
PURPOSE	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
To make schools in high-risk disaster areas safer, enabling them to act as a locus for disaster risk reduction, institutionalizing implementation of the Hyogo Framework within education systems	Strengthened disaster preparedness for effective response at all levels.	The project has reached a total of 167 schools through structural safety, disaster preparedness plans, and local curriculum on DRR.			Sustained community and civil society efforts on on-going processes for curriculum reform and school safety in all project countries. E.g. – Disaster management committees in place at community and district levels; PTAs actively involved in village disaster management committees; local DRR curriculum taught in schools; life-skills among children and communities; school safety guidelines in place; schools structures	Stable physical, social and political environments Political will to allocate enough resource to wider actions arising from the project. Support and close collaboration from the governments.

¹¹ The joint actions include: risk assessments, disaster preparedness plans; identified risk reduction initiatives, policy advocacy around DRR in education, capacity building.

					strengthened; school contingency plans in place; DRR in national curriculum	
	Source					
	<ul style="list-style-type: none"> • Implementation reports • peer review and evaluation reports • local government r and school records 					
Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions	
Substantial reduction in losses of lives and property in disasters.	Community and schools disaster preparedness plans around 167 schools in the 7 project countries.			Sustained community and schools disaster preparedness plans / measures in place around 167 schools in the 7 project countries; district disaster preparedness plans in place in all project districts; evidence of reduced loss of lives and property in at least 2 project countries.	-ditto-	
	Source					
	<ul style="list-style-type: none"> • Community testimonies • Government reports • Independent assessment reports • Peer review and evaluation reports 					
Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions	
Disaster preparedness and risk reduction mainstreamed in education curriculum.	DRR formally included in school curriculum in Nepal; National textbook board has adopted DRR			DRR formally integrated into school curriculum in at least 2 additional countries by 2010.	-ditto-	

		in social science in Bangladesh; Process on-going in Kenya, Malawi, India, and Ghana. Local curriculum adopted in schools in the 7 countries; activities addressing underlying risk factors around environmental management in all countries.				
	Source					
	<ul style="list-style-type: none"> • Education curricula • School building and other codes 					
Indicator	Baseline + year	Milestone 1	Milestone 2	Target + year	Assumptions	
Schools recognised as focal points in disaster risk reduction and involved in community education and advocacy programmes.	The project has reached a total of 167 schools through structural safety, disaster preparedness plans, and local curriculum on DRR.			167 schools acting as DRR focal points for Village Disaster Management Committees	-ditto-	
	Source					
	<ul style="list-style-type: none"> • Observation and interviews • project reports • peer review reports 					
Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions	

	Reduction in underlying risk factors.	All the 7 project countries integrating climate change and environmental concerns in the DRR activities			Evidence of communities having adopted and practicing improved land use and natural resource management in all the 7 project countries e.g. soil and water conservation, tree planting etc	-ditto-
	Source					
	<ul style="list-style-type: none"> • Annual reports and publications • project reports • evaluation reports 					
INPUTS (£)			Other (£)	Total (£)	DFID SHARE (%)	
	GBP 2,809,704		-	GBP 2,809,704	100%	
OUTPUT 1	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
Communities are organized around schools for disaster prevention, mitigation, preparedness and vulnerability reduction	Number of vulnerable people / communities to disasters identified, trained and supported.	Communities around 167 schools mobilised and implementing DRR actions identified through PVAs. Capacity building support to DMCs, awareness raising exercises and response skills developed (e.g. first aid trainings) delivered in all 7 countries.	Local level committees mobilised and trained on DRR methods and activities. Research conducted on DRR and climate change to derive endogenous community knowledge on climate change	Involvement of local leaders and the community in national forums on DRR and climate change Increased demand from service providers for DRR projects and expertise.	Over 15000 people (pupils, parents, teachers and community members) trained and supported around DRR activities.	Active participation by pupils, teachers, communities, civil society and relevant government ministries. Supportive policies and political commitments. Functional national disaster risk reduction departments and policy fora. Stable social, political and physical environments within which the project operates.

		Source				
		<ul style="list-style-type: none"> • Training and activity reports • peer review and evaluation reports • activity reports 				
	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	
	Number and quality of disaster management plans put in place.	Community plans not in place in the majority of countries.	PVAs conducted in all target areas	Transmission of traditional coping mechanisms. Communities demonstrate awareness of DRR issues. Preparedness/Community Action Plans in place.	PVA exercises completed in all target areas. DRR materials (disaster drill handbooks, safety videos etc) compiled and disseminated. Disaster management plans are in place and being implemented around the 167 schools Completed	
		Source				
		<ul style="list-style-type: none"> • Ministry of education and local government reports • project reports • peer review and evaluation reports 				
OUTPUT 2	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
Schools are physically and structurally safer in high-risk disaster areas	Number of schools supported and strengthened on disaster preparedness.	120 schools made safer through refurbishment, retrofitting or equipment	Physical works completed in schools in all countries	Schools adopting safety techniques	All the 167 schools in the project countries are physically and structurally safe by 2010	-ditto-

					<p>Retrofitting of all schools completed, including:</p> <ul style="list-style-type: none"> - construction of school buildings; - classroom rehabilitation (combed windows, washroom facilities) - External works (brick fences/walls, roof rehabilitation) <p>Community works completed to reduce overall vulnerability from hazards:</p> <ul style="list-style-type: none"> - River dredging; - Dykes constructed around school properties; - tree planting and garden space created. - Water harvesting in schools and surrounding communities 	
					<p>Source</p>	
					<ul style="list-style-type: none"> • National Action Plan and disaster preparedness operating guidelines • peer review and evaluation reports • community testimonies 	

OUTPUT 3	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
An effective methodology is developed that enables schools to be a focus for district-wide work on disaster awareness and disaster risk reduction	Vulnerability Analysis reports.	<p>PVA developed and being used as an effective methodology for planning, implementation, monitoring and local government level advocacy around all the 167 schools and surrounding communities in the 7 project countries</p> <p>Use of song, drama, disaster drills and arts as a means of awareness in all the 7 project countries</p>	Evidence of communities perceiving schools and children as agents for DRR.	<p>PVA tool being used for DRR analysis</p> <p>Evidence of Community level action plans being implemented</p>	<p>Review and update PVA methodology based on user-experience by March 2010 for wider dissemination. Document other methodologies for learning by March 2010</p> <p>PVA exercises conducted in all 7 countries.</p> <p>Community action plans in place in a majority of target areas, with evidence of implementation, including: Awareness raising activities ongoing; support provided to DRR school clubs and activities (dramas, IEC materials, video and audio exercises); safety drills and response measures in schools common practice.</p>	-ditto-
		Source				
		<ul style="list-style-type: none"> • PVA reports • Project review reports • Publications • Field visits 				

		<ul style="list-style-type: none"> • Interviews • Observation 				
OUTPUT 4	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
National level policy and practice are influenced based on local examples of excellence in disaster risk reduction through schools.	Number of developed, reformed and adopted disaster risk reduction policies.	Disaster management policies reformed and adopted in Nepal, Kenya; Malawi; Ghana and India, Bangladesh either fully or in draft form.	Training conducted for National DRR Committee and Media on HFA and DRR		At least one policy reformed and adopted in at least 4 countries Progress mixed due to long life cycle of policy reform. Dialogue with Government and AA and partners active in all countries.	-ditto-
		Source				
	<ul style="list-style-type: none"> • final evaluation reports 					
	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	
Changes made in national curriculum incorporating Hyogo Framework for Action.	DRR in national curriculum in Nepal; on-going processes for DRR in school curriculum in Kenya, Ghana, Bangladesh; Malawi; India and Haiti; DRR in local curriculum in all 7 countries	Process underway for DRR integration in the education curriculum in all countries.		DRR adopted in 4 countries' national or state level curricula		
	Source					
<ul style="list-style-type: none"> • school national curricula • peer review and evaluation reports 						

	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	
	Number of established national platforms for implementation of Hyogo Framework.	National Platforms in 6 project countries			National platforms established in all the 7 project countries National level fora organised (e.g. reflection on the Hyogo Framework) and national workshops on curriculum reform integrating local, district and national actors in DRR through schools delivered in all countries.	
		Source				
		<ul style="list-style-type: none"> • project reports • peer review and evaluation reports • government reports 				
OUTPUT 5	Indicator	Baseline as of September 2009	Milestone 1	Milestone 2	Target + year	Assumptions
An approach is developed that can easily be replicated in other countries (and other sectors).	Number of countries replicating the documented best practices.	Two countries (DRC, Zambia) replicating DRRS; 3 project countries (Malawi, India, Bangladesh) scaling up DRRS project in new districts with alternative donor funding sources	DRR being replicated in schools beyond existing target areas.	DRRS approach replicated in international DRR agency proposals (e.g. DIPECHO).	Establish or integrate DRRS in at least 2 other countries by 2010 DRRS Concept developed and used for Project proposals to DG –ECHO DIPECHO V, including approved action grants in India, Bangladesh and Nepal replicates DRRS approach. Replication made more	-ditto-

					likely through advocacy activities internationally, (e.g. at the Global platform, Commonwealth Conference for Africa)	
		Source				
		<ul style="list-style-type: none"> • evaluation reports 				