

PAPER:

On the potential of NGOs to build resilience to climate extremes and disasters in the Sahel and a selection of DFID priority countries



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SECTION 1

Introduction

1.1 Background

The DFID *Building Resilience and Adaptation to Climate Extremes and Disasters* (BRACED) Programme is a multi-year programme under the UK International Climate Fund (ICF). BRACED will scale up funding to Non-Governmental Organisation (NGO) interventions that build community resilience to extreme climate events in ten countries, including five countries in the Sahel. The objectives of the programme are to directly build resilience to climate change in a number of communities; to build evidence on what works on adaptation and disaster risk reduction; and to develop national and international capacity and capability on response to climate related disasters (DFID, 2013).

This Evidence Paper presents results from two phases of work, which were carried out between May and July 2013 in order to build a stronger evidence base to support the design and implementation of the BRACED programme. Phase I of this work was a rapid review which aimed to identify: (i) which NGOs are potential partners in the programme countries and what constraints they face in scaling up their programmes; (ii) what types of activities these partners likely to implement if DFID funding were available; and (iii) what are the expected results from these activities. Consultations with a sample of international NGOs and DFID regional advisors demonstrated evidence of a strong demand for support in the NGO resilience community for the scale-up of resilience-building initiatives in the Sahel. Through interviews with five NGOs, phase I provided illustrative examples of expected results from programme activities.


Phase II built on this research through engaging a greater number of stakeholders and reviewing an extended list of secondary data to develop an 'illustrative pipeline portfolio' of activities for BRACED (available in the attached Excel spread sheet).

Subsequently, a suggestive funding gap of more than £378 million was identified for resilience-building activities in a selection of potential countries to receive funding from the BRACED programme, namely: Mali, Mauritania, Niger, Chad, Burkina Faso, Ethiopia, South Sudan, Sudan, Somalia, Kenya, Uganda, Tanzania, Mozambique, Nigeria, Malawi, Zimbabwe, Nepal, Burma, Pakistan, and Bangladesh. If funded in its entirety, the potential pipeline portfolio could reach at least 33 million direct and indirect beneficiaries, most of those women, children and other individuals highly vulnerable to climate extremes and disasters¹.

The Evidence Paper presents the results of the research and is structured according to the following questions:

1. Which NGOs (in the Sahel and DFID focal countries in Sub Saharan Africa and South Asia) are potential partners in the programme countries and what constraints (including financial and policy and institutional environment) do they face in scaling up their programmes?

¹ Due to limited data availability, total estimated numbers of beneficiaries cannot currently be attributed to total funding requirements.

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2. What types of activities are these partners likely to implement if DFID funding were available; and what scale of finance do they require to implement activities over three years?
 3. What are the expected results from NGO programmes that BRACED could support, and what are the baselines that NGOs would be working from?

1.2 Methodology

More than ten international non-governmental organisations (NGOs) were invited to engage in the stakeholder consultations. These included Action Aid, CAFOD, CARE International UK, Christian Aid, Concern Worldwide, Islamic Relief, Oxfam GB, Plan International, Practical Action, Save the Children, Tearfund, Water Aid and World Vision. This group was selected based on their membership of the BOND Development and Environment NGO Group. Telephone discussions with the DFID Advisors from the Africa Regional Department, Civil Society Department and Climate & Environment Department confirmed the choice of stakeholders for the consultations.

The NGO focal points provided details of current and planned resilience-building initiatives in Burkina Faso, Chad, Mali, Mauritania and Niger (the five Sahel countries earmarked for DFID support) as well as Ethiopia, South Sudan, Sudan, Somalia, Kenya, Uganda, Tanzania, Mozambique, Nigeria, Malawi, Zimbabwe, Nepal, Burma, Pakistan, and Bangladesh. Financial, policy and institutional challenges of existing programmes were communicated and potential activities that could potentially be scaled-up through the BRACED programme shared.

It should be noted that, due to the short time-frame provided to NGOs for submission of data, the information presented in this paper should be considered only as indicative and not fixed in any way.

1.3 Defining Resilience

At the core of resilience is the ability to manage uncertainty, and future risks. However the interpretation of 'building resilience' and indeed 'resilience' in itself varies widely between development partners, including between donors, NGOs and recipient country governments. The common understanding of 'resilience-building' adopted by the Interagency Resilience Working Group is understood as 'resilience to any shock or stress that has the potential to do harm, hamper development and reduce social well-being, creating an environment where threats can be managed and opportunities realised' (Interagency Resilience Working Group, 2012:1). The definition of resilience used in the BRACED Business Case is 'the long-term capacity of a system or process to deal with extreme weather events and changes in climate and continue to develop' (DFID, 2013a).

Drawing on these definitions, this evidence paper provides evidence about activities that are 'resilience-building' if they address the underlying causes of vulnerability and/or enable a system to bounce back from stresses and shocks. Thus, illustrative programme pipeline activities for BRACED, which will deliver results according to the Theory of Change to ensure 'poor people in developing countries are made (more) resilient to climate extremes, especially women and children', fall under a wide-range of sectors including nutrition; health; water, sanitation and hygiene; livelihoods; gender and empowerment; among others (DFID, 2013b).



1.4 Illustrative Pipeline Portfolio for BRACED

During the development of the BRACED programme, an illustrative pipeline portfolio of activities that could be suitable for funding from BRACED was developed. While this was indicative it provided a useful basis for analysis of current activities and funding needs across the NGO community.



SECTION 2

Which NGOs are potential partners in the programme countries and what constraints do they face in scaling up their programmes?

Mapping current and planned resilience-building initiatives of the NGO partners across countries shows that BRACED could address the needs of vulnerable people if a variety of NGO pipeline activities were funded. However a range of challenges related to finance and the policy and institutional environment are currently preventing the scale-up of programmes.

2.1 Mapping NGOs by programme country


As displayed in Table 1, potential partners with resilience-building programmes either on-going or in the pipeline in the focus countries include Action Aid, CAFOD, CARE International UK, Christian Aid, Concern Worldwide, Islamic Relief Oxfam GB, Plan International, Practical Action, Save the Children, Tearfund, Water Aid and World Vision. .



Country	NGO											
	Action Aid	Care International UK	Christian Aid	Concern Worldwide	Oxfam GB	Plan International	Practical Action	Save the Children	Tearfund	Water Aid	World Vision	CAFOD
Bangladesh	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Burkina Faso	✓		✓		✓	✓	✓	✓	✓	✓		
Burma	✓		✓		✓	✓				✓	✓	
Chad		✓		✓	✓		✓	✓				
Ethiopia	✓	✓	✓	✓	✓	✓		✓	✓		✓	✓
Kenya	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Malawi	✓		✓	✓	✓	✓		✓	✓			✓
Mali		✓	✓		✓	✓		✓	✓	✓		
Mauritania					✓			✓			✓	
Mozambique		✓		✓		✓	✓	✓				✓
Nepal	✓	✓			✓	✓	✓		✓	✓	✓	
Niger		✓		✓	✓	✓		✓	✓	✓	✓	
Nigeria	✓							✓	✓	✓		
Pakistan	✓	✓	✓	✓	✓	✓	✓	✓		✓		
Somalia	✓	✓	✓	✓	✓	✓		✓			✓	
South Sudan		✓	✓	✓	✓	✓		✓	✓		✓	
Sudan		✓		✓		✓	✓	✓			✓	✓
Tanzania		✓		✓		✓				✓	✓	✓
Uganda	✓				✓	✓		✓	✓	✓	✓	✓
Zimbabwe	✓	✓	✓	✓		✓	✓				✓	✓

Table 1 Mapping NGO resilience-building activities (including those in the pipeline) against BRACED programme countries²

² Source: stakeholder consultations:29.05.13 – 11.07.13



All partners have demonstrable experience implementing resilience-building programmes in one or more of the countries listed in Figure 1.0. Collectively, the group of NGOs covers a wide-range of thematic areas, skills and expertise as well as geographical specialisms. Evidence suggests that, if supported with BRACED funding to work with local partners in the implementation of potential programme pipeline activities, the types of NGOs included in this sample group could achieve the desired outputs for the BRACED Theory of Change (DFID, 2013), namely:

1. Large scale interventions are in place to help make poor people less vulnerable to climate extremes (particularly droughts and floods);
2. Increased capacity of local government, civil society and private sector to respond to climate extremes;
3. Better understanding of what works in building climate resilience from DRR and climate change adaptation approaches;
4. Improved policies integrating DRR and climate change adaptation are in place at local, national, regional and international levels.

It is noteworthy that some countries receive less support from the NGO community than others. There are less NGOs implementing resilience-building activities in Burma, Chad, Mauritania, Mozambique, Nigeria, Sudan, Tanzania and Uganda, yet these countries have populations that are highly vulnerable to climate extremes and disasters.

2.2 Constraints in scaling up programmes

2.2.1 Financial

The estimated financial gap of more than £378 million for resilience-building projects and programmes in the focal countries is the obvious financial challenge preventing the scale-up of successful NGO interventions. The breakdown of financial requirements, which were communicated by the sample of NGOs consulted for this research, is presented in an illustrative pipeline portfolio for BRACED.

While further evidence on the funding gaps existing for different types of activities is presented later, there are also challenges regarding the type of finance provided by donors to meet the needs of vulnerable people through NGO implementing agencies. Financial flexibility from donors to tailor interventions towards needs is a crucial requirement. This is especially the case with resilience-building activities in developing countries when often unforeseen social or environmental crises require rapid changes of project dimensions³.

Furthermore, for communities to have a sense of ownership over initiatives, and for activities to be sustainable in any given environmental, cultural or social context, NGOs need to have the capacity to offer a choice of options to community decision-makers. Successful interventions are those that are community driven, and results of BRACED funded activities are likely to be more sustainable and respond to actual needs and priorities when a dimension of flexibility is incorporated into the financial provisions⁴.

The complexity of requests for funding proposals, despite their best intentions, can hamper NGOs ability to tailor interventions towards needs; resource-draining detail requested from NGOs about pre-defined activities, numbers of beneficiaries and results means there is little scope for flexibility during implementation.

³ Anon: Interview:14.07.13

⁴ Anon: Interview: 09.07.13



Subsequently, lengthy proposal processes have squeezed human and financial resources, leading NGOs to over-rely on reactive programming (when programmes are designed around donor priorities) rather than fore-planning based on programme evaluations and the anticipated needs of the individuals, households and communities most at risk of climate extremes and disasters ⁵.

Funding consortia could mitigate some of the challenges by strengthening the capacity for organisations to foresee programme needs and influence the priorities of donors. While the design process for consortia-based programmes is often more resource intensive than single-partner programmes (due to timely stakeholder consultations among other factors), the whole can still be greater than the sum of its parts. In consortia, NGOs can share skills, capacity and knowledge to better respond to vulnerability on the ground, improve the capacity of partner organisations, enhance understanding and learning of successful approaches and strengthen influence on international, regional and national policies on DRR and climate change adaptation⁶. However collaboration is only valuable when the costs are less than the added-value that collaboration will bring to fulfilling an organisations strategic vision; and lack of long-term flows of finance can be a real limit to its cost-effectiveness.

2.2.2 Policy and Institutional Environment

Non-Governmental Organisations (NGOs) are also experiencing institutional funding challenges, including a limited ability to source sufficient funding for the processes that underpin activities implemented on the ground (systemic funding). Many organisations require management capacity to operate across multiple regional offices and to sustain complex donor, private sector and civil society partnerships; the funding required for these less obvious but vital operations is important for the continued and effective achievement of resilience-building results⁷. One stakeholder suggested that up to eighty per cent of project costs can be absorbed on engagement targeting, relationship building, participatory approaches and knowledge sharing and dissemination leaving little budget for actual activities⁸.

However, systemic funding is often underestimated by donors yet its sufficiency is vital for NGOs to build effective relationships with government agencies and civil society groups at the local and national level. Effective Monitoring & Evaluation frameworks, learning groups (such as those facilitated by DFID which NGOs are finding useful) and workshops to develop integrated, cross-sector programmes are effective tools to mitigate some of the challenges⁹.

Furthermore, there is a need to better connect impacts of interventions on the ground with national planning processes. Lines of communication between implementing agencies and local government partners can often be disjointed.

Institutions need to ensure activities to build resilience to climate extremes and disasters continuously strengthen the links between policy and practice; especially within countries where interventions on the ground can prove to be extremely useful in national and local development planning (Practical Action, 2013; Turnbull et al.; 2013). Resilience-building programmes should also take into account: conflict-sensitive programming (including cross-border dynamics); the integration of programmatic approaches and partnerships (especially


⁵ Anon: Interview: 08.07.13

⁶ Anon: Interview: 04.07.13

⁷ Anon: Interview: 04.07.13

⁸ Anon: Interview: 09.07.13

⁹ Anon: Interview: 04.07.13



development and humanitarian approaches); risk-informed programming and; creative and evidence-informed programming approaches¹⁰.

In addition, time-frames of projects need to be considered in programme design: building capacity across partner organisations is challenging when programmes are funded for just two or three years. Moreover, working with local partnerships over longer time-frames (ten years or more) provides greater institutional capacity to build skills and knowledge across local partner organisations¹¹. Projects with larger grant sizes and time-frames are also more effective at achieving buy-in from country-managers¹².

Finally, despite the achievements of NGO activities for adaptation and poverty reduction, results are also limited by poor governance, corruption, high insecurity, weak infrastructure and political circumstances in some of the focal countries. These challenges are particularly common in fragile and conflict affected states including at present, Mauritania, Niger, Chad and others affected by the Sahel crisis emerging from the conflict in Mali. This is in addition to several other BRACED programme countries (Burma, Sudan, and South Sudan among others). In some circumstances, increased funding will enable organisations to strengthen human resources and capital to provide for expanded operations in some geographical zones that are currently inaccessible (Relief Web; 2013).

Most potential partners coordinate activities in fragile regions from offices in countries with greater political stability. However long-standing partnerships with organisations present in-country, enable effective and successful resilience-building activities to be sustained despite the challenges; the partnership between Tearfund and JEMED (Jeunesse En Mission Entraide et Développement) in Niger is exemplary and JEMED has supported pastoralists build resilience to climate extremes and disasters since the 1990s (Woodke, 2012)¹³.

¹⁰ Anon: Interview: 09.07.13

¹¹ Anon: Interview: 08.07.13

¹² Anon: Interview: 05.07.13

¹³ Hafvenstein: Interview: 04.07.13



SECTION 3

What types of activities are these partners likely to implement if DFID funding were available; and what scale of finance do they require to implement activities?

This section provides some indicative project and programme examples from a selection of African and Asian DFID focus countries that NGOs could possibly implement if DFID funding became available. The below-mentioned activities and estimations are approximations, non-exhaustive and non-attributable. They are included here only as examples of the types of activities that could be implemented in various countries and the approximate finance that would be required.

3.1 Types of activities

Bangladesh

- Project: The Community-Led Resilience Programme, Bangladesh (Satkhira and Patuakhali districts)
- NGO: undisclosed
- Likely activities: To reach 130,196 residents of the target communities in addition to a wider number of indirect beneficiaries climate and disaster awareness raising in communities; institution-building to facilitate the creation of an effective and inclusive village Disaster Management Committee; Help for local partners to carry out Participatory Assessment of Disaster Risk (PADR), informed by climate projections for coastal Bangladesh among other activities could be implemented to enhance resilience.
- Finance required: undisclosed

- Project: Integrated resilience-building to respond to climate and environmental risks in Bangladesh
- NGO: undisclosed
- Likely activities: Community based natural resource management (forestry, wetlands, fisheries); Media advocacy for disaster risk reduction focusing on children (through radio, TV, Mobile phones – SMS, Community Newspapers); Community resilience building: community based adaptation drawing upon indigenous knowledge and practices; Capacity building of Local Disaster Management Structures such as the Upazila Disaster Management Committee (UzDMC), Community Based Disaster Management Committees (CBDMC) and similar units; Use of Sustainable/Renewable Energy – Wind, Water, Solar (alternative energy sources, and energy saving technologies); Innovative technologies: water filtering (sand filters), floating gardens, cage fish cultivation etc.
- Finance required: undisclosed

Burma/ Myanmar

- Project: Develop and implement pipeline ideas on resilience-building in Myanmar
- NGO: undisclosed



- Likely Activities: Funding for the development of project design and proposals to build resilience to climate extremes and disasters in Myanmar. Likely activities to be addressed would include climate change adaptation programming in the Dry Zone; conflict-sensitive Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) programming, addressing urban DRR and continuation of current community based disaster risk reduction work in Southern Myanmar where less NGOs operate.
- Finance required: not yet defined

Sahel countries: Mali, Burkina Faso, Niger, Mauritania and Chad

- Project: The Roots to Resilience Sahel Project (R2RS)
- NGO: undisclosed
- Likely Activities: To reach 220,000 direct beneficiaries, activities would be implemented across five inter-linked pillars including: Pillar 1: Learning and Research; Pillar 2: Safety-Net Systems; Pillar 3: Early-Warning Information Systems and Surveillance; Pillar 4: Strengthening Service Systems; Pillar 5: Advocacy and Synergy. R2RS will model resilience principles such as flexibility, communication and collaboration, conscientiousness towards the future and dynamics of change and engagement with the varied resilience of different groups (e.g. gender, age and ethnicity).
- Finance required: undisclosed

Kenya

- Project: Supporting livelihood building activities for enhanced resilience to climate extremes and disasters in the Arid and Semi-Arid Lands (ASALs) of Kenya
- NGO: undisclosed
- Likely Activities: Around 10,000 direct beneficiaries and 200,000 indirect beneficiaries could be reached through community empowerment activities that address the social, cultural, political and economic determinants that undermine development.
- Finance required: undisclosed

Mozambique

- Project: Funding for the Flood Plain Management project in Mozambique
- NGO: undisclosed
- Likely Activities: Reaching out to 2,100 community members, including 1,050 women, of 175 already established associations, a range of activities including training sessions and the provision of technical assistance for enhanced flood management, will be implemented to develop capacity of community association members.
- Funding required: not yet defined

Pakistan

- Project: Funding to implement the Mobile Knowledge Resource Centre (MKRC) in Pakistan
- NGO: undisclosed
- Likely Activities: Reaching more than 175 villages, activities would be implemented to raise awareness and education about Disaster Risk Reduction, especially around safer houses and protection of livelihoods from floods and droughts in Sindh & Islamabad Provinces.
- Finance required: not yet defined

Somalia

- Project: Somaliland Self Help Programme, Maroodi Jeex & Togdheer regions, Somaliland
- NGO: undisclosed

- Likely Activities: Expand on existing proven 6 year programme working with the poor and marginalised by initiating new self-help groups of 15 - 20 women.
- Finance required: undisclosed

Tanzania

- Project: Implementing the sustainable agriculture in a changing climate (SACC) programme
- NGO: undisclosed
- Likely Activities: Range of activities implemented to enhance livelihoods resilience to climate extremes and disasters in Tanzania, learning from past experiences of adaptation and agricultural interventions in East Africa.
- Finance required: undisclosed

Zimbabwe

- Project: Building the Resilience of Farmers to Cope with Climate Change and Variability in Zimbabwe
- NGO: undisclosed
- Likely Activities: Approx. 1.4 million beneficiaries will be reached through activities implemented between 2013 and 2016 to respond to climate vulnerability and change for resource poor small holder farmers in Zimbabwe. The focus will be to integrate climate change and variability adaptation into the agricultural extension at community level, building on the successes recorded from a previous project. Lessons learnt from scaling out this initiative will also inform the development of relevant curriculum of agricultural colleges which will further build the resilience of resource poor farmers in the long term.
- Funding required: undisclosed

Multi-country

- Project: Global Disaster Risk Reduction Technology Innovation Systems Learning Programme
- NGO: undisclosed
- Likely Activities: Wide range of activities aimed at facilitating innovation systems in disaster risk reduction technology in Kenya, Nepal, Zimbabwe and Bangladesh with systemic impacts reaching more than 1 million beneficiaries.
- Funding required: undisclosed
- Project: Design-work to potentially scale up the Africa Climate Change Resilience Alliance (ACCRA) in francophone Africa and potential extension of ACCRA to Asia
- NGO: undisclosed
- Likely Activities: The ACCRA has contributed successfully to resilience-building research in policy and in practice. There is potential for its successes to be replicated, particularly to engage francophone African countries in the Sahel, and also selected countries in Asia.
- Finance required: undisclosed

3.2 Scale of finance required

At this stage, the financial amounts attributed to projects, programmes and NGOs in this evidence paper should not be considered as the amount likely to be requested from DFID.

Absorptive capacity varies by NGO. On the higher end of the scale, some of the larger NGOs have the capacity to manage grants of up to £10m per country over three years, for



instance one organisation is currently managing £10.3 million under the Enhancing Community Resilience Programme in Malawi¹⁴.

Other NGOs view optimal grant sizes from £0.5m - £2.5m for single-country, three year, resilience-building projects. For example, a rapid filtering exercise of potential BRACED pipeline activities planned to be implemented between the years 2013 and 2016 demonstrates that the average funding gap for individual projects is about £1.2m, with a range of between £0.5m (the minimum funding gap which BRACED might be requested to support) and £2.1m (the maximum)¹⁵.

As might be expected, there is a larger average and range of optimal grant sizes for the multi-country projects presented by the sample of NGOs than for the single-country projects. The average grant size for a multi-country project of three or four years duration is £8.2m, ranging from £0.3m to support on-going resilience-building activities implemented by an NGO operating in Mozambique, Malawi and Zimbabwe to £48.5m for a new programme integrating child-centred disaster risk reduction across several fragile and conflict-affected countries in the Sahel. Most NGOs fall in between the two extremes, for example one organisation would require £2.2m for a programme that could support 480,000 vulnerable people cope with the impacts of climate extremes via strengthening climate change and disaster sensitive markets in Kenya, Zimbabwe, Nepal and Bangladesh.

The data collected from the sample of NGOs on funding-gaps for project-development work is not as robust as for project implementation requirements. Only three potential BRACED pipeline activities have suggestions on financial needs for design-work. Therefore, it is recommended that DFID request further information on the project-development needs of NGOs through further consultation. Nevertheless, of the three listed:

- Minimum: £50k - this would fund the design-work to potentially scale up the work of a consortium working on enhancing understanding of climate change resilience into new countries and regions;
- Median: £100k – this would fund the design-work for a multi-partner project proposal for a project that would strengthen existing resilience-building research and knowledge-sharing platforms in the Sahel;
- Maximum: £1m - this would fund the design of a causal model for pastoral livelihoods and drought cycle management work in Ethiopia.


Results from the stakeholder interviews verify that project design and implementation varies by country and often depends on the number of countries and partners integrated into a given project. Funding to establish new consortiums can be costly for donors, due to the staff time required to create new systems and management arrangements. Taking on board recommendations from past or current DFID-funded consortiums, such as the Conflict Sensitivity Consortium, is recommended if BRACED is going to be used to fund new consortiums¹⁶. Funding will be required for detailed project design-work, as well as a six-month consortium start-up phase to allow for inception to be effective. A further round of stakeholder consultations is needed for DFID to better understand the priority needs of NGOs seeking to build-resilience through consortiums in the future. This is of vital importance due to the long-term financing required for consortiums to be cost-effective.

The view across the industry is that there is a large shortfall in funding for resilience-building activities in the programme countries, but activities need to be well-planned, with sufficient

¹⁴ Eubank: Interview: 02.07.13

¹⁵ One listed activity was excluded from the calculation average because individual projects had been aggregated.

¹⁶ Anon: Interview: 11.07.13



finance for research, design and start-up (a start-up phase of at least six months is recommended for consortiums, by stakeholders consulted with past consortium experience) as well as implementation and evaluation ¹⁷. Furthermore, pumping in too much money too quickly can be counter-productive for resilience-building projects and programmes¹⁸.

Finally, a major constraint for NGOs working to build people's resilience to climate extremes and disasters in the programme countries is securing sustained multi-year grants; a consistent view communicated by all stakeholders was that resilience-building requires a longer-term engagement; therefore ten year programmes (possibly implemented through several phases) provides more results in the form of long-term resilience-building than conventional project-based support¹⁹.

17 Anon: Interview: 11.07.13

18 Anon: Interview: 09.07.13

19 A point repeated by all stakeholders during interviews including Christian Aid, Practical Action, Action Aid, Oxfam, CAFOD, Save the Children, Care International among others.



SECTION 4

What are the expected results from NGO programmes that BRACED could support, and what are the baselines that NGOs would be working from?

If an illustrative pipeline portfolio of projects developed during the BRACED design phase was funded in its entirety, BRACED could reach at least 33 million direct and indirect beneficiaries, most of these women, children and other individuals highly vulnerable to climate extremes and disasters in the DFID focal countries²⁰. This can be disaggregated into around 14.2 million direct beneficiaries and 19.5 million indirect beneficiaries²¹.

Numbers of beneficiaries vary by NGO and by programme country. For example, one of the NGOs interviewed works with over 70,000 beneficiaries in a relatively focused area of southern Ethiopia, while in Malawi the same organisation covers seven districts and 1.2 million people²². Due to different project complexities, for instance different management structures, political circumstances in-country, and existing resource availability, the size of projects and programmes does not typically directly correlate with the number of beneficiaries reached.

Working in consortia appears to have a multiplier effect on beneficiary numbers. Partnership working allows for facilitated lesson-sharing as well as greater flexibility in matching skills, experience and finance to where the needs are²³.

However caution is recommended when analysing beneficiary numbers of potential programmes. There is a risk of over-relying on number comparisons to measure the effectiveness of an intervention. Similarly, implementing agencies working on resilience-building programmes in volatile environments require the flexibility to adapt activities and possibly outputs to changing security, environmental, political, economic or social conditions. The uncertainty attached to working in many of the potential countries earmarked for BRACED funding calls for additional contingency funding to provide NGOs with the required flexibility to respond to needs over the short and longer-term²⁴.

Results frameworks, which are typically used by international institutions (NGOs and governmental) to assess the success of adaptation and resilience-building activities in developing countries, are useful to assess the efficiency of interventions (ratios of outputs to inputs). However they do less to accurately determine the effectiveness; how delivery of an intervention compares to the stated objectives. For adaptation and resilience-building practitioners, therefore, the lack of monitoring of delivery means it is still very difficult to identify exactly what proportion of an intervention is contributing to increased abilities to cope


²⁰ Due to limited data availability, total estimated numbers of beneficiaries cannot currently be attributed to total funding requirements

²¹ This includes some advocacy beneficiaries

²² Anon: Interview: 02.07.13

²³ Anon: Interview: 03.07.13

²⁴ Anon: Interview: 11.07.13



with the impacts of climate extremes and disasters. Furthermore, the indirect benefits for resilience-building are likely to be omitted.

Recent work by Brooks et al., (2011; 2013) has attempted to address the need for stronger evaluative frameworks. The “Tracking Adaptation and Measuring Development” (TAMD) framework is currently being trialled to better assess the effectiveness of interventions to directly and/or indirectly address vulnerable people’s ability to cope with climate extremes and disasters. Further investment to improve approaches to measure effectiveness is needed.



SECTION 5

Summary

The evidence reaffirms that all four expected outcomes of the BRACED Programme could be met by funding the types of activities set out in this paper; namely: i) Large scale interventions that could help make people less vulnerable to climate extremes (particularly droughts and floods); ii) Increased capacity of local government, civil society and private sector to respond to climate extremes; iii) Better understanding of what works in building climate resilience from DRR and climate change adaptation interventions and; iv) Improved policies integrating DRR and climate change adaptation at local, national, regional and international levels (DFID, 2013a).

The potential pipeline activities are typical of those implemented by the sample of NGOs interviewed during stakeholder consultations, namely: Action Aid, CAFOD, CARE International UK, Christian Aid, Concern Worldwide, Islamic Relief, Oxfam GB, Plan International, Practical Action, Save the Children, Tearfund, Water Aid and World Vision. These organisations, among selected other NGOs that did not participate in the consultations, would have the sufficient capacity and expertise with which to implement the types of activities that will be supported by the BRACED programme.

Evidence collected and analysed from the stakeholder consultations demonstrates a funding gap of at least £378 million for resilience-building programmes and projects in the countries of Burkina Faso, Chad, Mali, Mauritania and Niger (the five Sahel countries earmarked for DFID support) as well as Ethiopia, South Sudan, Sudan, Somalia, Kenya, Uganda, Tanzania, Mozambique, Nigeria, Malawi, Zimbabwe, Nepal, Burma, Pakistan, and Bangladesh.


Hypothetically, if an illustrative pipeline portfolio for BRACED was funded in its entirety, an estimated 31 million people could be supported to cope with the impacts of climate change. However due to data gaps, the current estimate of total beneficiaries cannot be compared with the total estimated funding gap.

The optimal grant size for project design work needs verifying through further consultation with stakeholders. However a requirement for a three-year project is estimated to range between £0.5m and £1m. Projects designed in consortia and for multi-country programmes will require larger sizes of grants.

The average optimal grant size to implement a single-country project of three years duration is estimated to be around £1.5m. The average optimal grant size to implement a multi-country project of three or four year's duration is £8.2m. These figures are estimations and illustrative based on the data provided by the sample of NGOs in the short time-frame provided. They need to be verified with stakeholders during future consultations.

As DFID continue to design the BRACED programme, it will be important to ensure projects funded have a learning component; criteria on learning could be specified during calls for proposals or a separate funding window for evidence and learning might be considered²⁵.

²⁵ Anon: Interview: 09.05.13



Working in consortia is an approach favoured by NGOs as well as both government and foundation donors. This is because a consortium requires collaborative partnerships, builds on comparative advantage of the different players, brings complementary thinking to the process, and has a stronger voice with government actors²⁶. However the size of grants required to establish consortia, or projects to be implemented by consortia, need to be verified with NGO stakeholders due to some uncertainty regarding their cost-effectiveness over different time horizons.

Finally, the BRACED programme could provide more multi-year, cross-sectoral programmatic financing. Bringing actors together could support streamlining of messaging on cross-sectoral issues, support in identifying key local partners, and build capacity among partners in order to sustain interventions beyond project implementation periods.

²⁶ Ibrahim: Interview: 09.07.13



SECTION 6

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Annex 1: Stakeholder Consultation List

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Name	Organisation
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Alison Wright	Plan International
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Ben Heaven Taylor	Oxfam GB
Chris Anderson	Oxfam GB
Clare Bell	Civil Society Department, DFID
Daniel Yeo	Water Aid
Dom Hunt	Concern Worldwide
Harjeet Singh	Action Aid
Janet Whalley	Tearfund
Jason Garrett	World Vision
Joel Hafvenstein	Tearfund
Karl Deering	CARE International UK
Kate Crowley	CAFOD
Kate Munro	Bond Adaptation Group
Maggie Ibrahim	World Vision
Mike Wiggins	Tearfund
Mischa Fox	Africa Regional Group, DFID
Nick Hall	Save the Children
Richard Eubank	Christian Aid
Ruchi Tripathi	Action Aid
Samina Haq	Islamic Relief
Sarah Brown	Practical Action
Sarah Wykes	CAFOD
Tess Williams	Action Aid
Vincent Casey	Water Aid