

OXFAM AMERICA
Evaluation Report

ABSORB, ADAPT, TRANSFORM

FINAL EVALUATION OF THE CENTRAL AMERICA-MELANESIA (CA-MEL) RESILIENCE BUILDING PROGRAM

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OXFAM
America

As part of our commitment to accountability and learning, Oxfam will share conclusions and recommendations from evaluations. Internally we will share with relevant stakeholders, ensuring that they have an opportunity to participate in discussion of those results in meaningful ways. We will also publish the evaluation reports on our website in accessible language.

As a rights-based organization, accountability, particularly to the communities we seek to serve, is of the highest importance to us. For Oxfam, accountability requires Oxfam to regularly and honestly assess the quality of its work, share and learn from its findings with primary stakeholders, and apply that learning in future work.

This is an evaluation of Oxfam America's Central America- Melanesia (CA-MEL) Resilience Building Program. The program has been operating in El Salvador, Guatemala, the Solomon Islands and Vanuatu since September 2014 and this evaluation covers the work undertaken from October 2014 to June 2017.

The major evaluation activities took place between May and July 2017. The evaluation was carried out by Marilise Turnbull and Charlotte L. Sterrett of Integrated Risk Management Associates LLC and reflects the findings as reported by them and validated with stakeholders. The evaluation was managed by Haroon A. Khan, CA-MEL Program Manager from Oxfam America, and commissioned by Jose Chacon, Manager, DRR and Resilience Unit, from Oxfam America

For additional information regarding the evaluation Terms of Reference, please refer to the report appendices.

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Significant learning has taken place throughout the process of developing and conducting the evaluation. This process should be valued equally to the report itself.

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ABBREVIATIONS AND ACRONYMS

ACSS	Asociación Comunitaria Coordinada en Servicios de Salud
ADAM	Asociación para el Desarrollo Agrícola y Microempresarial
AMT	Asociación Madres Tierra
CA-MEL	Central America - Melanesia
CBDRR	Community-Based Disaster Risk Reduction
CCPC	Civil Protection Committee
CDCCC	Community Disaster and Climate Change Committee
COCODE	Community-level emergency committee
COLRED	Community-level emergency committee
CONRED	National level emergency committee
DRM	Disaster Risk Management
ECHO	Humanitarian Office of the European Commission
EFSVL	Emergency Food Security and Vulnerable Livelihoods
ERF	Emergency Response Facility
FGD	Focus group discussion
FUNDESA	Fundación para el Desarrollo
KII	Key Informant Interview
OIFRD	Oxfam International Framework for Resilient Development
MACP	Margaret A. Cargill Philanthropies
MEL	Monitoring, evaluation and learning
MFAT	Ministry of Foreign Affairs and Trade
MTR	Mid-Term Review
NDMO	National Disaster Management Office
PDCCC	Provincial Disaster and Climate Change Committee
PT	Personal Testimony
PCVA	Participatory Capacity and Vulnerability Analysis
PWD	People with disability
SGBV	Sexual and Gender-based Violence
VCAN	Vanuatu Climate Action Network
VDRC	Village Disaster Response Committee
VHT	Vanuatu Humanitarian Team
VRDTCA	Vanuatu Rural Development and Training Centres Association
WASH	Water, sanitation, hygiene promotion
WSB	Wan Smol Bag

1. EXECUTIVE SUMMARY

Background

Oxfam's Central America and Melanesia Resilience Building Program (CA-MEL RBP) funded by Margaret A. Cargill Philanthropies (MACP) was implemented from 2014-2017 in 44 communities at risk of disasters in the Solomon Islands, Vanuatu, El Salvador and Guatemala. The program, with a budget of US\$4.6 million was co-designed and delivered with four non-governmental partners: Wan Smolbag, FUNDESA, AMT, and ACCSS (incorporating staff from ADAM). It aimed to strengthen community resilience to disasters through: increasing communities' and local authorities' disaster risk awareness and capacities for disaster risk reduction and response; facilitating access to resilient livelihoods and social services; providing a mechanism for funding to bolster local capacity for disaster response, and increasing collaboration between communities, NGOs, government authorities, development partners and other stakeholders. By doing so, and through an investment in learning activities, it aimed to refine thinking about managing risk at household and community levels and fostering resilient development.

Evaluation process

A summative evaluation of the program's effectiveness, impact and contribution to learning was carried out from May to July 2017. Using largely qualitative methods, it included an extensive document review, field visits to 18 communities across the four countries, key informant interviews, personal testimonies, and focus group discussions with community members. In all 287 people (172 women, 115 men) took part in the evaluation, including 33 youth, 20 elderly participants, and three people with disability (PWD). Constraints related to time, documentation and direct (same language) communication with project participants were managed and are not considered to have had a significant effect on the results of the evaluation, summarized as follows:

Program effectiveness

The evaluation found that the program has largely achieved its objectives, with distinct strengths and good practices emerging from each of the four countries. Its evolution and results in each location clearly underscore the importance of holistic analysis and programming, and complementarity between interventions and efforts of all actors – households, community-based organizations, civil society, governmental and non-governmental – for resilience building.

Overall, the program's greatest achievements are in livelihoods and food security, particularly in relation to women's access and contribution. It has also generated a very good understanding of risk within participating communities, and catalyzed or maintained community-based disaster preparedness. It has accomplished less than hoped in terms of collaboration with governmental stakeholders, but this is largely due to factors beyond Oxfam and its partners' control.

In the **Solomon Islands**, there are notable achievements in all five communities, although greater progress has been made in the two older ones, particularly in terms of social organization. There are stronger governance structures and processes, functioning savings groups, good disaster planning at a household and community level, and improved agricultural practices. Oxfam's programming approach has also created greater awareness of the right to be involved in decision-making, particularly by women and youth community members. As a result, communities are now making decisions about their own safety and development, with increased self-belief among members of their ability to bring about change. However, while good progress has been made working with the provincial government and the NDMO, there is still room for improvement, particularly in terms of communities' access to government services.

In **Vanuatu**, the project has made good progress across all objectives in both rural and peri-urban communities, although engagement in one peri-urban community (Chief Silas) proved challenging (due to difficulty engaging the Chief's support for the project), and the documentation and use of community adaptation and disaster preparedness plans needs to be improved. Increased capacity in risk reduction and shifts in mindsets around risk reduction have been observed, with women taking a greater role in risk reduction planning and implementation, as evidenced following tropical cyclones in early 2017. Compared with the other three countries, there has been much greater engagement with provincial and national level government, through training and support to disaster and climate change committees. This project has also been able to influence government policy and practice through two national networks coordinated by Oxfam.

In **El Salvador**, the project is characterized by a high level of achievement in livelihoods and food security, particularly in climate-smart agriculture, savings/loans clubs and women's empowerment. Interventions in water supply were well-executed and designed with sustainability in mind, as were sanitation-related activities. Targeting processes for each project component were not clearly documented, and it is possible there was room for improvement in this aspect. Achievements from the previous project in risk analysis and community-based disaster risk management planning were built upon but would have benefited from even stronger emphasis throughout this project, given the weaknesses in government capacity.

In **Guatemala**, the project was ambitious in relation to the contextual challenges. Its achievements are very good, particularly in terms of maintaining and strengthening traditional livelihoods, supporting diversification, and promoting health, despite water shortages and other stresses. Innovative, women-centered approaches to enterprise development resulted in rapid achievements in terms of income generation and progress towards gender equity, but would benefit from continued technical support and accompaniment to reach their potential. As in El Salvador, achievements from the previous project in risk analysis and community-based disaster risk management planning were built upon but would have benefited from even stronger investment and regular testing throughout this project, especially given the weaknesses in government capacity and the prolonged drought context in some project areas.

In all countries, the program strongly promoted gender equity but would have benefited from a more differentiated approach to analysis of vulnerability, to ensure inclusive, well-targeted interventions.

The **Emergency Response Fund** that was integrated into the program was used to respond to Tropical Cyclone Pam in Vanuatu, Tropical Cyclone Winston in Fiji, and drought in El Salvador and Guatemala. It fully served its purpose, enabling Oxfam and its partners to fill gaps in humanitarian assistance quickly, including for politically-sensitive disasters such as drought, as well as generating leveraging capacity, innovation and opportunities to protect the communities participating in the ongoing program from disaster-related losses.

The program also achieved most of its **'informal' objectives**. It confirmed the validity of Oxfam International's Framework for Resilient Development (OIFRD), strengthened partners' understanding of resilience and how to promote it, and built partners' technical capacity in monitoring, evaluation and learning, despite underestimating the considerable time, funding and human resources required from Oxfam and partners to achieve the last of these. Monitoring and documentation of monitoring results were sometimes affected by staff turnover (Melanesia) and heavy workloads, but in general the monitoring and accountability systems were robust. The commitment to learning was clearly evidenced. Global and bi-national events and exchanges have been helpful in generating information exchange and facilitating learning, both by those sharing their experiences and those listening to them. Implementation of the formal research component was not timely and therefore did not serve to inform the operational program, but the findings it generated reinforce the overall learning generated by the program.

Impact

Overall, the program directly reached 6,337 people (54 per cent female, 46 per cent male), and indirectly reached over 50,000 men, women, youth and children. The Emergency Fund extended humanitarian support to several thousand more people. However, sheer numbers of beneficiaries do not tell the whole story. Although three years is generally considered too short to be able to judge impact, the evaluation indicates that **absorptive, adaptive and transformative capacities** (as defined in the OIFRD) exist and are growing, many of which appear to be attributable to the program. Changes in absorptive capacity include women being able to manage domestic crises without using negative coping mechanisms by drawing on their savings, farmers managing to produce harvests through improved access to and wise management of scarce water resource, and people knowing what to do to protect themselves, others and their assets in the event of a disaster. Changes in adaptive capacities include project participants developing small enterprises that provide additional income to use, save or invest, to enhance their families' well-being and options for the future, farmers returning to native seeds that are better able to resist common hazards, and changed planting locations to better manage uncertainty in the climate. Changes in transformative capacities included women's increased access and control over financial and material resources within households and communities, the development of strategies to negotiate with other users of natural resources, communities gaining access to a permanent water supply, and collaborative arrangements between communities and governments for disaster preparedness. To foster these capacities, the program has worked across all six **social change processes** of the OIFRD. Of these, 'securing and enhancing livelihoods', 'innovation and learning' and 'gender justice and empowerment' appear to have been most significant in both regions and have strongly complemented each other; 'accountable governance' was also a driver of social change in Melanesia, while unaccountable governance was an underlying factor of vulnerability and an obstacle to greater resilience in Central America.

While the **sustainability** of new capacities and social change processes cannot properly be assessed until sometime after the program, it is important to note that Oxfam deliberately employed various complementary strategies for this purpose. At the community level, Oxfam focused on strengthening the capacity of community-level risk management structures, fostering wide participation, and repeating some of the activities to normalize and institutionalize new behaviors. At the management level, the emphasis was on enhancing partners' capacity to work on resilience, and investing in learning.

There were some **opportunities for increased impact** that, with the benefit of hindsight, were not adequately capitalized upon. For example, if disaster simulation exercises had been held annually in all communities, disaster management committees would have further consolidated their disaster management knowledge and skills. Similarly, if risk analysis and community preparedness plans had been updated annually, the practice would be more likely to be repeated by the communities after the project's end. Also in relation to opportunities for greater impact, Oxfam's commitment not to use MACP funds for advocacy limited the program's options to catalyze government engagement with communities in Central America on DRR and resilience issues.

A host of **lessons and good practices** have been identified because of the CA-MEL program, most which relate to the importance of iterative risk analysis, measures to increase the effectiveness of intervention strategies, and the application of Oxfam's framework for resilient development. In fact, if used to full advantage, the learning from this program may be as important as the social, economic and organizational impacts at community and other levels. To this end, a range of good practices in multi-stakeholder engagement, resilient livelihoods, women's economic leadership, participation and inclusion have been identified for potential replication in other resilience-building programs.

Conclusions & Recommendations

The CA-MEL program has effectively fostered community resilience in the Solomon Islands, Vanuatu, El Salvador and Guatemala, as well as facilitating rapid and effective response to recent disasters in Central America and Melanesia. Many of the positive impacts of the three-year program appear to have good prospects of being sustained. The multi-sectoral nature of the intervention, and Oxfam’s holistic approach to resilient development, have been key to its achievements in terms of strengthened absorptive, adaptive and transformative capacities. Commitment to gender equity has also played a critical role in the program’s success.

Over the three years of implementation, some gaps and weaknesses emerged. There was room for improvement in risk analysis and resilience planning, inclusion, and relations with government; the research component should have been completed sooner, to inform the program; and some income-generating activities would benefit from extended technical support.

The opportunity to implement this innovative program in such a wide variety of contexts, funded by a donor that is committed to learning (and resourcing learning) has been enormously valued by Oxfam. It is committed to applying the lessons learned and replicating the good practices, as are its four partner organisations. As the program is now ending, the following set of recommendations has been drawn up by the evaluation team to guide this process:

Area	Recommendation
<p>Program framing</p>	<p>Future programs that work on resilience-related issues should be aligned conceptually and practically to the OIFRD, particularly in terms of linking social change processes, and working to increase all three resilience capacities.</p> <ul style="list-style-type: none"> - Programs should be framed with all three ‘challenges’ (adaptive, justice, humanitarian) in mind. This is especially important given the increasing incidence and risk of disasters and fragility worldwide, and increasing levels of inequality. - Programs should seek to work across multiple social change processes (and link these together) to increase impact. - Programs should seek to build and balance all three capacities (absorptive, adaptive and transformative). Building resilience requires that we not only take protective actions against shocks and stresses, but that we also make continual adjustments in a changing environment, as well as transform the structures that drive risk, vulnerability and inequality.
<p>Program design</p>	<p>Contextual analyses for programs should begin with and continue building a shared, comprehensive understanding with communities of risk and resilience; Analysis should be seen as an iterative process rather than a one-off activity.</p> <ul style="list-style-type: none"> - Developing shared understandings of risk and resilience between communities, Oxfam and other stakeholders are needed to ensure effective risk reduction plans and measures. - More comprehensive analyses to assess drivers of risk and

	<p>vulnerability, including gender, power, exclusion, inequality, conflict, environmental and other concerns (including analysis of emerging and future risk/trends) are needed so that there is full picture of risk and the drivers of risk.</p> <ul style="list-style-type: none"> - Differentiated vulnerability analysis is necessary to appropriately target beneficiaries and actions. A one-size-fits-all approach will not meet the needs of highly vulnerable groups, or engage their capacities. - Given the importance of accountable governing processes for resilience building, interventions should include an assessment of the political and governance landscape, and strategies to overcome identified and potential obstacles. - Iterative risk analysis and risk reduction planning are needed so that programs can plan for and respond to changing contexts, risk and uncertainty.
Program MEL	<p>Participatory learning and adaptive management should become the norm and not the exception in future programs.</p> <ul style="list-style-type: none"> - Programs need to ‘plan to change’ during implementation. This requires scenario planning, regular monitoring, and re-alignment/re-design. Current program log-frames do not foster this type of programming. - Participatory monitoring tools such as the Spider-web should be used to support community level planning, monitoring and evaluation. - Dedicated resources for learning should be mandatory in programs seeking to build resilience. Regular (annual) reflections where communities, staff and external stakeholders can share their experiences should be factored into program budgets and be properly resourced (as was done in this program)
Risk reduction strategies	<p>Risk reduction strategies should be multi-hazard/risk focused and provide short, medium and long term benefits for communities</p> <ul style="list-style-type: none"> - Livelihood diversification strategies should be risk-informed. The range of strategies used by a household should spread risk, not replace one source of risk with another. - Interventions should have a range of short- to long term benefits to increase community interest, input and ownership. - Risk reduction strategies that require people to change their behaviour without seeing immediate personal benefits need regular prompts. - Programs should include interventions that build community resilience to small, domestic shocks help communities trial new ways of working with relatively small risk.
Gender justice and	<p>Gender justice and empowerment as a key social change process should be a major work stream in future programs</p>

<p>empowerment</p>	<p>given their importance in building resilient development</p> <ul style="list-style-type: none"> - Gender assessments and gender actions plans should be a mandatory part of programs and should be updated on a regular (annual basis) to ensure they address current concerns. - Staff and partner understanding of differentiated vulnerability (and capacity) of communities should not be assumed. Dedicated time should be allocated to undertaking PCVAs (or similar methodologies) and developing actions plans to address the needs of different groups (PWD, children, elderly, ethnic minorities, single-headed households, etc.). These should be monitored and updated to ensure the program is addressing the different needs of vulnerable community members.
<p>Sustainability</p>	<p>Program should build inclusive leadership, link with and hold governments to account, and increase social capital between different stakeholders to increase the sustainability of program gains.</p> <ul style="list-style-type: none"> - Programs should foster inclusive leadership as the foundation of building community resilience. - Accountable governing approaches need to be central to any program Theory of Change. This includes not only local governance, but district/ provincial and national governance. - Processes of empowerment require actions that address power and inequality. All programs therefore require advocacy and influencing components and donors need to be supportive of such efforts and understand their importance. Not being able to undertake influencing activities limits the impact of program interventions and undermines sustainability of program gains. - Increasing social capital within communities, and connecting communities with services providers and other stakeholders should be a key component of programs seeking to build resilience. - Replacement and renewal strategies are needed to ensure maintenance of any assets provided as part of the program.

2. INTRODUCTION

2.1 PROGRAM OVERVIEW

The three-year Central America-Melanesia (CA-MEL) Resilience Building Project, funded by Margaret A. Cargill Philanthropies, has been implemented in 44 communities¹ in four countries: Solomon Islands, Vanuatu, Guatemala and El Salvador. The integrated Emergency Response Fund has been utilized in additional communities in those countries, as well as in Fiji (Melanesia).

The CA-MEL project was co-designed and delivered by Oxfam and four partners:

- Wan Smolbag in Vanuatu
- Asociación Madres Tierra (AMT) in Guatemala
- Asociación Comunitaria Coordinada en Servicios de Salud (ACSS), incorporating staff from the smaller NGO, Asociación para el Desarrollo Agrícola y Microempresarial (ADAM) in Guatemala
- Fundación para el Desarrollo (FUNDESA) in El Salvador.

With a budget of US\$4,600,000, the project had the following global objectives:

- To increase awareness of the effects of natural disasters on poor households in the participating communities and local authorities, and develop a refined model for household and local disaster risk reduction and response strategy.
- Through community-based resilience-building activities and services with a focus on women's needs and priorities, to develop (vulnerable communities') capacities to engage in disaster preparedness, response, livelihoods recovery, and facilitate increased access to disaster resilient livelihood opportunities and social services.
- To increase collaboration, knowledge sharing and support between communities, NGOs, government authorities, development partners and other stakeholders at local, provincial and national level.

Specific objectives related to the global objectives were developed for Central America (both countries), Vanuatu and the Solomon Islands.

The CA-MEL Resilience Building Project will end in August 2017. The summative evaluation, carried out by a team of external evaluators from 12 May 2017 to 12 July 2017, is the last in a series of learning and review processes that were built into the project design.² The methodology, results and recommendations of the evaluation are presented in the following sections of this report.

2.2 EVALUATION OVERVIEW

The purpose of the evaluation is to assess how the project has contributed to the significant and sustained changes in the lives of women, men, girls and boys. Its objectives are to:

¹ In Vanuatu, the project also worked with 19 Area Councils in Shefa province to establish, register and strengthen Community Disaster and Climate Change Committees.

² Other major learning initiatives have included country-level learning reviews, annual face-to-face learning events between regions, a mid-term evaluation, baselines and endline surveys.

1. Assess the extent to which the stated goals and objectives of the project have been met (*effectiveness*).
2. Identify the positive and negative impacts (intended or unintended) of the project (*impact*).
3. Identify lessons learned and best practices of a multi-country and multi-region resilience building project (*learning*).

The evaluation did not include a review of financial systems or performance, as an internal one already planned.

It is expected that the findings of the evaluation will enable Oxfam and its partners to identify success factors of resilience programming, and strategies to improve quality and impact. It is also expected to enhance the capacity of Oxfam and its partners' staff to critically reflect on the project's achievements and weaknesses, and thereby inform future decision-making and project development.

The primary audience of this evaluation will be project and country management, project staff, partner organizations, and Oxfam Headquarters colleagues. Findings and recommendations are expected to be of utility to all stakeholders³ in the design of future resilience projects, and will be shared with a wider community of practitioners in the sector including MACP (Margaret A. Cargill Philanthropies). It is anticipated that in the final closing events in each country, project teams will reflect on the findings of the evaluation and share key lessons with community representatives.

³ Partner organisations, Oxfam country offices, Resilience Knowledge Hub, and government counterparts at local and national level.

3. EVALUATION DESIGN

3.1 KEY QUESTIONS

The following key questions were proposed by Oxfam to support the achievement of the three evaluation objectives, and were used by the evaluation team to frame the entire process. Gender equity, accountability⁴ and sustainability were treated as cross-cutting issues and, in the case of gender equity and sustainability, as key questions.

Table 1: Evaluation key questions

Evaluation objective	Key Question
(1) Assess the extent to which the stated goals and objectives of the project have been met (<i>effectiveness</i>).	<ol style="list-style-type: none"> 1. To what extent has the project been able to meet intended objectives? 2. The project also included some “informal” objectives such as the refinement of the resilience framework, capacity building of partners, development of adequate monitoring, evaluation and learning (MEL) systems, cross-country exchange of lessons and experiences. To what extent have these been realized? 3. Identify any goals or targets that could not be attained. Why? 4. What have been the key implementation challenges and how have these been addressed? 5. Were gender and vulnerability appropriately considered into the project? 6. What have been the achievements of the Emergency Response Fund (ERF)? In what ways could the facility have been designed better, and how could a stronger integration with CA-MEL have been realized? What are the recommendations for doing this differently in future?
(2) Identify the positive and negative impacts (intended or unintended) of the project (<i>impact</i>).	<ol style="list-style-type: none"> 7. What evidence of change (positive or negative, intended or unintended) can be observed in the absorptive, adaptive and transformative capacities of individuals (women and men), households, communities or institutions? To what extent has CA-MEL contributed to these changes? 8. Which social change processes or stakeholder collaborations have been most instrumental in bringing about the observed change? 9. What are the perceptions of women and men of the changes in their lives (rights and wellbeing) which have been realized during the past three years? Are these perceptions the same or different than the change captured/reported by project reporting systems? 10. What is the likelihood of sustainability of the change brought about by the project? Are there reasonable or robust exit strategies in place?
(3) Identify lessons learned and best practices of a multi-country and multi-region resilience building project (<i>learning</i>).	<ol style="list-style-type: none"> 11. What are the key lessons emerging from this project? In particular, what conclusions can be derived from this experience about effective DRR and resilience programming? 12. What are some of the common findings or trends across both regions? 13. What are the lessons or recommendations for Oxfam’s resilience approach? 14. Which lessons or good practices could be easily replicated or adapted in other resilience building contexts?

⁴ The provision of information, consultation during design and implementation, and feedback and complaints in monitoring and implementation.

Evaluation objective	Key Question
	15. What are some of the key conclusions of the research component and how do these relate to the implementation of this project? How should an accompanying research component be designed differently in future?

3.2 EVALUATION TEAM

The evaluation team was led by Marilise Turnbull in Central America and Charlotte L. Sterrett in Melanesia. Both were ably assisted by Oxfam staff in each of the countries during the data collection components of the evaluation.

3.3 EVALUATION METHODOLOGY

Approach

The evaluation employed a mixed-methods approach, but with greater emphasis on qualitative methods due to the predominance of this type of data in existing project documentation. This included the collection and analysis of data from primary and secondary sources: a literature review of approximately 330 documents; field visits to the four main⁵ countries (El Salvador, Guatemala, Vanuatu and the Solomon Islands) where the project was implemented; virtual interviews with stakeholders based outside the four countries; and two webinars to share and discuss draft findings.

Data were sought using a minimum of three methods to answer each key questions defined by Oxfam in the Terms of Reference. Analysis of the all the data collected was carried out per key question and the elements within it, through manual and soft-ware assisted coding and interpretation.

The evaluation design was intentionally gender-sensitive. It included disaggregation of views of women and men both in consultation and in data analysis, and the use of female evaluation team members to facilitate discussions with female community members.

Methodology

Literature: An initial set of about 50 key global and country-specific documents was provided by Oxfam. Through interviews, dialogue, independent research and field visits over 100 additional documents were incorporated to the literature review.

Key informant interviews (KII): Oxfam provided a list of key informants in the four countries, at Oxfam America's and Oxfam Australia's headquarters, and at the Resilience Knowledge Hub. One additional informant was selected by the evaluation team (the consultant who carried out the baseline and end line for Central America).

Field visits: Overall, a purposive sampling approach was taken to select communities in both Central America and Melanesia, but different criteria were used in each region (and in Melanesia, for each country) for reasons explained below:

In **Central America**, for each of the three partners' areas of operations, a preliminary selection of the communities where most and least project activity had occurred was made. Then any that were visited for the MTR were eliminated from the set and replaced with

⁵ One grant from the ERF was made for a disaster recovery project in Fiji, but visits beyond the four main countries were not contemplated in the Terms of Reference because Oxfam is planning to carry out a separate evaluation of the ERF.

communities with similar levels of activity. Time limitations affecting the number of communities visited are explained in *Section 2.4: Limitations*.

In the **Solomon Islands**, two communities where activities have taken place since the project start-up ('older communities'), and two where implementation started in July 2016 ('newer communities') were selected. In **Vanuatu**, where the program was partly delivered through one partner, three peri-urban communities were visited, but no rural communities, due to the time and budgets constraints visiting more remote communities.

Overall (as shown below) a smaller proportion of participating communities was visited in **Central America**. This decision was made between the evaluation team and Oxfam for two reasons (a) more documentation was made available from **Central America** for the literature review, including a quantitative end-line, and (b) more field visit days were allocated to **Melanesia** due to more time-consuming international and national transport arrangements.

Table 2: Field visit sites

Country	Communities	Number	Percentage
El Salvador	Quislua, El Astillero, El Ranchon, Salamar	4/14	29%
Guatemala	Chicalito, Montecristo, Chicorral, Tzamabaj, Monsenor Romero, Conrado de la Cruz	7/17	35%
Solomon Islands	Niu Birao, Katehana, Ngalimera, Tumurora	4/5	80%
Vanuatu	Tagabe Bridge, MCI Community, Salva Bay	3/7	43%

Evaluation participants

The evaluation team engaged with 287 people overall (214 community members (including leaders), 12 government, 20 partner staff, 23 Oxfam staff in-country, 18 Oxfam staff/consultants out-of-country).

The demographic composition of the evaluation participants is shown in Table 3, with 172/115 female/male participants overall, and 33 youth participants, 20 elderly participants, and three people with disability (PWD).

Table 3: Evaluation participants overall

	Female	Male	Youth ⁶	Elderly ⁷	PWD	TOTAL
El Salvador	46	17	7	5	1	63
Guatemala	46	12	9	5	0	58
Solomon Islands	46	44	10	7	1	90
Vanuatu	28	30	7	3	1	58
Global⁸	6	12	-	-	-	18
TOTAL	172	115	33	20	3	287

Overall, 31 focus group discussions (FGDs) were conducted (15 female, 15 males, 1 mixed); 74 KIIs were conducted (34 female, 40 male); 17 site visits were conducted (one in each community); and 36 personal testimonies were conducted (21 female, 15 male).

⁶ Persons aged 26 and under.

⁷ Persons aged 60 and over.

⁸ Global key informants were Oxfam staff from Oxfam America, Oxfam Australia, Oxfam in the Pacific and other countries who provided overall management and technical assistance to the project.

Table 4: Data collection tools

Country	FGD	PT	KII	SO
El Salvador	7	6	8	6
Guatemala	12	8	11	4
Solomon Islands	8	15	15	4
Vanuatu	4	7	22	3
Global	-	-	18	-
Total	31	36	74	17

FGD = Focus Group Discussion; PT = Personal testimony/interview with community members; KII = Key informant interview; SO = Site Observation

3.4 LIMITATIONS

The evaluation was limited by several factors which need to be considered alongside the findings and analysis presented in this report. While a full list of limitations can be found in appendix 5, summary limitations include:

- *Time constraints:* It was not possible to visit as many communities as originally planned, or to spend enough time in each of the communities. This meant that while the evaluation team was able to visit a significant number communities involved in the program, providing conclusive findings across all key questions was not always possible. This was partly a result of the complex nature of the project (numerous implementing partners across different, sometimes geographically distant communities in four different countries), but also due to the limited amount of time available to collect data.
- *Differences in country project content:* While there was one overarching goal, the design (initial, and adapted) and content of each country program was different. This only became apparent after all literature was studied. To manage this situation, 'master' (comprehensive) data collection tools for each method were created, and adaptations made to focus on the project activities implemented in each community, in each of the four countries.
- *Data constraints:* Not all countries had completed end line surveys at the time of the evaluation, which has impacted on the availability of quantitative data, and the ability to assess the objective 1 of the evaluation (effectiveness). Up-to-date activities schedules were not available in some countries, which made it difficult to assess the equal participation of different genders in project activities. It was also difficult to speak with some male community members due to work commitments in some of the communities.
- *Language constraints:* In Melanesia, the external evaluator did not speak the local languages and interpretation was done by Oxfam staff (not a professional translator). In the communities of Santa Catarina Ixtahuacán in Guatemala, local community members helped out during the evaluation as interpreters. In all cases, the absence of professional and external interpreting services may have led to nuances, inaccuracies and gaps in the information received by the evaluators.
- *Pro-project bias:* In Melanesia, some of key informant interview at a community level were shared between the external evaluator and Oxfam staff members. While there were strategies in place to avoid bias in the data collected, this cannot be ruled out completely.

4. EVALUATION FINDINGS

4.1 PROGRAM ACHIEVEMENTS

4.1.1 Extent to which the program has met intended objectives

The program has largely achieved its objectives, with distinct strengths and good practices emerging from each of the four countries. Its evolution and results in each location clearly underscore the importance of holistic analysis and programming, and complementarity between interventions and efforts of all actors – households, community-based organisations, civil society, governmental and non-governmental – for resilience building.

Overall, the program's greatest achievements are in livelihoods and food security, particularly in relation to women's access and contribution. It has also generated a very good understanding of risk within participating communities, and catalysed or maintained community-based disaster preparedness. It has accomplished less than hoped in terms of collaboration with governmental stakeholders, but this is largely due to factors beyond Oxfam and its partners' control.

*In the **Solomon Islands**, there are notable achievements in all five communities, although greater progress has been made in the two older communities. There is evidence of communities becoming stronger in several the resilience 'domains', most notably community governance, savings, improved agricultural practices, and improved disaster planning at a household and community level. Oxfam's programming approach has also created greater awareness of the right to be involved in decision-making, particularly by women and youth, community members. As a result, communities are now making decisions for themselves, with increased self-belief among community members of their ability to create their own change. In terms of social organisation, the Solomon Islands was the strongest of all four countries. However, while good progress has been made working with the provincial government and the NDMO, there is still room for improvement, in improving linkages and collaboration between communities and government services.*

*In **Vanuatu**, the project has made good progress across all its objectives in both rural and peri-urban communities, although engagement in one peri-urban community (Chief Silas) proved challenging (due to difficulty engaging the Chief's support for the project), and the documentation and use of community adaptation and disaster preparedness plans needs to be improved. Increased capacity in risk reduction and shifts in mindsets around risk reduction have been observed, with women taking a greater role in risk reduction planning and implementation, which has been applied because of the impacts of tropical cyclones in early 2017. Significantly, and in contrast to other project countries, the project has had by far the largest provincial and national level engagement due to its collaboration with government to strengthen their disaster preparedness through training and support to disaster and climate change committees. This project has also been able to influence a range of government policy and practice through the work of two national networks coordinated by Oxfam.*

*In **El Salvador**, the project is characterised by a high level of achievement in livelihoods and food security, particularly in climate-smart agriculture, savings/loans and women's*

empowerment. Interventions in water supply were well-executed and designed with sustainability in mind, as were sanitation-related activities. Targeting processes for each project component were not clearly documented, and it is possible there was room for improvement in this aspect. Achievements from the previous project in risk analysis and community-based disaster risk management planning were built upon but would have benefited from even stronger emphasis throughout this project, given the weaknesses in government capacity.

In **Guatemala**, the project was ambitious in relation to the contextual challenges. Its achievements are very good, particularly in terms of maintaining and strengthening traditional livelihoods, supporting diversification, and promoting health, despite water shortages and other stresses. Innovative, women-centred approaches to enterprise development resulted in rapid achievements in terms of income generation and progress towards gender equity, but would benefit from continued technical support and accompaniment to reach their potential. As in El Salvador, achievements from the previous project in risk analysis and community-based disaster risk management planning were built upon but would have benefited from even stronger investment and regular testing throughout this project, especially given the weaknesses in government capacity and the prolonged drought context in some project areas.

The summary findings are presented in Table 6 below, followed by a more detailed narrative of each country's achievements in relation to the three global objectives. The legend used is as follows:

Table 5: Measuring achievement and quality

Achievement	
No activity intended	
Activity did not take place as planned	
Activity took place, but not in all communities as planned	
Activity took place in all communities as planned	
Quality⁹	
Poor	*
Satisfactory	**
Good	***
Excellent	****

Table 6: Level of achievement and quality of the program against intended objectives¹⁰

Key intervention areas (Objectives and 'building blocks')	VAN	SOL	GUA	ELS
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⁹ An explanation of the quality criteria used for each building block is provided in Annex 6.

¹⁰ While some of the activities contributed to more than one global objective, their primary contribution dictates their location in the table, and therefore which objective they have been assessed against.

<i>Objective 1: Increased awareness of the effects of natural disasters on poor households in the participating communities and local authorities, and development of a refined model for household and local disaster risk reduction and response strategy.</i>				
Risk knowledge				
- Risk awareness and analysis ¹¹	***	***	***	***
Community-based planning				
- Community action planning	**	**	***	***
- Capacity building/training ¹²	***	***	**	***
<i>Objective 2: Community-based resilience building project activities and services are in place with a focus on women's needs and priorities, developing their capacities to engage in disaster preparedness, response, livelihoods recovery, and facilitating increased access to disaster resilient livelihood opportunities and social services.</i>				
Community-based disaster preparedness				
- Disaster preparedness training & simulation	***	***	***	***
- Community infrastructure (evacuation centre/ safe houses)	*			
- Community group formation & strengthening	***	***	**	****
Water, sanitation and hygiene activities				
- Access to safe water/improvement of water supply	****		****	****
- Sanitation: toilets	**		***	
- Sanitation: hygiene, cleaning campaign	***		***	***
- Health: medicinal/vitamin-rich plants, clinic, referral	***		****	
Food security & Livelihoods				
- Climate smart, hazard resilient agriculture	**	***	***	****
- Livelihood diversification	**	**	***	***
- Enterprise development & market access	**		***	***
- Savings groups		***		****
<i>Objective 3: Increased collaboration, knowledge sharing and support between communities, NGOs, government authorities, development partners and other stakeholders at local, provincial and national level.</i>				
Collaboration & knowledge sharing				
- Collaboration between communities, NGOs and government	***	**	**	***

Country-by-country achievements against global objectives

Objective 1. Increased awareness of the effects of natural disasters on poor households in the participating communities and local authorities, and development of a refined model for household and local disaster risk reduction and response strategy.

In the Solomon Islands, this objective was largely achieved, although the results in the two older communities are stronger than those in the three newer communities due to limited time for implementation.

The project used **baseline surveys, power and gender analysis** and the development of **community-level participatory vulnerability and capacity analysis (PCVA)** as the means to analyze a range of different risks and increase risk awareness at the community level. At the time of this evaluation all communities have conducted baseline surveys, power and gender analysis and PCVAs, although mid-line surveys only took place in the two older communities and no PCVAs have been updated in any community. From the sample of PCVAs assessed, the quality is satisfactory but there could have been more emphasis on

¹¹ For example, PCVA, gender and power analysis.

¹² Leadership training, gender training.

longer term risks associated with climate change. The information gathered from these activities was used to guide the development of project activities in each community, with communities developing their own 'domains of change' (through a 'Spider-web' participatory tool), which prioritized the key changes each community wanted to see. However, at the time of this evaluation, 'domains of change' and resulting **community action plans** have only been developed and implemented in the two older communities.

As a result of increased **risk awareness** activities, shifts in mindsets were observed in all communities, from a view at the beginning of the program that disasters were not preventable, to one where disasters are seen as preventable and manageable by most community members. This shift in mindset has helped communities think and begin to act in ways that are starting to reduce risk, as well as plan for disasters through the development of community actions plans and emergency response plans, first aid training, and simulation exercises. The majority of those interviewed as part of the evaluation have also developed their own **household plans**, and know what they need to do before, during and after a disaster, which is a significant change in awareness and behavior compared to prior to the project. Increased knowledge of **gender and power**, provided via specific training and mainstreaming of gender and power issues through the project, has also yielded some positive results, even if these are not yet systemic. This includes more equal decision making at community and household level. However, some operational issues exist, for example, with newer communities having to 'rush' through some of the activities due to delayed implementation, which highlights the importance of proper sequencing of project implementation.

'In my household we have a disaster kit prepared and we refer to it regularly. It's very important for my family because it will help us save lives and property.'

Male project participant, Niu Birao, Solomon Islands

In Vanuatu, objective 1 was largely achieved in both rural and peri-urban communities, although engagement in one peri-urban community (Chief Silas) proved challenging, and the documentation and use of community adaptation and disaster preparedness plans needs to be improved.

The project used **participatory planning sessions, drama plays** and a **disaster sports day** for youth as the means to analyze a range of different risks and increase risk awareness at the community level. This included the identification of resilience strengths and priorities to help inform **community adaptation and disaster preparedness plans**. At the time of this evaluation all communities have carried out participatory planning meetings with an excellent gender balance. No participatory could be reviewed as part of the evaluation so their quality cannot be assessed. The information gathered from these activities was used to guide the development of project activities in each community, with communities developing their own **community adaptation and disaster preparedness plans** (some of which used an adapted version of the Solomon Islands' Spider-web participatory tool). Of the plans that have been accessed, (all of which use the National Disaster Management Office template) the quality was found to be good. They include clear and concise information on: roles and responsibilities in communities; community vulnerabilities and capacities; and community action and response plans. All have been updated as part of the Annual Impact Reflection in late 2016 but unfortunately are not visible on community noticeboards.¹³ Information included in the plans tends to have a greater focus on disaster preparedness rather than longer term risk reduction and adaptation, as this is the responsibility of Resilience Committees, who are responsible for community governance and the management of resilience initiatives. It is unclear how Resilience Committees will continue after the project, as they have no funds to carry out activities.

¹³ The reason given for plans not being publicly available was vandalism of information on community notice boards. People interviewed did state however, that plans were brought out and referred to in community meetings.

As a result of increased **risk and resilience awareness** activities, shifts in mindsets were observed in all communities visited, although to varying degrees, with women appearing to lead the way in community thinking and planning on resilience. This shift in mindset has helped communities become better prepared for disasters, and this was evidenced in improved preparedness and response measures in the recent cyclones, Cook and Donna.

'We have a community plan but it is kept in the Chairman's house and it not on display for everyone to see.'

Project participant, Tagabe Bridge, Vanuatu

Women's increased role in resilience planning for their community also appears to be respected by men, who are also contributing to different activities and discussions but without taking over. Some of those interviewed also stated that they had developed **household plans**, although this does not seem to be widespread across the project. Those that have them said it has helped them know how to prepare, act and respond to disasters as a family, and that they used them during cyclones Cook and Donna.

interviewed also stated that they had developed **household plans**, although this does not seem to be widespread across the project. Those that have them said it has helped them know how to prepare, act and respond to disasters as a family, and that they used them during cyclones Cook and Donna.

In El Salvador, objective 1 was achieved prior to this project in about two thirds of the communities. Awareness among community members of the causes and effects of disasters and other climate-related phenomena was sustained and refreshed in communities engaged in Phase 1, and built up from much lower levels in the 'new' communities.

The project used the **PCVA** methodology to generate risk analysis and awareness in the target communities. At the start of this project, most the communities already had PCVAs (as well as Civil Protection committees, and Emergency Plans), as these were developed with the previous MACP grant to Oxfam in El Salvador. In all of these communities the analysis has been updated during the current project, and in new ones the process was started and completed before the project ended.

The updated PCVAs are of good quality, featuring detailed analysis of past hazard events and climate change impacts, and some of the capacities that exist in the communities. The only aspect requiring improvement relates to differentiated vulnerability: a more in-depth analysis of the vulnerability of specific groups (by gender, disability, location, livelihood, other demographic) would enhance them further and underpin a differentiated response and resilience plan.

All community members interviewed during field visits demonstrated a clear understanding of the relationship between climate, hazards (including plant diseases) and agriculture, as well as the links between management of their natural environment and community well-being and safety. This high level of awareness, together with widespread satisfaction with the results of their new practices, motivates them to continue to innovate and adapt to the range of challenges they face.

In Guatemala Objective 1 was largely achieved at the time of the evaluation and is scheduled to be achieved by the end of the project if current efforts by Oxfam and partners are sustained.

Thirteen communities (7 supported by ACCSS and 6 by AMT) had developed **PCVAs** during the previous MACP-funded project and were in the process of updating them at the time of this evaluation. The additional communities included in this project were in the final stages of completing PCVAs at the time of the evaluation. Unfortunately, as most of these documents were not yet available, it was not possible for the evaluation team to assess their quality as a set.

The communities supported by AMT developed resilience plans based on the PCVAs produced in the previous project. These plans oriented community leaders in a wide range of

issues related to community development, from maintenance of key infrastructure to dialogue with commercial farmers in their vicinity. They demonstrate a very good level of awareness of risk and resilience, and a highly practical way to use the results of PCVAs beyond disaster preparedness planning. In these communities and many of those supported by ACCSS, there is widespread and deep awareness not only of the effects of natural hazards such as reduced rainfall, but also of the how commercial farming practices such as the diversion of water sources and aerial chemical spraying severely affect their traditional livelihoods. In the highland communities, awareness of natural hazards such as heavy rainfall and landslides is coupled with a clear understanding that their vulnerability to such events is exacerbated by the poor condition of the road that should link them with markets, healthcare and emergency services. Leaders and other community members know that their own disaster risk reduction efforts need to go hand in hand with local development project such as road paving, which require effective local and municipal governance.

Objective 2: Community-based resilience building project activities and services are in place with a focus on women's needs and priorities, developing their capacities to engage in disaster preparedness, response, disaster preparedness, response, livelihoods recovery, and facilitating increased access to disaster resilient livelihood opportunities and social services.

In the Solomon Islands, objective 2 was largely achieved, although the results in the two older communities are stronger than those in the three newer communities due to limited time for implementation in newer communities

The project used the information gathered as part of risk assessment and analysis processes to develop community **emergency response plans** in all communities, using existing government templates that use a matrix of preparedness levels (blue to red) and response, relief and recovery phases, along with different areas of action for community groups (Village Disaster Response Committee (VDRC), Women, Men and Youth). The strength of these plans is that they are visual and have clear instructions for different groups at the different stages of an emergency. They are also inclusive with clear guidance on how to support vulnerable groups. Unfortunately, the plans do not state any actions for more longer-term risk reduction or preparedness activities, and their focus is clearly on how to respond once an alert is given. The plans also assume outside reporting of imminent threats, which perhaps makes communities less responsive in preparing for smaller threats, which may impact at a smaller scale. First Aid training (conducted by the Red Cross Society) was also conducted with all five communities, although it was held in a central location, not in individual communities, which restricted its outreach. Also, despite completion of First Aid training some time ago, communities have not yet received their kits. This has limited the practice of new knowledge and skills in communities.

In addition to the development of emergency response plans and first aid training, the project has undertaken **simulations** in all communities to help community members (the VRDCs and Emergency Response Teams) practice what they have learned in emergency response and First Aid training, as well as help them reflect on how to improve their plans and ways in which their communities are organized. Everyone interviewed as part of the evaluation found

the simulations extremely helpful and would like them to become a regular activity in communities. This is a sensible idea, as simulations are a key action communities can take to practice emergency preparedness and response outside of disaster events.

'Our community now realizes how important it is to save money. In times of need the savings will really help us.'

*Female project participant,
Katehana, Solomon Islands*

In terms of increasing livelihood opportunities and a greater ability to reduce the impact of disasters, the project has undertaken **food security training**,

climate resilient agriculture, and **savings group activities**. These activities have proved to be effective in educating community members about climate change impacts on agriculture and different adaptation strategies that can be practiced, in turn contributing to greater community resilience. Observations from community visits found that a large majority of community members are employing techniques to minimize risks to crops, for example, creating multiple gardens near rivers, as well as higher on the hills, to spread risk from flooding; and planting traditional crops like manioc and taro to eat in times of disasters. In terms of the **savings groups**, while it is too early to measure their effectiveness in reducing the impacts of disasters on communities, as they have not been operating long enough, nor have any disasters happened, they are starting to create a culture of disaster preparedness. Moreover, it is clear that community members find the savings groups to be personally motivating, resulting in increased perceptions of self-efficacy amongst savers. In a number of cases, involvement in a savings groups has actually changed people's behaviors, for example, some men stated that they are using money they previously used on alcohol, to put into the savings group instead. However, it will important for communities to manage the savings clubs properly over time, and there is a risk that as more money is saved in the clubs, that they may become more valuable and at risk of mismanagement. This has been partly mitigated by the establishment of savings policies and clear guidance on governance, as well as early stage linking with a national micro-finance group. Communities are likely to need ongoing support for at least some time to come.

In Vanuatu, objective 2 was largely achieved, with community structures for disaster preparedness and response functioning in nearly all communities, and composting toilets built in four communities. However, the retrofitting of an evacuation center for peri-urban communities has not yet been undertaken

The project used a range of activities to build community members' knowledge and skills in disaster preparedness. This included the facilitation of **gender, power relations and disaster preparedness workshops, health and hygiene, and cyclone awareness workshops**, as well as training on **climate change and disasters, participatory media and gender and climate change**. The gender workshops have supported increased confidence in women to stand for leadership positions in the project, and they have helped men understand some of the barriers women face and how men can support women better. Young women who attended these workshops learned more about power and how to become more involved in decision-making processes. Health and hygiene workshops have supported women to practice better hygiene during and after disasters, although the evaluation did not see evidence of the use of soap and water near to toilets, and the maintenance of composting toilets could have been improved.

In addition to the various training and workshops, the project has undertaken practical **simulations** (in most communities) to help community members practice what they have learned, as well as help them reflect on how to improve community plans and ways in which their communities are organized. Those interviewed as part of the evaluation found the simulations extremely helpful and would like simulations to become a regular activity in communities.

The knowledge and skills from the workshops, training and simulations which fed into community plans, formed part of the overall capacity development package conducted as part of the development and strengthening of **Community Disaster and Climate Change Committees (CDCCCs)** in all communities. In addition to these activities, some CDCCC members also became qualified as **Trainer of Trainers in Community Based Disaster Risk Reduction (CBDRR)**. This provided community members with the knowledge and skills to take a leading role in setting up CDCCCs, and to carry out community plans and resilience initiatives. As a result, community members now feel that they have increased their capacities to deal with shocks and stresses, and this was demonstrated during cyclones Cook and Donna where CDCCCs were actively supporting their communities to

prepare and respond. Such has been the belief in the efficacy of CDCCCs that in one rural community (Leitokas) the CDCCC took it upon themselves to set up another CDCCC and conduct a table-top simulation in a neighboring community (Lebonbon).

In terms of increasing livelihood opportunities and a greater ability to reduce the impact of disasters, the project undertook **nutrition and food preservation workshops**, provided **vegetable seedlings** post cyclones and supplied **market stalls** in three of the peri-urban communities. Women were encouraged to cook more root crops rather than relying on imported rice and learned how to cook lap-lap in a way that has a longer ‘shelf life’. Being able to make flour from root crops and blending tastes and flavors is encouraging children to eat traditional food again, rather than ‘shop food’ which is unhealthier. In addition, some women sell some of their food products, which contributes to a pool of money that will be used to implement activities identified in their community plans. In rural communities, the project supported members to use traditional cooking methods and the sale of fresh prawns, and to use profits for a collective community disaster fund managed by their own CDCCCs.

While the original plan was retro-fit the Wan Smolbag (WSB) theatre as an **evacuation center** for peri-urban communities, this has not happened due to a shortfall in budget for the necessary renovations. WSB has now secured these funds (from another donor) but the renovations cannot take place until after the theatre season has finished (in August/September). Finishing the retrofitting before the next cyclone season will be important given the importance of the center to communities and disaster response efforts, as demonstrated in recent cyclone responses where the center was used by more than 300 people. Two safe houses are underway in the rural communities but as they were not visited during the evaluation, they cannot be assessed. Composting toilets have also been built in four of the communities, although the maintenance of some of these needs to be improved.

‘Having water makes our lives easier than before. We have better health now and women’s workload has decreased.’

Female project participant, Tagabe Bridge, Vanuatu

Not included in the original plan, but identified by peri-urban communities was the need for **access to clean water**. Prior to the project none of the communities had access to mains water (via pipes) and relied on the river and wells for some water needs (cleaning clothes, dishes and washing), while paying for water to be brought in by truck. The project worked with communities, landowners (peri-urban communities do not own the land they live on) and water supply company UNELCO over more than a year to agree to water pipes and meters being installed in each community. At the time of the evaluation, while not all pipes and meters are operational, the impact of this intervention has been transformational for communities, especially women who are largely responsible for their family’s water needs.

In El Salvador Objective 2 has been largely achieved. As planned, a range of resilience building activities and services that responded to women’s and men’s needs and priorities were in place for the duration of the project. These activities not only facilitated women’s and men’s access to disaster-resilient livelihood opportunities, but also enabled recovery from climate-related and other types of shocks and stresses. The third part of objective 2 – related to community-based disaster risk management – was achieved in about two thirds of the communities during the previous MACP-funded project and was updated or completed (for new communities) during this project.

FUNDESA guided the communities that already had PCVAs and Emergency Plans through the updating process. This also required renewing the community-level Civil Protection Committees (CCPC), as some members had left the communities since the committees were first formed. As in the previous project, emphasis was placed on incorporating more women into the emergency committees, in leadership and monitoring roles.

Visits to the communities confirmed the existence of risk maps and early warning infrastructure installed during the previous project, and most community members – men and women - who participated in the evaluation were confident of emergency procedures for floods, which is the most common hazard, including evacuation and temporary shelter arrangements, and household level measures such as raising beds and possessions. Simulations were carried out during the previous MACP-funded project and a new round, this time organized by the municipal authorities, is scheduled to take place in the second semester of 2017.

The End Line Survey indicates a high level of awareness of the community structures and plans for disaster risk management (DRM). In almost all communities 100% of people were sure that a CCPC exists and in all communities over 80% of those interviewed were confident that an emergency plan exists, although only around half of those interviewed felt that plans incorporated the needs of the most vulnerable very well.

Resilience-building activities related to **water, sanitation and hygiene (WASH)** consisted of improvements to five existing wells (raising them to prevent flooding), installation of tap stands to facilitate access and prevent wastage, and training and supplies for chlorination. FUNDESA motivated community members to set up 'Water Committees' and provided training on water supply and quality issues as well as on their leadership responsibilities. At the time of this evaluation four committees are still functioning, as are the wells and related hardware. During the evaluator's visit to Astillero, a committee member demonstrated good resource management skills when explaining how they had established regulations for the use of the well only for human consumption, to prevent over-exploitation and potential salinization of the source.

In addition to improving water access, FUNDESA carried out complementary **public health** activities. **Hygiene** awareness sessions were held in five schools each year of the project, and **garbage cleaning campaigns** were also instigated, partly as a measure to mitigate potential flooding impacts, and partly to improve sanitation conditions, and were carried out in all communities throughout the project's three years. The participation of community leaders in such campaigns was considered very motivating by other community members and is likely to have contributed to their success. During the evaluator's visit, it was evident that collections have become habitual, and are likely to continue beyond the end of the project.¹⁴

Food security and livelihoods were major components of the project in El Salvador. Fundesa developed community members' capacities to apply **climate smart agricultural techniques** to their crops and vegetable gardens through the provision of technical support, native seeds/seedlings, materials for irrigation, and inputs to make organic fertilizer and pesticides. A 'field school' modality was used to create demonstration areas where one hundred participants could learn new techniques and observe their impact on the land and crops before trying them out for themselves.

All the beneficiaries who participated in the evaluation spoke highly of the benefits it gave them, particularly in terms of not losing crops to pests and managing to continue farming during the drought, in other words, improving their food security. They also all mentioned not having to spend money on fertilizer. Those who had successfully grown fruit tree seedlings were very enthusiastic about their projected higher income from fruit sales, and their more **diversified livelihood** base. During the evaluation vegetable gardeners were proud to show their range of produce, and to explain that, thanks to the project, they always have something on hand to feed their families, and that they don't have to spend precious cash to buy vegetables. Some reported that they sell their small surplus to neighbors, which indirectly benefits the wider community.

¹⁴ Endline data are not used due to ambiguity in the data collection methods for these questions.

The results of this component may not be fully reflected in the end line survey, which indicates that participants did not increase the number of crops they grew between the start and end of the project. If the survey question had focused instead on volume of produce for consumption or sale, a more significant change might have been noted, as anecdotal evidence implies. Another example of an under-reported change is the fact not all techniques developed in the project were mentioned in the end line questionnaire, so one such as planting later to avoid the heavy rains (as was encouraged during the project) is both climate-smart and risk-reducing, but was not mentioned.

In addition to strengthening agricultural livelihoods, FUNDESA introduced the concept of **savings groups** as a means to promote diversified, more resilient livelihoods, particularly for women. This component was remarkably successful, with 13 groups (comprised of 149 women and 20 men) operating by the end of the project, some of which were in their third cycle.¹⁵ In response to requests from interested participants, two groups agreed to accept men and one all-male group was also established.

Interestingly, loans requested from the Savings Club were not used principally for 'enterprise' purposes. While they certainly enabled participants to successfully operate several money-making initiatives: such as raffles, dances and sales of meals, the most common reason to request a loan was for 'emergency' funds to cover medical costs, i.e. to enable a group member to overcome a personal financial crisis and without having to sell an asset or employ a negative coping mechanisms (bearing in mind that interest rates on loans from the group's savings are very low). This finding is significant to several debates, including what constitutes a 'disaster' and how to measure increases in resilience, as discussed in *Section 3.3. Program Learning*.

In Guatemala, Objective 2 was partially achieved. As planned, a range of resilience building activities and services that responded primarily to women's needs and priorities were implemented. These activities facilitated women's and men's access to livelihood opportunities that were less dependent on climate variability/change, but may still be exposed to other types of hazards. Community-based disaster risk management activities were not entirely achieved by the time of this evaluation but are scheduled to be completed by the end of the project if current efforts by Oxfam and partners are sustained.

Thirteen communities (7 supported by ACCSS and 6 by AMT) had established **community-level risk reduction committees and emergency plans** during the previous MACP-funded project. At the time of this evaluation, the new communities included in this project were in the process of formalizing new committees and/or emergency plans.

Guatemalan legislation requires the membership of community-level emergency committees (COLRED) to be renewed every two years. To receive accreditation (and thus be entered into the national database) the committees must conduct a risk analysis, develop emergency plans using a particular methodology, and have participated in a Simulation exercise. At the time of this evaluation, one community had achieved accreditation, and all the other communities were waiting for accreditation to be granted or in the process of completing the requirements.

As the documents have not been finalized, it was not possible for the evaluation team to assess their quality.

In the Champerico communities supported by ACCSS, **training** on WASH standards and procedures in emergencies has been carried out by the partner, and CONRED has delivered the standard curriculum on DRR. In the Santa Catarina Ixtahuacan communities supported by ACCSS/ADAM and in the Santo Domingo communities supported by AMT, training has

¹⁵ Periods of savings and loans followed by distribution of savings and profits

been requested of CONRED, but has not yet taken place. Items that have been distributed include WASH water purification kits, spades, wheelbarrows gloves and kitchen sets.

Achievements in some communities are excellent. For example, in Conrado de la Cruz (Santo Domingo), handovers between outgoing and incoming leaders were happening, and all items were safely stored. In line with Early Warning – Early Action principle of multi-functionality, some items were regularly used for community purposes (e.g. canvases rented for funeral wakes, spades for clearing drains). In Montecristo (Champerico) the leaders had taken the initiative to deepen a well that served the pre-school and have developed a project to improve water storage and supply.

In other communities visited the ‘training and practice’ element that should accompany the provision of equipment appears to require reinforcement before the end of the project. In Chicorral (Santa Catarina Ixtahuacan) the committee was unable to locate the materials provided to them, and unable to operate the loudspeaker due the absence of key components (battery, cable), and in Chicalito (Champerico) the early warning equipment that was not working and needed replacement batteries or maintenance. In Chicalito and Montecristo the women leaders were notably proud to be in charge of managing the water purification kits, but they were unsure of how to use them. This points to the need for continued accompaniment to increase the likelihood of sustainability beyond the project end.

There was also a clear gender bias in the communities of Santa Catarina Ixtahuacan where the COLRED are all-male. In these communities the men have not wanted to include women based on the argument that much of their work involves clearing landslides, which they believe is not ‘women’s work’. In other communities there appears to be a good balance of men and women in positions of leadership for disaster risk reduction (DRR).

The Endline Survey results for Guatemala indicate a good level of awareness of the previous community structures and plans for DRM. In all but three communities 80% of people interviewed were sure that a COLRED exists and in 10 communities over 80% of those interviewed were confident that an emergency plan exists. There are, however, seven communities where 2 over 25% of people do not know if a plan exists or not. In all communities in Guatemala over 50% of those interviewed felt that plans incorporated the needs of the most vulnerable very well, and almost all others felt they were somewhat taken into account. While these results probably reflect the fact that all plans are currently a work in progress, they do indicate a need for stronger engagement and accountability to the whole community, on the part of the COLRED committees.

Project funds for **water and sanitation** were focused on three communities. These were targeted either because their needs were more complex, such as Chicorral which required suspended and ground-level water pipes to be strengthened on a steep hillside prone to landslides, or because basic WASH infrastructure was lacking or had fallen into disrepair and was identified as a cause of vulnerability by the DRM committees, such as school wells and toilet blocks. In all three communities benefiting from this component, Oxfam’s partners encouraged the formation of Water Committees and provided them with training on water resource management, hardware maintenance, and chlorination procedures. All three communities currently have committees that are actively maintaining the systems and seeking resources to further improve them. Efforts were made to promote women into positions of leadership on water management issues in their communities; progress has been slow, but two committees currently include one woman (each).

Other **public health** activities carried out in Guatemala included fumigations (to prevent mosquito-borne diseases) in coordination with the Ministry of Health, and garbage collection campaigns. The latter were not systematically repeated in all communities, and are therefore not likely to be sustainable.

By contrast, the cultivation of medicinal plants and vitamin-rich vegetables in the communities supported by all partners appears to be a sustainable contribution to family

health and resilience. Beneficiaries demonstrated great satisfaction with this component and reported regular consumption, sharing with neighbors and occasionally selling them. In Santa Catarina Ixtahuacan communities where 90 per cent of children suffer from malnutrition, health workers reported improvements in some nutrition indicators during the project's implementation and attributed them to it.

The demand for **water for agriculture/irrigation** purposes in Guatemala was much higher than anticipated when the project was designed. Three years of drought, combined with over-abstraction of surface water sources and over-exploitation of groundwater sources by industrial farming (mainly sugar cane) has left the coastal communities in Guatemala with severe water shortages. The project responded through support for artisanal drillers using appropriate technology (hand augers, made available to all communities) to deepen household wells from 6-12 meters, and by the introduction of technology (hoses and pumps) for drip-irrigation. The number of households that have directly benefited from deepened wells was not available but was reported as 'continuing to rise'; 60 households benefited from the irrigation technology.

The **food security and livelihoods** components of the project achieved strong participation from women and men. Seeds, technical support and inputs for organic composts and fertilizers were provided to over 250 households. The drought was a major limiting factor to production, but with the introduction of drip-fed irrigation (and deepened wells) participants were able to learn and apply new **climate-smart** techniques, particularly for plagues and moisture control. Some schools also participated in the vegetable gardens, but these were only active during teaching periods and therefore had a more educational purpose than for students' food security. During site visits carried out for this evaluation women shared stories of the meals they can now cook and serve to their families, and the pride that generating food and cash for the household gives them. As in El Salvador, the end line may not accurately reflect the full results of this component, largely due to the choice of indicators to measure uptake of techniques and diversification of livelihoods.

Enterprise and market access was a major component of the food security and livelihoods component in Guatemala, carried out using the Women's Economic Leadership methodology used in other Oxfam projects. Given the historic imbalance in men's and women's asset ownership, income and related powers, almost all income generating projects were targeted at women. Aiming to generate income, diversify livelihoods and improve communities' food security, Oxfam's partners distributed silos and an initial stock to groups of women who were interested in trading basic grains, and provide them with training on enterprise start-up, cash flow, conflict management and other topics. The silos were an easy success for most beneficiaries, so much so that groups decided to branch out into trading shoes, traditional clothing, and other ideas, thus further diversifying their livelihoods. Other groups started with their own ideas, such as pig rearing, chicken raising, community restaurants and vegetable canning, for which ACCSS and AMT have managed to obtain appropriate technical support through governmental bodies and technical schools.

Although project records were not available to the evaluation team to verify growth in the capital funds, the partner, ADAM, confirmed that the groups were financially viable. However, their sustainability and scalability may depend on continued accompaniment for several more years. Furthermore, it would have been prudent to conduct a risk analysis and contingency planning for all activities promoted by the project, to ensure that these investments are protected from known and new hazards.

Objective 3: Increased collaboration, knowledge sharing and support between communities, NGOs, government authorities, development partners and other stakeholders at local, provincial and national level

In the Solomon Islands, objective 3 was partially achieved, due to lower than expected achievements in collaboration, knowledge sharing and support between communities and different stakeholders

The project has helped Oxfam increase its **collaboration** with government agencies, with Oxfam participating in the technical review of the *National Disaster Initial Assessment*, and as an active member of the Technical Working Group convened by the NDMO. Oxfam has also increased its collaboration with other INGOs to broker some technical input and share good practices, and has partnered with both Live & Learn and the Solomons Red Cross Society to deliver aspects of the program (providing **support to communities** on First Aid training and food security). **Annual Impact Reflections** have supported increased knowledge sharing between communities and other stakeholders, and communities found them useful in terms of monitoring the progress of the project, as well as the community more generally.

‘Communities are just starting to hold decision makers to account: there is still a long road ahead. Communities need more exposure and decision makers need to understand the process of how to work with communities and what their responsibilities are.’

Staff member, Solomon Islands

However, while some progress has been made collaboration, knowledge sharing and support between Oxfam and other NGOs, this work has tended to be on an ad-hoc basis without any formal mechanisms to sustain and grow this work. For example, while both Live & Learn and the Red Cross Society are committed to working with Oxfam on the project, they stated the need for more formal arrangements to be agreed so that the relationship can become a partnership rather than a sub-contracting arrangement. Likewise, while Oxfam is collaborating with government to deliver some of the work, it is unclear what has been undertaken in each community, and there is no Memorandum of Understanding stating roles, responsibilities and key work areas. Collaboration between communities and government is another area for further work and investment, with the majority of community members stating that they very rarely saw government representatives (either provincial or national) in the community, except for agricultural extension workers (which have been working with Oxfam and Live & Learn to deliver agricultural training). Communities, however, did state that they feel more confident in speaking to government representatives and service providers as a result of the program, in part as a result of **leadership and governance training**. What is needed, however, is for communities to meet more regularly with government representatives to discuss community issues, and how government can support and work with communities to address these. Oxfam can help facilitate and broker these relationships.

In Vanuatu, this objective was largely achieved through strengthened disaster preparedness at national and provincial levels, strengthened network participation in national policy and practice, and increased sharing of resilience experience at a global level.

The project has strengthened disaster risk management capacity within the Shefa province by supporting the **Provincial Disaster and Climate Change Committees (PDCCC)**, five Area Councils (Pango, Erakor, North-West Efate, Eratap and Mele), and 21 **Community Disaster and Climate Change Committees (CDCCC)**. The project held a week-long workshop at provincial level to increase awareness of risks and how to mitigate and respond to them in an emergency, and worked with the PDCCC to draft a *Provincial Disaster and Climate Response Plan*. At the time of this evaluation, the plan is being reviewed and approved. Across the five Area Councils, the project undertook **Community Based Disaster Risk Reduction (CBDRR)** training, which included: CDCCC formation and registration; CDCCC roles and responsibilities; gender and protection awareness in emergencies; hazard and risk assessment; developing community level disaster and climate response plans; and

a range of processes and tools to develop household disaster response plans. While the training had an excellent gender balance, a review of the training materials found that more time should have been dedicated to the gender and inclusion component. Community members also stated that they would have liked to have done the training in their Area Councils and with more participation per community/area, rather than one overall training.

Strengthened coordination and network participation in national policy and practice has been achieved through the work of the **Vanuatu Climate Action Network (VCAN)** and the **Vanuatu Humanitarian Team (VHT)**, which play a crucial role in building civil society capacity on climate change issues, including linking with and influencing government policy

'When I came to the NDMO in 2011, government and NGOs worked very separately. After the VHT, we work together more, we have permanent clusters, and we see the benefit of working with partners.'

National Disaster Management Office, Vanuatu

and practice. VCAN, along with the VHT, regularly distributes digests, which provide regular updated information on climate change and DRR to their members. They also provide tailored training to increase network partner capacity on a range of issues identified by the network, and organize national events like National DRR Day, and have inputted into national position papers. The work of the VHT is highly valued by the government, with requests to increase collaboration not just in convening inter-cluster groups, but in the implementation of government priorities. The successes of the work with the PDCCC, Area Councils

and the CDCCC, has resulted in the NDMO requesting that Oxfam scale up this work to the whole province; replicating the establishment, registration and capacity strengthening of CDCCCs at a provincial level. Like the NDMO, the National Advisory Board (NAB) acknowledges the importance of VCAN, with the network a member of the government's UNFCCC Taskforce, and inclusion on government delegations. Regionally, VCAN is an active national node for the Pacific Islands Climate Action Network, has been involved in raising the profile of Pacific countries in international climate change negotiations, most recently around women's leadership in climate change in the lead up to the 2017 international climate change conference (COP23).

Successes and learning from the project have also been used to influence other Oxfam projects and programs. For example, Oxfam in Vanuatu was one of four country programs invited to a workshop to exchange lessons, experiences and activities related to Oxfam's new Resilience Framework (2016). This was in recognition of the work that the country program had been doing on resilience, including this project and other tools, research and resources.

In El Salvador, Objective 3 was only partially achieved due to political changes during the project's implementation that negatively affected relationships with some governmental authorities. Knowledge sharing and collaboration between community leaders, FUNDESA and other actors was achieved on some issues, but not to the extent that was anticipated.

The project started from a strong foundation of good relations between FUNDESA and the municipal authorities, developed over several years of interaction, including the previous project funded by MACP. A public launch was also held, which was well-attended by local officials. However, following the political changes in municipal authorities after elections in Year 1, the '**coordination and collaboration**' landscape of the project changed. In Year 2, FUNDESA organized five assemblies with the new local and municipal authorities, to present the project, results, and projected numbers of beneficiaries, and to request coordination with relevant bodies. Despite this investment in re-establishing relationships, some were still not functioning satisfactorily by the end of the project. As the donor for this project, MACP, does not engage in funding advocacy work, the options available to the project team were limited. It is unfortunate, however, that Oxfam was not able to draw in

more expertise from its national, regional and global teams to achieve greater progress in this area.

The Endline Survey conducted with community leaders indicates a reduction in the quality of the relationship. At the beginning of the project 46% of leaders described the relationship with authorities as very close, whereas by the end of the project only 37% rated it as such. Higher levels of trust were felt with Ministries of Health and Education, and the lowest with the Mayor's office, which 46% felt was very distant.

Nevertheless, the following collaborative achievements are noted:

- Coordination with the Ministry of Environment and Natural Resources to establish the Comité Local del Sexto Sitio Ramsar Estero Jaltepeque, an internationally-recognised multi-stakeholder initiative to protect the endangered mangroves in which the communities are located.
- Ongoing dialogue with Proteccion Civil, to update the committees and emergency plans, particularly in Years 1 and 3.

During the project, communities in El Salvador supported each other through exchanges and visits on topics such as the use of native seeds to improve production, women's roles in the household economy, and planning for enterprise development. These achievements should not be underestimated, considering the atmosphere of insecurity and violence that discourages people from collaborating with people outside their community and taking part in such exchanges.

Objective 3 was also only partially achieved in Guatemala. This appears to be due to partly to changes in government, but also to a chronic lack of interest in these communities by local authorities. A handful of relationships worked well, as described below, but significant obstacles and gaps were also found, particularly in the relationship with Civil Protection.

All partners in Guatemala reached out to local, municipal and provincial authorities from the start of the project but, as in El Salvador, previous contacts and relationships were affected by political changes in government. With CONRED, results were mixed; in the jurisdiction of Chimeric where ACCSS operates, dialogue and collaboration increased with the new administration, whereas requests from AMT to the authorities of Santo Domingo often went unanswered for months, and coordination deteriorated. In the case of the communities of Santa Catarina de Ithacan, the municipal authorities' lack of interest in its coastal communities (which informed the initial rationale for the project) continued regardless of the political party in power. Nevertheless, at the end of the project agreements have been reached with Civil Protection at the national level (CONRED) to hold simulations and assess the COLRED for potential accreditation.

With regard to other governmental entities, each partner's experience was different, as highlighted below:

- At the community level, **ACCSS** developed an effective three-way collaboration between the community development structures (COCODE) and schools, which enabled it to implement the vegetable gardens in 17 schools. At the municipal level ACCSS has provided training on humanitarian standards, and is currently planning a joint simulation exercise for earthquakes.
- **AMT** developed a good relationship with the Ministry of Education (at municipal and departmental levels) obtaining the 'green light' for working with school children on topics of ecology and resilience. With the Ministry of Health (at municipal and departmental levels) it was less successful, as the Ministry responded that it lacked resources to contribute to sessions on public and personal health in schools. Perhaps its greatest collaboration is with the INTECAP, a semi-governmental agency that provides

technical training, which held courses on meat processing for one of the income-generating initiatives.

- **ADAM** works very closely with the community development structures (COCODE). At the municipal level, it developed a good relationship with the health authorities, working with them to identify the families whose children were most affected by malnutrition, for selection as participants in the vegetable garden component. The health authorities subsequently shared information about the improved nutritional status of these children after their families benefited from the vegetable gardens, thus contributing to monitoring the impact of the project.

Collaboration between the communities participating in the project has also taken place, on topics such as the use of native seeds.

One of the most important stakeholder relationships for the coastal communities in Guatemala is with industrial scale producers of sugar cane and African palm that surround them and to whose operations they attribute the drying up of their water sources and chemical damage to their crops and land. While dialogue with these actors started as formal requests to avoid fumigations near the community boundaries and to reduce their water usage, in most cases little progress has been made. For this reason in early 2017 communities from Chimeric joined others from Magdalena and El Pilar to request verification by the Ministry of Environment, Diprona and the Gobernacion of water capture from the river. The producers approached the communities with commitments to change practices and offers of small development projects which some communities rejected while others accepted. In most communities, the situation is yet to be defined and will certainly not be resolved during this project. It illustrates the power dynamics that cause and maintain vulnerability, and how measures to address them have very valuable rewards, if successful, but are likely to take a lot longer than three years.

4.1.2 Extent to which the program has met informal objectives

While the Oxfam International Framework for Resilient Development (OIFRD) was not part of the original design of the program, the overall program is well aligned to it. Of the key components of the Framework, apart from context analysis (which has been a historical feature of Oxfam's DRR programming), the social change processes and the three resilience capacities have been the main aspects of the Framework that have had most impact in guiding the program.

Capacity building of partners has happened as part of the program, although more so in Central America than Melanesia. While training was well received in most cases, the program should have dedicated more time to familiarisation of the OIFRD and MEL processes, as this would have helped improve partner's capacity to implement and monitor the program.

Across the program, MEL progress and quality across the program has been varied. While countries have worked hard to develop and implement MEL systems, the time required to undertake MEL activities has been considerable and when issues such as staff shortages arose, MEL activities tended to suffer. It is also unclear the extent to which partners did day-to-day monitoring as there is a lack of documentation in this area. It is also important to point out that while MEL was an informal objective, it required a considerable amount of time that had not been budgeted or scheduled.

Global events and cross-country exchanges have been helpful in generating joint sharing and learning across the program, and has helped some countries improve their

programming. It has also created a sense of the 'whole' program, rather than individual projects, and has led to one-to-one collaborations between countries, although has been more at a regional than global level.

Refinement of the Oxfam Framework for Resilient Development (OIFRD)

The program is well aligned with the Framework and has used in various ways. In terms of program implementation, the use of the Spider-web tool has proven to be a very effective way to communicate and use the Framework at a community level, not only for the development of community level plans and support needs, but also for monitoring of process and achievement of resilience outcomes.

In the **Solomon Islands**, the project has used a **holistic approach to resilience** that aligns well with the OIFRD. Using it as a framework for the project, along with the Theory of Change, the project has translated at a community level into 'domains', which communities themselves identified, as part of a participatory process using a **'Spider-web' tool**. The large majority of domains have aligned with the Framework and so the project has been able to implement elements of the Framework using the Spider-web to monitor progress against the domains, with a particular focus on the 'three capacities'. In terms of recommendations, Oxfam staff felt that while the OIFRD is a useful framework for the design of programs, and can be used to evaluate progress, that it required a tool for use at community level, and that overall, it was over complicated. A more developed 'Spider-web' could be this tool.

Box: Benefits of the Spider-web tool

- It provides a platform where decisions are made transparently
- It generates discussion on community priorities that can be used to develop resilience outcomes.
- It support inclusive decision making
- It represents information simply and visually making it accessible to all groups
- It can be used to plan, monitor and evaluate progress

In **Vanuatu**, the project has also used a **holistic approach to resilience** that aligns well with the OIFRD. Initially, the project used the Vanuatu Resilience Framework, which was developed as part of the previous community-based adaptation project and was used as a key input into the development of the OIFRD. While the program continued to use the **Vanuatu Resilience Framework** during the program, it adopted the Solomon Islands' 'Spider-web tool' as they found it very useful in applying the OIFRD within communities. At the time of this evaluation a draft handbook on the **Spider-web tool** has been developed with the intention of using it going forward for communities (and Oxfam) to plan, monitor and evaluate community progress towards resilience. Oxfam staff in Vanuatu feel similarly to Solomon Island staff that the Spider-web tool could be a key tool for use at community level, but that any tool should be co-developed with communities, and supported by international research to evaluate its effectiveness as measuring changes in community resilience.

In **Solomons** and **Vanuatu**, however, monitoring was hampered not because it wasn't happening, but because teams lacked the tools (including software) to analyze MEL information, the latter being an area for which most staff need to develop their capacity. A lack of dedicated MEL staff in each of the projects has also hampered MEL.

In **El Salvador**, the OIFRD was understood by FUNDESA staff, who feel that the building blocks align well with the multi-sectoral, holistic nature of their project and give due weight to livelihoods aspects of resilience. No changes were suggested, apart from finding a way to communicate it at community-level, because the current graphic and descriptions are too complex.

In **Guatemala**, partners particularly appreciated the breadth of the framework, in that it encompasses a wider range of risk, shocks, stresses and uncertainties than traditional DRR frameworks and therefore includes issues such as over-exploitation of water resources by commercial farmers, roads that are impassable during rainy season, and low-profile, household-level emergencies. One also felt that it should not be changed at the present time, partly in order to 'give it a chance to be piloted and for lessons to be drawn', and partly because any modifications risk confusing staff and partners in the field.

In both **Central American** countries, staff and partners referred more frequently to the three capacities for resilience than to the other components of the OIFRD, finding this typology to bring most value to learning about resilience. However, it is also possible that they have understood the relationship between the capacities in a different way to what was intended in the framework. They see them as stages in a process toward resilience, with absorptive capacity being a first objective, followed by adaptive capacity, and finally transformative. It would be useful for the package to clarify that all three capacities are valuable 'in their own right' and should be developed according to the particular needs of the context.

Capacity building of partners

In the **Solomon Islands**, Oxfam directly implemented the program but worked with the Solomon Islands Red Cross Society to conduct first aid training, and with Live and Learn to implement food security and livelihoods activities. No capacity building of partners was provided.

In **Vanuatu**, Oxfam partnered with Wan Smolbag, which has been operating in Vanuatu for almost 30 years and employs over 100 people, of which 1.5 equivalent full-time staff were directly funded by the program. Wan Smolbag was not the original partner of the program, but was brought in after the original partner, Vanuatu Rural Training Centers Association (VRDTCA) ceased operations. This program was the first time Oxfam has worked in partnership with WSB to deliver a program, although it had provided core funding previously. Given the need for creating a good understanding of the program and Oxfam's approach to development, Oxfam provided capacity development support to partner staff. This included: **training in program quality, MEL, gender and child protection, PWD and inclusions, and how to support communities during disasters**. However, this training was not attended by the WSB Program Manager (who joined after the program's commencement). She also did not receive any formal induction and went straight into program implementation. She did however, attend a number of workshops on resilience, but this wasn't until about halfway through the program. Given the issues around the need to create joint understandings of resilience, sensitization of Oxfam's resilience approach should have been more clearly communicated to the WSB Program Manager, the Program officer and staff involved in the program's implementation.

In **El Salvador**, FUNDESA staff identified three areas in which the project strengthened their capacities, namely: learning and applying the Savings Group methodology, enhancing their Kobo skills for MEL, and developing the micro-organisms for fertilizer. They also

'Now we have resilience in our strategic plan. Now we are interested in it because it unites DRR and environment'

Male director of partner organization, Fundesa, El Salvador.

acknowledge positive changes in their capacity as a result of the project, such as understanding better the concept of resilience, and identifying the need to include resilience as a goal in their Strategic Plan, which may in turn help them to attract projects and/or donors.

One of their regrets is the fact that with the withdrawal of AMS from the project, they missed the opportunity to learn more about gender.

Nevertheless, two staff members invested their own time in studying gender and leading this discussion within and outside FUNDESA.

Oxfam staff also noted that FUNDESA's involvement in the Emergency Response Fund project enabled them to learn about the use vouchers in humanitarian crises.

In **Guatemala**, ACCSS staff felt that the greatest change in their capacity is in their knowledge of how to apply the WEL methodology, and the opportunities that opens for action on gender and economic justice. They also appreciated all of the training they received from Oxfam and other partners, including on PCVA, women's economic leadership, gender, livelihoods, KOBO and other MEL topics.

AMT, on the other hand, struggled with using the tools for MEL with such frequency, but during the evaluation Oxfam learned that AMT had decided to apply the project tools in other projects as they found them to be very effective.

Development of adequate monitoring, evaluation and learning (MEL) systems

To assess MEL systems, this evaluation looked at the methods used across the program and each country.

In the **Solomon Islands**, while a **baseline** was done and was of good quality, it was completed more than six months into project implementation. A baseline was only completed for two of the five communities. The original **MEL plan** for the project was well developed but was too complex. Project staff, with in-country support had planned to finalize a new plan

'Scaling up from two to five communities meant we were unable to do all the monitoring needed. If we were to do it again, we would start in all five communities from the beginning.'

Oxfam staff member, Solomon Islands

around the time of the **Mid-term Review (MTR)**, but this did not occur and the team has continued using the original framework. The complexity of the plan, along with high workloads and a lack of human resources (in 2016) appears to have affected the teams' ability to systematically monitor progress in line with the plan. This is not to say that monitoring did not take place; in fact, the team visited communities frequently, did undertake a majority of **monthly reflections**, used the Spider-web tool to

monitor progress in the two older communities, and conducted **annual impact reflections** with community participants, as well as **six monthly** and **annual reporting** to the donor, and some learning product such as **case studies**. Unfortunately, an **end line** was not undertaken. This is disappointing, as an end line could have been undertaken for the two older communities and been used to evaluate program impact. Formal mechanisms were not in place for community feedback in all communities, but feedback was sought through community interaction.

In **Vanuatu**, a **baseline** was done and was of good quality. The **MEL plan** is of good quality and has been reported against satisfactorily. It includes a range of long term and short term outcomes and outputs for communities, government, VHT and VCAN networks, WSB and Oxfam. The plan, like the Solomons Islands one, is quite detailed, with more than key 100 questions to monitor progress toward resilience outcomes. This has made is difficult for the team to report against it systematically, despite their best efforts. Like the Solomon Islands, the project not only engaged in regular monitoring visits to communities, Oxfam and WSB conducted **annual impact reflections** with community participants, **six monthly** and **annual reporting** to the donor, and a large number of **case studies** to highlight learning from the project. Oxfam staff also did regular monthly reflections to talk about project progress, upcoming activities, project highlights, lessons learned and challenges among other issues, and proved a useful mechanism for adapting the project and maximizing effectiveness and efficiency, although **monthly reflections** did not take place every month in **Vanuatu** or the **Solomon Islands**. A project **end line** was underway at the time of this evaluation but results have not yet been received.

In **El Salvador** and **Guatemala**, the Oxfam project staff and advisory team in Boston developed a joint Central America MEL framework with modified objectives and indicators. This plan was shared with partners, who were invited to help develop, pilot and refine monitoring tools. Given its importance, Oxfam and partners treated MEL as a formal objective, alongside programmatic ones.

At the time of the Mid-term Review, over 10 monitoring and/or reporting tools were being used in **Central America**. While many were considered useful in their own right/context, Oxfam staff and partners felt that some rationalization was needed to make monitoring a more manageable task. At this point they decided to focus on monthly activity monitoring, and consolidation of activities tables. but to add a feature to the formats for qualitative commentary for each block of activities. This adaptation helped to provide greater balance between quantitative and qualitative aspects, so that the system was apt for both accountability and learning. It should be pointed out that the Central America partners who visited the MEL projects found the spider-web monitoring tool very interesting and would have liked to try it in their contexts, but the pressure to deliver the last year of the project did not allow anyone time to adapt and incorporate it.

The greatest challenge for partners was creating and submitting **monthly monitoring** reports. Most donors require trimestral reports, so NGOs' systems and expectations have been developed accordingly. Nevertheless, by the end of the project they appeared to appreciate the benefits that monthly reporting affords in terms of having real-time information to take resource management decisions. ACCSS also commented that the 'traffic lights' color coding in the monthly reporting format helped their whole team to know where to speed up implementation.

In addition to the regular monitoring processes, **Central America** also carried out **baseline, midline and end line surveys**, with the former and last being led by an external consultant and facilitated by the partners. FUNDESA played an important role training the other partners, all of which had never used technology for monitoring. Some staff in both AMT and ACCESS initially found the KOBO toolkit was intimidating, but fully acknowledged its contribution to understanding the project's results and impact. AMT has even included use of the toolkit in a recent proposal to another donor. The midline, which was managed entirely by FUNDESA, encountered some methodological problems and was not fully reported, but helped to further develop FUNDESA's capacity to manage large-scale quantitative data collection using the KOBO toolkit.

The only significant gap in the monitoring system is a formal feedback and/or complaints mechanism. Although all partners regard their close relationships with the communities as a reliable way to obtain feedback and be open to receive any complaints, experience shows that this is not sufficient to convince people that their feedback will be treated confidentially and fairly, or that any follow-up will happen. ACCSS set up a WhatsApp group between staff to ensure that any queries that came up were dealt with in real-time by consulting with other team members, but this only solves the follow-up aspects of accountability. It would have been better to talk openly about how to provide feedback, to ensure that all the community knows it is welcomed, and to explain what to do if the feedback or complaint is actually about a staff member.

Finally, it is important to point out that while this was an informal objective, it required a considerable amount of time that had not been budgeted or scheduled. Partners recommended that budgets for future projects reflect the importance Oxfam places on MEL.

Cross-country exchange of lessons and experiences

Globally, a number of key events took place to support cross-country exchange of lessons and experiences.

process of identifying and addressing them is valuable to the development of Oxfam's approach to resilience.

Solomon Islands and Vanuatu

Impact of Tropical Cyclone Pam: In Vanuatu, most significantly, has been the impact of Tropical Cyclone Pam, which struck Vanuatu at a critical time during the project's design, which not only affected the overall design of the project, but also significantly delayed its commencement. In addition, an influx of well-paid employment opportunities due to the cyclone, and the secondment of one staff member to the response led to staff shortages to carry out implementation and further delays.

Change of implementing partner: Around the same time as TC Pam struck, Oxfam's original partnership with the Vanuatu Rural Development Training Centres Association (VRDTCA) in Vanuatu was suspended, due to financial management and governance concerns uncovered as a result of an organisational review and audit completed jointly with New Zealand Aid/Ministry of Foreign Affairs and Trade (MFAT), which led to the loss of VRDTCA's core funding. While this was resolved with a new partnership with Wan Smolbag (WSB), the design of the project and target communities were significantly changed.

Staff changes: As noted above, staff changes in the Vanuatu project affected its implementation (at the beginning). In addition to those mentioned above, the Resilience Project Manager left Oxfam at the end of August 2015, to assume a senior role at World Vision, while the VHT Coordinator also departed Oxfam before the end of 2015. While both roles were recruited, delays in recruitment and the loss of a senior staff member have affected the project.

Land disputes in peri-urban communities: Land disputes have been a major challenge that has impacted on project activities in Vanuatu, including the installation of water meters,

'We don't own our land so it is difficult to build more permanent homes that can withstand cyclones like Pam. We need help to do this.'

Project participant, Tagabe Bridge, Vanuatu

community garden cooperatives and the construction of community 'Sef Haus' (safe houses). While some of these issues have been resolved, insecure land tenure in these communities leaves vulnerable to impacts of climate change and disasters and negatively impacts on the building of resilience in communities.

Peri-urban community governance: There have been numerous challenges working in peri-urban communities in Vanuatu, in particular, working to navigate working in more urban environments which have more fluid or little governance. The more traditional ways of working in communities have not necessarily applied in these communities and it has been more difficult to engage and maintain interest from community members and their leaders. This has led to varied effectiveness in project outcomes.

Conceptual understandings of resilience: While the Vanuatu leadership team has had a strong understanding of resilience (in part due to the previous climate change adaptation program), and their role in the development of the *Oxfam International Framework for Resilient Development*; there have been issues between Oxfam in Vanuatu and WSB, and Oxfam America and the donor. These issues surfaced at least one year into implementation and led to tensions over agreement of which activities could be included in the project, and which ones were to be removed. While these issues have been resolved, it has resulted in some influencing activities not being able to take place as planned.

Managing project implementation while also responding to disasters: While the effects of Tropical Cyclone Pam and Cyclone Raquel were not large scale in the Solomon Islands, the demands of supporting the NDMO response, while at the same time as undertaking project

implementation, was not insignificant. This put extra demands on project staff, slowed down implementation in some cases, and challenged the continuity of community engagement.

Direct implementation approach: Oxfam was unable to identify a suitable partner to deliver the project in the Solomon Islands, and decided to directly implement. While this resulted in many benefits for communities and the project overall, it meant that project staff has a high workload and spent a large majority of time in communities doing project implementation. This prevented them from spending more time linking with government on project implementation issues, and influencing government policy and practice.

Delays in starting implementation in three of the communities. While the project design in the Solomon Islands stated that there would be a phased approach to project implementation, with an initial two communities at the beginning followed by a further three mid-way through the implementation; issues with team workload, a period of only one staff member in the first half of 2016, and the need for a third staff member; meant that implementation in the newer communities was delayed until August 2016, a significant delay from what was planned. With less than 12 months to implement all planned activities in these communities, implementation has been rushed with some community members expressing concerns about the time needed to participate in the project, and negative impacts on their own livelihoods as a result of needing to attend training and activities organized by the project.

‘Sometimes it was hard to get the whole community engaged...people were expecting hard measures, not just awareness and training.’

Oxfam staff member, Solomon Islands

Meeting differing communities’ needs and expectations:

Communities, in general, while appreciating the Solomon Islands’ project and its activities, would have preferred that the project included hardware aspects, in addition to software aspects like awareness, training and community organization, and this created tensions in some of the communities, who required more basic services such as access to clean water and sanitation. While project staff were up-front with communities and their leaders about the parameters of the project, it is understandable that communities and some leader kept requesting support for water and sanitation, and that some community members did not engage with the project, or who did so with less enthusiasm.

Formalising relationships with government: While project staff have worked hard to formalize relationships with government in the Solomon Islands, no formal MoU currently exists between Oxfam and the NDMO. This has impacted on the project’s ability to engage more deeply with the government on project implementation, and on more strategic ways to influence government thinking on resilience.

Gender mainstreaming and understanding power dynamics: in the Solomon Islands, project staff members’ limited exposure and knowledge on gender power analysis, and a lack of collaboration with peers has resulted in the ongoing implementation of the project without adequate analysis of gender and power. While this has been partly addressed through capacity strengthening of staff, this has come late in the project’s implementation and, as a result, has had minimal impact.

El Salvador and Guatemala

Change of one implementing partner and one location: A decision was made at the end of Year 1 to terminate the contract of one of the three original partners in El Salvador, Asociación para la Autodeterminación y Desarrollo de Mujeres Salvadoreñas (AMS), due to persistent under-performance. This presented several challenges: firstly, the question of continuity in the communities where the project was being implemented; secondly, which organization could replace it, and thirdly, the question of how to provide the gender expertise that AMS had been expected to provide to the other partners in Central America. The way the situation was handled caused disagreement, as some felt that additional support should be provided, instead of terminating the relationship. Nevertheless, a management decision

was taken to ask the other implementing partner, FUNDESA, to increase the number of communities it was working with in its current area, and to provide alternative technical support on gender from the Oxfam America team. FUNDESA proved capable of taking on the additional workload, and Oxfam America organized two binational workshops focused on gender issues, which helped to fill the gap. The main challenge, however of leaving communities after raising expectations of a three-year project was not fully addressed.

Late transfer of funds to partners: Unexplained delays of up to four months in transferring funding to the partners caused delays in the implementation of activities and/or partial coverage of activities until full funding was received. As the program now draws to a close, it begs the question whether some of the last-minute efforts could have been avoided through timely transfers.

'We have tried to get started on some of the new year 3 activities with our own resources.....and so have reorganized our team to take on new colleagues to complete year 3 activities on time.'

AMT, March 2017 interim report

Seasonal livelihoods activities: In both countries people in the target communities seek work in the large farms (sugar cane, rubber, etc.) at harvest time, to compensate for low income in other periods of the year. As they work long days outside the community, they are not able to attend training meetings or carry out project activities. This was managed by re-programming activities that required men and women of working age to be present. It does, however, highlight a design-related issue: having multiple income sources (diversified livelihoods) is often considered to be a way to absorb and even adapt to shocks and stresses, therefore resilience-programming should be based on a livelihoods assessment, accommodate such activities in the operational schedule, and seek ways to build on such strategies, or mitigate any harmful aspects.

A MEL framework and tools did not exist before implementation started: This was considered a challenge by all partners in CA, as it required an investment on their part to build the framework and tools at the same time as they were implementing activities. From another perspective, however, involving users at the design stage is considered conducive to user-friendly MEL and is likely to have resulted in greater learning than if a set of tools had been imposed.

Political upheaval: In both El Salvador and Guatemala, elections at various levels were held during the project implementation, resulting in almost total replacement of officials. In cases where the community members and leaders voted for the opposition, the incoming politicians demonstrated little interest responding to their needs and requests once in office. In other cases community leaders and members became involved in electoral campaigns as a means to earn money or favours, which drew them away, albeit temporarily, from project-related activities. In El Salvador, FUNDESA managed the situation by demonstrating neutrality and continuing to seek engagement. In Guatemala partners also continued to attempt to coordinate with governmental authorities despite their negative responses or lack of responses, with very mixed results. In both countries the political change and politics impacted significantly on project results, as resilience requires a systems approach that involves multiple actors and levels of government. The lesson for Oxfam in CA is that such programs require a strategy to manage political change, including measures such as building in extra time for relationship-building, developing partners' and leaders' advocacy skills, and drawing on Oxfam's institutional expertise to design appropriate interventions.

Single-hazard approach: The project was designed to build resilience to flooding, which was considered the dominant hazard in the targeted communities selected for the project. However, the project was implemented in a context of a three year drought, exacerbated by El Niño. This challenged many aspects of the design, from the 'climate-smart' agricultural techniques introduced to participants, to the type of emergency training and equipment to be distributed. Oxfam and partners managed this admirably, focusing on techniques to capture and control moisture, and incorporating appropriate technology for drip irrigation. The lesson,

however, even if not already assimilated, is that resilience programming should take a multi-hazard (and multi-shock and stress approach), especially in the context of climate change.

Insecurity: To manage risks associated with gang activity and social violence, Oxfam and partner staff regularly updated their contextual analysis and security protocols.

4.1.4 Consideration of gender and vulnerability within the program

Gender has been a key concern from the design stage and throughout the implementation of the CA-MEL program. The program itself is strongly oriented towards women's empowerment, and its results in this area are considerable.

Although gender assessments were not carried out prior to program design, analysis of women's needs and priorities was done by all partners with women in the participating communities. By the end of the program women were greater roles in many aspects of their lives, from household economy to community governance and disaster risk reduction. Comparatively less attention was given to men's needs and priorities, but they also directly benefited from most of the program components.

Differentiated vulnerability (and capacity) was probably less well understood by staff and program participants, but good examples are noted in certain countries.

Solomon Islands

In the **Solomon Islands**, the project used capacity and vulnerability assessment processes to also conduct gender and power analyses, to highlight the differential risks that women, youth and marginalized people are affected by. Through these processes, communities have realized that gender inclusion is not just about women's participation in meetings or activities, but that it must also support an environment where women have equal voice, take part in decision-making, and are leaders in their own right.

As part of this process, there has been the realization by men that women's views (although often different from their own due to different gender roles) have merit. This has helped men and women to harmonize their perceptions of community needs and expand community priorities to include issues related to children's safety, access to safe water and other day-to-day needs of women. In the two older communities, women are taking a greater role in community discussions, and in leadership positions, for example in community emergency response teams and savings groups. In the three newer communities, this process has started but given that the project has only been implemented in these communities since August 2016, they are much further behind in transforming gender relations.

Gender-related activities in the Solomon Islands

- Gender and power analysis
- Gender and leadership training
- Gender analysis and mainstreaming training (staff only)
- Mentoring support from Gender Justice Coordinator (staff only)

'We (youth) feel that we are moving in the right direction to...become a resilient community in the future...we have start to feel like we are strong!'

Youth project participant, Solomon Islands

In terms of **youth**, while the project has not specifically targeted this groups with separate activities, many are involved in the project through most its activities and their involvement is mainstreamed throughout the project's implementation. This has taken time however, with many youth expressing that it took them about a year before they felt comfortable to be part of the project. The project has been able to engage them by entrusting them with community responsibilities

such as involvement in the Emergency Response Team and attending first aid training. As a result, they feel more involved in their communities and more positive about the future.

The project does not appear to have engaged with **PWD** to any significant degree. While the project has encouraged PWD to attend activities and become involved in community groups, and program staff have made referrals to disability agencies for individuals requiring support with disability aids etc., greater effort should have been made to create positive change for this group. Some frustration has been felt in the project team, about their inability to focus more on PWD due to workload issues and competing priorities.

Vanuatu

In **Vanuatu**, the project used participatory processes to support **women** to identify their specific needs in relation to resilience, and how to plan and address barriers using their strengths. By creating a more equal platform for the needs and voices of women to be heard, the project has not only been effective in ensuring women's involvement in projects activities, but in supporting women to have leading roles in the project's implementation through community Resilience Committees and Community Disaster and Climate Change Committees (CDCCC). This includes managing community participation in project activities, and managing group's finances and assets. This is partly because of easier access to women in the peri-urban communities, where men tend to work during the day, and are less interested in the project.

As a result of women's participation in the project, there appears to be notable change in attitudes to women, and women being more respected in community meetings. For example, at the start of the project during all the participatory planning meetings, WSB staff observed that women were scared to share their opinions and when they did men tended to cut them off, dismiss their input, talk over them and actively disagree with what they were saying. Over time this has gradually change in the majority of communities, with men more likely to listen to women's input and engage with them in a positive manner. Men are now more accepting of women's input in these meetings.

Gender-related activities in Vanuatu

- Women only gender workshops
- Men only gender workshop
- Gender, power relations and disaster preparedness workshop
- Gender, nutrition, health and hygiene workshop
- Gender-based violence training (Oxfam and partner staff only)
- Gender and climate change training
- Gender-based violence, and sexual and reproductive health support services.

Despite this positive change, the project recognized that additional emphasis on gender transformation was needed, and mid-way through the project a gender and resilience action

'Youth have more education and mobility than before but we are not engaging with them...they are the future leaders...we should be working with them and identifying them as community champions.'

Staff member, Oxfam in Vanuatu

plan was developed. It included additional gender training to VCAN members and community members, a gender campaign and promotional activities, gender training for UNFCCC delegates, and additional gender training for CDCCC members. While not all activities have been completed at the time of this report, the majority have occurred and been implemented effectively. In addition, some activities related to gender-based violence, marginalization of youth and sexual and reproductive

health were not sustained throughout the project as the donor found that they were inconsistent with their understandings of resilience.

In terms of **youth**, while the project used participatory and strengths-based assessments with youth, and a small number of youth are part of resilience committees and CDCCCs, the

project has found it difficult to engage them in different activities (drama plays, nutrition training, hygiene training, and a cyclone awareness workshop. This may be due to a lack of confidence felt by youth or that they found the activities did not cater to their needs, and/or where not conducted in ways that sparked their interest. Later in the project, WSB did hold a sports day to attract youth, and this worked well. However, the project has largely been unable to affect change with this vulnerable group due to a lack of effective engagement until late in the project.

The project does not appear to have engaged with **PWD** to any significant degree. While the project has encouraged PWD to attend activities and become involved in community groups, including the use of disability theatre group to engage PWD, there has not been any dedicated assessment of this group or strategy for engagement in activities. And while the design of the evacuation center at WSB included disability considerations, the center itself has not been retro-fitted. Oxfam in Vanuatu does have a disability network in place, which provides a platform for the discussion of climate change, disasters and PWD. This project would have benefited from greater involvement in the network.

El Salvador

In **El Salvador**, a gender assessment was not undertaken prior to or at the start of the project, but every project activity was regarded as an opportunity to enact the objective:

'Community-based resilience building project activities and services are in place with a focus on women's needs and priorities, developing their capacities to engage in disaster preparedness, response, livelihoods recovery, and facilitating increased access to disaster resilient livelihood opportunities and social services.'

Since the previous MACP-funded project with a similar concern for gender equity, almost 50 per cent of emergency committee members were **women**. In this project, both women and men on the committees benefited from the training provided, and when the committees had to be re-elected, partners encouraged more women to put themselves forward for positions of responsibility. This process is still underway, but in the new emergency committees that are now formed, similar proportions are women. The fact that women have now been well-represented in two 'cycles' appears to have positively affected not only their capacities, but also the attitudes of both men and women in the community. For the most part, both sexes spoke spontaneously about women's active role in disaster preparedness and response in the communities, and there did not seem to be significant opposition from men to their participation in meetings and activities outside the home.

'When my wife goes to meetings I stay at home to look after the kids.'

Male leader, Salamar, El Salvador

The field schools for climate-smart agriculture, and the savings groups' components responded to women's needs and priorities in multiple ways. The field schools were the prime vehicle for increasing women's access disaster resilient livelihood opportunities. Overall, women participants at the schools constituted 45 per cent of the total participants, and some field schools had more women than men. Through application of the techniques they learned, they saved money, had nutritious produce to improve their family's diet, and diversified their livelihoods. Some women who participated in the evaluation expressed their interest in trying to sell their produce in the local town, because these are more expensive markets where they can make more money. This awareness suggests that not only has their confidence grown but their understanding of economic opportunities in relation to gender has too.

The savings groups proved to be an exceptionally empowering resilience-building strategy for women. This component was designed solely for women, and by the project's end, a total of 149 women were participating in 13 groups. However, when men observed how successful the groups were, some asked to join and were accepted by two groups on the

'Before, this we women didn't even know how to talk in public. We have improved our self-esteem.'

Female project participant, El Rancho

condition that they follow the rules and would not try to control the group. As commented in *Section 3.1.1: Extent to which the program has met formal objectives*, women built up savings, gained confidence, and started up entrepreneurial activities through the Savings Groups.

In **El Salvador** FUNDESA also encouraged the savings groups to coordinate with the health

authorities, so that the women in the savings groups could benefit from a campaign to enable more rural women to have smear tests. As a result, 35 women from one community attended the sexual and reproductive health test days, many for the first time in their lives. These achievements demonstrate the commitment of FUNDESA staff to women's empowerment.

The PCVA analysis of vulnerable groups other than women, however, lacked some detail. Most PCVAs mentioned women, children and older people as being more vulnerable to hazards, but no further analysis appears to have been documented. During the evaluation community members demonstrated that they are aware of the special needs of **older people** in disaster events and would prioritize them in an evacuation scenario. They also spoke of **children** and their susceptibility to contaminated water, and how the project had provided them with water purification kits to use in situations where water quality has deteriorated. Participants in the evaluation were not able to identify and **PWD** who are project beneficiaries. Coincidentally one woman participating in a FGD mentioned that she could not be part of a savings group as she suffers from a knee problem and cannot walk to the meetings, which suggests that this type of obstacle had not been systematically considered in the project. Another vulnerable group identified during the evaluation is people with little or no land. Fundesa was implementing a parallel project in the same communities supporting crab rearing for people whose livelihoods depend on shell fishing. While this indicates that Fundesa was aware of their vulnerability, it also suggests that this was a gap in the project's design.

Guatemala

In **Guatemala**, the project had a similar starting point: no gender assessment, but good proportions of **women** in most emergency committees, except for the highland communities of Chicorral and Tzamabaj where the committees are all-male and the men continue to demonstrate entrenched, deprecating attitudes towards women.

The vegetable gardens were deliberately targeted at women, with priority being given to women heads of household. As commented in *Section 3.1.1: Extent to which the program has met formal objectives*, this component's success lay in the fact that it responded to their preference to remain close to their homes and contributed to their families' nutritional and medicinal needs. It also provided them with a physical space of their own, where they were in control of the inputs and owned the produce, sometimes even selling it and maintaining control of the income.

The income-generating activities in Guatemala were also targeted solely at women, with remarkable uptake and excitement among the women participants. Oxfam's resource (guide) on women's economic leadership was used to help develop this component of the program.

'In gender we are teaching that we are not competitors. The workshops on masculinity have been good and we are trying to do more as part of our exit strategy.'

Partner staff member,

During the evaluation, women expressed immense gratitude for the opportunity to have a business and showed determination to sustain their initiatives efforts. While the sustainability of some of these initiatives is uncertain, given that the project and technical support is now ending, there is no doubt about their impact on

women's position in their households and in the community. This was also demonstrated through an incident in one community in which the men took away the women's strongbox when they realized how much money they were controlling, and feedback from the communities where AMT works that some women's husbands would not give them permission to attend project meetings.

Analysis of these incidents and others led to a decision to ramp up awareness activities targeted at men, as their attitudes are either enabling factors or obstacles to women's empowerment. Workshops on masculinity that related gender inequities to land and racial inequities since the Conquista, were held in both countries. They were well received and follow up sessions are planned to take place before the project ends. With the benefit of hindsight, these should have been held earlier in the program, to help men to understand why certain activities were targeted at women, and why organizations such as Oxfam and its partners promote gender equity.

Like in El Salvador, the PCVAs in Guatemala lacked more than standard mention of women, **children** and **older people** as most vulnerable. However, there appear to have been some analysis and several strategies to reach those most vulnerable to specific threats, although the examples below are limited to a few communities:

- In Montecristo and Conrado de la Cruz (and possibly other communities not visited, risk maps indicated the location of PWD).
- In Conrado de la Cruz, the COLRED is ready to evacuate older people first, and is aware of the difficulties that can present.
- In highlands the vegetable gardens were targeted at the women whose children had the highest rates of malnutrition according to health records kept by the Health staff.
- Schools were targeted for WASH improvements and hygiene education.

As in El Salvador, no **PWD** participated in the evaluation. Reflection with AMT on the invisibility of PWD in the project resulted in a recognition that this organization's requirements for attendance at meetings may be an impediment to people with a physical disability.

Furthermore, in response to the question as to whether the project had benefited the most vulnerable, ACCSS's manager, said she was unsure of this because despite their efforts to involve people in the project, sometime those who most need the benefits are also hard to motivate to take part in activities. This was also queried in Montecristo, where a FGD member commented that although the drought had affected them all, not all benefited from Oxfam's support, which implies that some people had not been included.

4.1.5 Emergencies and the Emergency Response Fund (ERF)

Achievements of the ERF in Vanuatu, Fiji, El Salvador and Guatemala

Over the lifetime of the program, the Emergency Response Facility was activated three times: the first time, at the beginning of the program due to Tropical Cyclone Pam (Vanuatu); the second time due to Tropical Cyclone Winston (Fiji); and the last time due to drought in Central America. Considering the size of the overall responses (of which the ERF was a small portion), and the lack of experience of Oxfam in responding to such large emergencies (in Melanesia), Oxfam was able to achieve good results in collaboration with other actors, including other INGOs and government.

The advantages of having the fund have included speed of response; the capacity to

respond to politically sensitive disasters such as drought, or phases of responses that were underfunded; leveraging capacity; opportunities to innovate; and opportunities to protect program losses in the event of disasters in the same locations as the ongoing activities. Several of these issues merit further exploration, if Oxfam and the donor wish to present models for funding and program delivery that move beyond traditional paradigms.

Tropical Cyclone Pam Response, Vanuatu¹⁶

Tropical Cyclone Pam struck Vanuatu on March 13 and 14 2015 causing severe and extensive damage across the country. It affected approximately 70 per cent of the population and highlighted an important challenge in disaster management in Vanuatu – the difficulty in extending national systems across a geographical spread of 63 inhabited islands. TCP significantly stretched the country's disaster management systems and structures because the damage and impact was far larger than previous disasters.

Oxfam's response (to which the CA-MEL program contributed USD200, 000) was quick, effective and undertaken in a collaborative manner. The project comprised: WASH, including the provision of clean water, water source rehabilitation, hygiene awareness and materials; EFSVL to support immediate and medium term livelihoods recovery; gender and protection; and coordination, through leading and coordinating the Vanuatu Humanitarian Team, and providing support to the National Disaster Management Office. A separate evaluation of the response found that it achieved:

- A strong focus on coordination and collaboration (including at national levels and in the cluster systems) that built on Oxfam's strong existing relationships
- Support to other agencies in their immediate response efforts through Oxfam facilities and services
- Work with existing and some new partners to implement the response
- Support to local leadership and decision making
- Focus on sectors that Oxfam has organizational strengths in.

Participation by the affected population was an area of strength for Oxfam and Oxfam's strong partner relationships played a critical role in the design and delivery of their interventions. Gender equity, disability inclusion and child protection were priorities for Oxfam, with the provision of training and support at the community level to increase the participation of women and other vulnerable groups. As a result Oxfam along with the Vanuatu Civil Society Disability Network partnered with the NDMO to identify and highlight key response areas in gender and disability. Oxfam's efforts aligned will with the Core Humanitarian Standards and the SPHERE Core Standards.

Tropical Cyclone Winston Response, Fiji¹⁷

On Saturday 20 February the largest cyclone to hit Fiji bore down on the island nation. With winds exceeding 230 kilometers per hour, Tropical Cyclone Winston killed 43 people and destroyed an estimated 32,000 houses, leaving 150,000 people in need of shelter. The cyclone also destroyed water systems, leaving 250,000 people in urgent need of clean water. Many recovering families were dependent on contaminated and unprotected water sources. Unsafe water and lack of sanitation essentials meant the outbreak and spread of disease was a serious threat.

¹⁶ Oxfam in Vanuatu (2016) Oxfam in Vanuatu: Cyclone Pam Response.

¹⁷ Qoro, S. & Vunisea, A. (2017) Final Evaluation of Oxfam in Fiji's Response to Tropical Cyclone Winston. Oxfam in Fiji.

Oxfam's response (to which the CA-MEL program contributed USD200, 000) was quick, largely effective and undertaken in a collaborative manner. Oxfam's response comprised: WASH, including the provision of clean water, water source rehabilitation, hygiene awareness and materials; EFSVL to support immediate and medium term livelihoods recovery; gender and protection; and coordination, through leading and coordinating the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and Fiji's National Disaster Management Office (NDMO). The CA-MEL ERF contribution was directed to EFSVL recovery support from August 2016 to June 2017. A separate evaluation of the response found that:

- Despite various challenges, the objectives of the response were achieved.
- Most interventions were relevant and appropriate but there should have been greater consultation with community members to ensure gender and protection issues were addressed more fully.
- Coordination mechanisms at the national level worked well but were weaker at the implementation level, in particular for WASH and EFSVL components, which resulted in duplication of some efforts between stakeholders.
- The response was timely due to Global Humanitarian Team, Oxfam Australia and Oxfam New Zealand technical teams being on the ground soon after the disaster
- Cash for Work assisted in the immediate clean-up of villages but a lack of transparency in how cash was distributed resulted in distrust and disagreement within certain communities.
- The construction of flush latrines and the distribution of seedlings, cuttings and fishing rods one and half years after the cyclone came at a time when priorities had changed for most villages.

Despite several challenges, the response was able to provide critical WASH and EFSVL components to vulnerable communities, including women, children and other disadvantaged groups.

Drought, Central America

Drought conditions in the dry corridor in Central America began in 2013, and was compounded by 'Coffee Rust' disease, and subsequently, from 2015, by El Nino. Reports of 70-100% crop loss in Central and Western El Salvador, and on the southern coast of Guatemala led Oxfam to activate the ERF, disbursing \$200,000 in September 2015. The project comprised food for work vouchers in partnership with WFP for 350 households in El Salvador, and the introduction of drip irrigation technology for 60 households in Guatemala, including some in the Chimeric region where the CAMEL project was ongoing.

A separate evaluation of the response was planned but, to the evaluation team's knowledge, did not take place. However, according to staff and partner staff interviewed for this evaluation and a previous Oxfam evaluation found that the response achieved the following:

- The opportunity to respond to the crisis, despite several factors that prevented funds from reaching the most vulnerable. As the government of El Salvador did not declare a drought emergency for political reasons, funding was not forthcoming; even ECHO's response did not cover El Salvador.
- A pilot experience in 'food vouchers for work', breaking away from the assumption that an emergency/humanitarian response consists of food parcels. This experience gave people the chance to choose their own food (as per their household's needs) and to support local businesses. As talks on hygiene were carried out by the Ministry of Health prior to voucher distributions, the additional had additional benefits for the target population.

- A valuable experience for PROVIDA, the implementing partner, and Fundesa, the monitoring partner, thereby broadening their experience and capacity as actors for resilience.
- The ability to respond relatively quickly (not as early as once the decision was made, as Oxfam's funding was flexible and not bound by rigid procedures).
- Contributing to a major assessment on food security which triggered other agencies' eventual responses to ENSO.
- Leveraging further funding from the START fund, once the response was underway.
- A timely response in Guatemala, enabling farmers to sow at the beginning of the planting season.
- All the participating farmers in Guatemala had a good harvest, whereas those using the traditional irrigation system were not able to harvest anything because of insufficient water. This resulted in the protection of food and income security during a crisis that severely affected others in nearby locations.
- Important demonstrational impact and significant media attention on the drip irrigation technology in Guatemala, with markets responding as other farmers understood its benefits and sought to buy the same materials.

Oxfam's partner in El Salvador, WFP, noted Oxfam's ability to respond quickly and with a strong local/national partner as one of its advantages in such situations. Oxfam staff, on the other hand, now feel that they should have activated the fund earlier, and that in future drought situations they will be better prepared to 'call' the emergency in line with Early Warning Early Action best practice.

Oxfam El Salvador staff noted the importance of technical advisory support from Oxfam America's EFSVL humanitarian team as crucial to the success of the pilot project and good use of the funds. They also appreciated the flexibility of the CAMEL project funds to contribute to supporting communications to raise awareness globally of the effects of ENSO, and to convince other donors to respond.

ERF coordination

Coordination of the ERF was governed by a program steering committee led by the overall Program Manager and country representatives and the ERF has a clear set of guidance notes on hazard trigger, response sectors, response process and technical standards for responses. Despite this, there has been some tension about how decisions on ERF activation were made, with some countries believing that the steering committee was a decision-making body, when this was not the case. On the whole, however, the ERF coordination has worked well, particularly when responding to fast-onset emergency such as the cyclones on Vanuatu and Fiji, where decisions were made quickly and definitely.

In terms of humanitarian standards and indicators; it is unclear what was used in each response or if there were standards and indicators for the ERF overall, as the evaluation did not find existence of these. As a result, it is difficult to assess the ERF overall.

The ERF was not restricted to the four program countries as it was agreed at the outset that neighbouring countries also had high levels of disaster risk (such as Fiji, Papua New Guinea, Honduras and Nicaragua) and the ERF should be accessible to them too.

4.2 PROGRAM IMPACT

Overall, the program reached 6,487 people directly (55 per cent female, 45 per cent male). The total number of indirect beneficiaries was 37,264. This represents the number of people

living in participating communities, all of whom benefit from community-based DRM structures, risk analyses, plans and community-wide actions. The Emergency Response Fund supported an additional 41,455 people (Vanuatu: 24,910, El Salvador: 2,535, Guatemala: 1,185; Fiji: 12,825).

Table 7: Direct and indirect beneficiaries

Country	Direct Beneficiaries			Indirect beneficiaries	TOTAL
	Total	Female	Male		
Solomon Islands	1,228	642	586	20	1,248
Vanuatu	4,171	2,257	1,914	12,513	16,684
El Salvador	505	255	250	8,340	8,845
Guatemala	583	408	175	16,391	16,974
Total	6,487	3,562	2,925	37,264	43,751

4.2.1 Evidence of change in absorptive, adaptive and transformative capacities

Although three years is generally considered too short to be able to judge impact, and especially as some actions only started in the latter part of the three years, results from the evaluation indicate that absorptive, adaptive and transformative capacities exist and are starting to grow. An ex-post evaluation, ideally after a major disaster, would reveal whether or not these capacities have been maintained beyond the program lifetime, and whether or not they have actually enabled people to be resilient. This is one of the evaluation team's key recommendations (See Section 4.2: Recommendations).

Nevertheless, the range of capacities described below are a commendable set of outcomes. Together they also demonstrate how capacities reinforce each other, enabling overall greater readiness, flexibility and power to reduce risks that come from a multitude of sources.

The project proposal, which was written in 2014, prior to Oxfam's current framework for resilient development, described the project's aim as: To reduce vulnerability and build resilience to natural hazards of poor households in four countries in Central America and Melanesia.

Since then, Oxfam has developed its thinking on how to build, measure and frame resilience, based on evidence from a range of resilience-building programs, including one financed by MACP (R4 Rural Resilience Initiative¹⁸). The OIFRD regards resilience outcomes as comprising three capacities:

- *Absorptive capacity: 'The capacity to take intentional protective action to cope with known shocks and stresses.'*
- *Adaptive capacity: 'The capacity to make intentional incremental adjustments in anticipation of or in response to change, in ways that create more flexibility in the*

¹⁸ R4 is a comprehensive risk management approach to help communities be more resilient to climate variability and shocks. It is currently active in Senegal, Ethiopia, Malawi and Zambia. For more information see: <https://www.wfp.org/climate-change/initiatives/r4-rural-resilience-initiative>

future.’

- *Transformative capacity: The capacity to make intentional change to stop or reduce the drivers of risk, vulnerability and inequality, and ensure the more equitable sharing of risk so it is not unfairly borne by poor and vulnerable people.*

Oxfam’s programs are now designed to contribute to the generation of these capacities, and their success is judged by evidence of them.

Changes in absorptive capacity

Across the program, communities have increased their absorptive capacity in a multitude of ways, for example:

- In the **Solomon Islands** and **El Salvador**, those involved in savings clubs, in particular women, have increased savings for disaster preparedness and response activities, which means when disaster events happen they will be less affected. Over time, these savings (if not used) will increase and provide greater protection to individuals and their families. In **El Salvador** the women’s (and some men’s) savings are intended for a range of purposes (see adaptive capacities below), but have often been used to overcome an unexpected medical emergency that requires immediate access to funds. Based on this behavior in personal crises, it is assumed that the women would take similar actions in other types of disasters.
- In **Guatemala, El Salvador** and the **Solomon Islands**, communities reported that changes in their agricultural practices (including better management of scarce water resources through drip irrigation systems in Guatemala, use of native seeds, use of organic fertilizers and pesticides, use of fast growing species, and adjustments in the planting calendar, for example) will allow them to better cope with and recover quickly after a drought, a flood and/or a cyclone (depending on the country considered). Where farmers have continued to use these agricultural practices for more than one season, this also indicates adaptive capacity.
- In **El Salvador**, the diversification of crops grown, the use of organic fertilizers, and other changes to agricultural practices have enabled farmers to produce more food or crops of greater commercial value from the same plot of land. With more income they are better positioned to deal with emergency expenditure, such as that required after a disaster. The diversification of income sources and increase in income for participating women in **Guatemala** builds a similar capacity. It should be noted, however, that their losses may be greater in certain types of disasters (for example, major hurricanes and floods that destroy crops, earthquakes/ landslides that damage buildings), and costlier to replace (as in the case of fruit trees), so this capacity may not always lead to increased resilience in the face of natural hazards.

‘As mothers, we are very happy to learn about the different ways we can preserve food before and after a disaster. Food preservation using our traditional knowledge is being overtaken by the modern facilities such as using saucepan and buckets to collect and store water. Before this workshop we only knew one way, cooking it in the saucepan. This workshop has helped us initiate gatherings to revive our traditional food preservation methodology and consider taken to another step – that is to educate our children on traditional food preservation techniques to withstand post disaster diseases and utilize crops left after disaster.’

Female project participant, Vanuatu

- In **El Salvador**, after a small hazard event the community decided to harvest one of their demonstration/communal plots to feed the people who were evacuated and affected. They were collectively able to replace the affected people's food and work opportunities lost/missed due to the event.
- In **Guatemala**, the production of fruit and vegetables in household gardens, and consumption of them by children, is considered by the health authorities to have contributed to the decrease of acute and severe malnutrition cases observed in the target communities. Children who are better nourished have greater capacity to withstand adverse events and changes in their environment. *Communities that stored and dried seeds from their produce, to plant again next season, also appear to have developed adaptive capacity.*
- In **Guatemala**, besides the production of food, women cultivate medicinal plants that can then be used in health emergencies. They are also sometimes sold, generating a little cash to cushion against unexpected expenses or crises.
- In **Guatemala** and **El Salvador**, farmers and vegetable gardeners have learned to use their own garden's resources to make pesticides (and fertilizers). This protects their crops from diseases. *When making and using these pesticides becomes habitual, it is also considered an adaptive capacity.*
- In **Guatemala**, thanks to the donation of silos and the 'start-up' fund of maize, traders from the community sell maize and beans to their neighbours regardless of the state of the road or the weather, which normally cuts the community off from markets and food supplies.
- In **Vanuatu**, women reported that their new knowledge about how to prepare and preserve food before emergencies and how to prepare nutritious food with plant leaves and other non-traditional food items during a crisis, will also allow them and their children to cope better and recover quickly after a cyclone.
- In **Vanuatu**, the VHT supported the NDMO to set up permanent clusters (not just in times of preparedness and response), which has increased the capacity of government agencies to prepare for disasters and to respond more effectively.
- In **all countries**, most communities know what to do in a disaster situation, in terms of alerting the community and evacuating people to safe spaces.

'We learnt to make repellent from chillies and jalapenos, onion, garlic, ginger, vinegar and oregano.'

Female project participant, El Salvador

'Before Storm 12E and Mitch we didn't know what to do. Now we know who to rescue first, where to take them and what else to do.'

Male project participant, El Salvador

'Before the last storm the warning was given by the ADESCO and the Savings Group circulated it too.'

Female project participant, El Salvador

'We are ready for storms. We have received the training, and now we have pans, kit for the shelters, a rope and some tarps. And we have our plan.'

Male project participant, Guatemala

'This project has helped me and my family to realise and shift our ways of doing things for living. It has helped us realise our rights and gave us the opportunity to increase our understanding of how to be well prepared for the future.'

Male project participant, Solomon Islands

'The ecological techniques are key. This is adaptation to climate change too – they now have ways to manage humidity through increased distances between plants, and the use of organic fertilizers.'

Male Oxfam staff member, Central America

'Our crops were watered from the wells but when the wells dried up so did the crops. We had to learn how to deepen the wells. My husband dug down to 12 metres and now we have water.'

Male project participant, Guatemala

- In **Guatemala**, the COLRED members learned about Sphere standards, the Humanitarian Charter and other humanitarian frameworks for quality and accountability. This knowledge will enable them to respond to people's needs in ways that best allow them to recover from disasters quickly and with dignity.
- In **all countries**, less tangible aspects of resilience capacities can also be highlighted, such as increased community organization and collaboration between women's groups, mixed committees and household to household.

Missed opportunities for changes in absorptive capacities include:

- Lack of awareness in some communities of the need to save seeds from the vegetable garden, either for planting another season or for sharing with neighbours. As a result, many growers are waiting for the follow-up distributions by the partner, even though these were never promised to them.
- Overly long periods between updating PCVAs and Emergency Plans. The program missed the opportunity to role model the behaviour required to ensure that communities are always ready and have learned from experience.
- Inadequate refresher training for committee members, leading to members forgetting protocols, standards and other knowledge and skills that are important for responding to rapid onset disasters.
- Inadequate maintenance of equipment, leading to committees possessing relatively expensive pieces of equipment that cannot be relied upon in disasters.

Changes in adaptive capacity

Across the program, communities have increased their adaptive capacity in a multitude of ways, for example:

- In **El Salvador** and the **Solomons Islands**, increased investment resources and capacities through saving groups affords members with more flexibility in preparing for uncertain futures.
- In **Guatemala**, **El Salvador** and **Vanuatu** diversification of livelihoods through small enterprise development provides communities with additional income to use to save or invest as they wish to increase choices for the future.
- In **Guatemala** and **El Salvador**, although on a small scale, the shift from monoculture and heavy use of agro-chemicals towards an agro-ecology model has demonstrated the capacity of people to make adjustments in their practices that will also ensure more flexibility in the future and in the face of new risks. In communities where organic fertilizer is now routinely made and sold, there has been a change in mindset and practices.
- In the **Solomon Islands**, diversification of crops grown, including a renewed focus on planting traditional crops such as cassava and taro (which are more resilient), and duplication of garden sites to sites away from rivers, has helped communities become better adapted to uncertainty in the climate. Similarly, in **Guatemala**, farmers have returned to native seeds that are better able to resist both drought and floods makes them better able to deal with uncertainty.
- In **Guatemala**, people learned to use a hand auger to deepen their water wells in accordance with needs during the drought. As they gained knowledge of how to use the equipment, and the equipment itself belongs to the communities, they will be able to use it again if the need arises.

Missed opportunities for changes in adaptive capacities include:

- Infrequent garbage collections and insufficient/ineffective public education, which have not enabled the communities to systematically reduce the risk of flooding and vector borne hazards.
- The decision to limit 'Plans' to emergency plans rather than to incorporate broader resilience-building measures in the local development committees plans and accompany the communities in their efforts to reduce risk for the medium and longer term.

Changes in transformative capacity

Across the program, communities have increased their transformative capacity in many ways, for example:

- In **all countries**, there are signs of changes in the transformative capacities of women: more women have increased access and control over financial and material resources within households and communities. At the same time they are gaining in self-esteem and confidence to express their opinions, and have more say and influence in the decisions that are taken at household and/or community levels. This is beginning to change their roles and agency in society.
- At another level, in **Central America**, there are signs that the current agriculture model is slowly changing. Agro-ecology is taking more importance and buy-in by small-holders, who recognize that the agro-ecological model has more long term benefits in terms of income, health and safety than the agro-chemical model. What is more, project participants have seen that they are less reliant on the commercial seed companies that force them to buy a package of seeds and fertilizers.
- In **Guatemala**, many communities involved in the project have also started to use scientific studies, meetings and marches to put pressure on the commercial farmers whose mono-cropping, water use and chemical use are damaging their land. While these actions are not directly attributable to the project, it is possible that it contributed to them.
- In **Vanuatu**, peri-urban have access to water for the first time since communities began settling in the 1980s, which has been transformational. Families, in particular women, now spend less time fetching water, and hygiene standards appear to have raised.
- In **Melanesia**, raising people's understandings of their rights in terms of disasters, and the role of different levels of government (including community governance systems) in managing risk, has increased communities' ability to prepare, adapt and respond to a range of shocks and stresses (although stresses to a lesser degree).
- In **Vanuatu**, the program's focus on working with government at different level (national, provincial and district) through the creation of disaster and climate change committees is transformational. By building the capacity of government agencies to establish and register CDCCCs, the development and implementation of the Provincial Disaster Response Plan, and by increasing linkages between CDCCCs, their Area Secretaries and Provincial Disaster Office; this has transformed community preparedness and response measures and government's own governance capacity.
- In **Vanuatu** and the **Solomon Islands**, information disseminated to community members during workshops, training and other awareness raising activities (for example, resilience

'Women no longer see themselves as victims of poverty, but as women who are able to generate ideas and income for their families. They feel more in charge of their lives and they tell us that their daughters want to be in initiatives like this one.'

Male partner staff member, El Salvador

'The self-esteem of the women in the savings groups rises, and this is the key to all the other changes.'

Female partner staff member, El Salvador

drama plays in Vanuatu) has had a significant impact on community member's motivation to actively plan for their future.

- In **Vanuatu**, changes at the national climate change and DRR policy level in relation to gender and women's leadership (such as equal representation of women on UNFCCC country delegations and the choice of women to represent the country at regional events) is starting to lead to transformation in the way government views the capacity of women and their role in climate change and DRR thought leadership and policy implementation.
- In **Vanuatu**, the election of women into leadership positions on CDCCCs and water committees can be seen as transformational as women have not previously been able to take on leadership roles in these areas in Shefa province.
- In the **Solomon Islands**, work with communities to map and organize community governance systems, allowed communities to have clearer understanding of their governance systems and for risk reduction governance (that is inclusive) to be included and prioritized.
- In the **Solomon Islands**, there is now a culture of risk reduction, especially in terms of floods and cyclones, which is transforming the way communities plan their infrastructure, livelihoods and ways of working, which are stronger and more inclusive of the whole communities rather than just at a household level.

Missed opportunities for changes in transformative capacities include:

- Acceptance of the difficulties in coordinating with governmental authorities, instead of drawing in support from Oxfam's influencing team.

4.2.2 Social change processes and key stakeholder groups that have supported change

The program has worked across all six social change processes of the OIFRD, although some have been more closely linked than others. Of these, 'securing and enhancing livelihoods' and 'gender justice and empowerment' appear to have had the most impact, even though significant efforts (particularly in Melanesia) were made in 'accountable governance'.

The program has also worked across all seven key stakeholder groups, although most efforts have been largely with communities (in particular, women), and to a lesser extent; state to national government (mostly in Vanuatu), and civil society (also mostly in Vanuatu). Given the focus on community level stakeholders, this is where the most impact has been felt across the program, coupled with changes in gender justice and empowerment for women.

The OIFRD¹⁹ has six social change processes and seven key stakeholder groups, which together with various building blocks, can be sequenced, layered and integrated to form pathways to resilient development.

The country teams were not familiar with this categorization of processes and stakeholders at the start of the project because the OIFRD was still in development. It was introduced in the first AIR meeting, at which staff and partners carried out a participatory activity to compare their program to the framework. They found strong alignment: all countries were

¹⁹ See Appendix 6.

planning to work across all social change processes and almost every stakeholder group to achieve a range of resilience outcomes²⁰.

As the program draws to a close, it is possible to identify the social change processes and key stakeholder groups that have had the most significant impact. Each is discussed in greater detail below.

Social change processes

Securing and enhancing livelihoods: The process of securing and enhancing livelihoods, and women's livelihoods in particular, involved working on four of the five capitals of the Sustainable Livelihoods Framework. Key achievements of this social change process include:

- Development of human and natural capital through: training, peer-support and hands-on learning in climate-smart agricultural techniques; diversification of farming livelihoods; small enterprise development; and disaster management. For example, in the **Solomon Islands**, the project trained communities in the use of water conservation and soil improvement techniques to reduce agricultural inputs and restore soil quality.
- Consolidation and capacity-building of the community-level DRM committees, and the participatory risk assessment and planning processes they undertook, strengthened **social capital**. For example, in **Vanuatu**, the establishment, registration and capacity strengthening of CDCCCs increased community cohesiveness and organization, and supported increased community linkages with government. However, in **Central America**, while some capacity-building of DRM committees took place during the first two years of the program, a key part (PCVA and disaster response planning) was still underway at the time of this evaluation, following renewal of the DRM committees. It is the view of the evaluators that **social capital** could have been strengthened further if this process had been carried out more consistently or earlier in the project.
- The establishment of small enterprises including savings groups generated financial capital and catalyzed social capital. For example, in **El Salvador**, small enterprises established by groups of women started to generate financial resources for individuals and communities to use for disaster preparedness and other priorities.

Gender justice and empowerment: The program used a variety of strategies and activities directed mainly towards women, but also engaging men from the same households to work towards gender justice and empowerment. Key achievements of this social change process include:

- Work to support women's participation in community decision making. For example, in **Central America**, women have received a range of technical trainings in organic fertilizer and pesticide production, horticulture, kitchen gardening, marketing and management, chicken and pig rearing, operation of seed banks, community savings, etc. Their involvement in these activities, particularly in the various economic enterprises, has raised their self-esteem and confidence as productive members of their households. It has been a challenging and arduous process as men were initially reluctant to allow women take on unconventional roles. There has been a gradual acceptance, however, of these new roles.
- Changing social norms in communities. Across **all countries**, there is anecdotal evidence that as a result of the program's activities and its approach to gender justice and empowerment, attitudes are gradually changing and new roles for women are being

²⁰ The program did not work formally with any regional and international institutions, but did take part in regional and international meetings of institutions, for example, Vanuatu's involvement in the UNFCCC's annual global meetings as part of the Vanuatu government's formal delegation.

defined. Women are starting to see their social standing elevated as a result of their participation and leadership in the program, with men becoming more tolerant and more accepting of the changes taking place. Moreover, these changes are setting an example for others in the community as more and more people are coming forward seeking similar opportunities.

Key stakeholder groups

Community: The obvious focus of the program has been at a community level, with a large majority of actions and activities at this level. This is because the effects of shocks, stresses and uncertainty are felt more keenly at a community level, and a rights-based approach to development requires that we focus on the most vulnerable. Key achievements of the program's engagement with communities include:

- Enhancing the capacity of vulnerable people to use their knowledge and skills to improve disaster preparedness and response measures. For example, in the **Solomon Islands**, most households have family disaster plans so that they know how to prepare and respond to different shocks such as cyclones and floods.
- Promoting and implementing climate-smart agricultural practices in communities that are dependent on subsistence farming and waged labor on commercial farms. For example, in **El Salvador** significant numbers of farmers realized the ecological, financial and risk reduction benefits of such practices, and then promoted them to other community members.
- Identifying and supporting technological innovations for water resource management during periods of water scarcity and during the 2014-15 El Nino in **Guatemala**. Although the project was not originally designed for drought, it enabled communities to find ways to continue to produce and live in the drought-affected region.

Women: Building women's resilience has been a key strategy of the program, because by building women's knowledge, skills and experience of risk reduction, the benefits are felt not only in their families, but in the community more broadly. Key achievements of the program's engagement with women include:

- Facilitating the involvement of women in project activities, community decision-making and leadership. For example, in **Vanuatu**, the project has supported women's involvement in the project's implementation, resulting in most leadership positions in CDCCCs being held by women.
- Providing a range of training to communities and government with gender components, or with gender mainstreamed to increase the visibility of gender issues and actions to increase gender justice and empowerment. For example, in **all countries**, gender formed a key component of context analysis processes (PCVA, gender and power analysis), as well as training used to raise risk awareness (gender and leadership training, community based disaster risk reduction training).

'The formation of the savings club has given me the financial security that has always been a concern for me when thinking about disasters. More than that. It has given me, as a woman in a rural setting, the opportunity to be part of the decision-making body in the community.'

Female project participant, Solomon Islands

Government: Recognizing the need for vertical integration of risk reduction efforts and multi-stakeholder processes to reduce risk, the program also invested significantly in working with government, although this occurred more in Melanesia than Central America.

- Building the capacity of governments to support vertical integration of risk reduction in government systems. For example, in **Vanuatu**, the program provided training on community based disaster risk reduction to Provincial Government and Area Secretary

staff to increase their understanding of community-based approaches and capacity to support CDCCCs priorities and actions.

- Encouraging governments to use a multi-stakeholder approach to risk reduction. For example, in **El Salvador**, Funds established the *Sexton Committee Ramsar*, which unites government ministries, NGOs, universities and communities to protect and restore the mangroves on the southern coast.

4.2.3 Community perceptions of changes in resilience

Overall, results from the evaluation show that communities perceive that the program has achieved good progress building understanding of resilience and to practice learning in new ways in their lives. This demonstrates that the program has been effective in applying 'learning and innovation' processes. Results also show, however, that communities perceive that governance (government and service providers) is not accountable. This demonstrates that while the program has worked hard to increase accountable governance, additional emphasis and work should be placed on this area in future programming to improve governance outcomes for communities.

Changes in community perceptions cannot be assessed in any of the countries because they were not measured consistently across locations at the start and end of the project.²¹ However, the evaluation team considered it worthwhile to attempt to capture current perceptions in the same manner across countries, and to cross-reference them with other findings of the evaluation, to see what trends, if any, and learning emerged.

The evaluation team therefore decided to create and apply contextually appropriate tools that used personal statements aligned with OIFRD's six social change processes. In Melanesia, the tool used was an adapted version of the participatory spider web tool²², (because participants were familiar with spider webs as a means of measurement). To rate resilience, participants were asked to answer questions individually and to rate their answer from 0-5, with '0' meaning 'highly disagree' and '5' being 'highly agree'. 65 people took part in the activity (29 female, 27 male, 9 youth) across three communities. In Guatemala, participants were asked to answer the questions individually using a range of hand positions, with hands placed on/near their feet to mean 'fully disagree, and hands raised as high as they could reach to signify 'fully agree'. All positions were previously aligned with a numerical score, to facilitate comparison with the results from Melanesia. Both tools were designed after the field visit to El Salvador (during which other data collection tools were piloted), hence El Salvador does not feature among the following results.

Table 8: Aligning resilience statements to the OIFRD social change processes

Resilience statements	Social change process in OIFRD
1. I have a livelihood that provides for me now and into the future	Securing and enhancing livelihood
2. I have access to information that helps me make decisions to prepare and respond to disasters	Informing
3. As a man/woman, people listen to my ideas and respect my decisions	Gender justice and empowerment

²¹ In the Solomon Islands and Vanuatu, no endline surveys were completed to compare with base lines surveys, while in El Salvador and Guatemala the base, mid-term and end-line surveys were not fully aligned with Oxfam's Resilience Framework.

²² This tool is not the same as the monitoring and evaluation tool described in other parts of the report, but uses the same idea of a spider web to assess perceptions of resilience.

4. Government listens to me and responds to my needs	Accountable governing
5. I am able to use what I have learned to try new ideas in my life	Learning and innovation
6. I know how to cope with hazards affecting me and my family; I know how to make changes at home and in my livelihood to adapt to a range of hazards; I can plan for my future	Forward, flexible planning

In the **Solomon Islands**, participants gave ‘learning and innovation’ the highest score (4.05/5 on average) across all groups (women, men and youth). Reasons given by participants for scoring this area the highest included:

‘The project has given us more ideas on how to develop our community and now we have a community response plan.’ Female project participant, Katehana, Solomon Islands

‘People are now shifting their minds on saving with less spending after see the importance of it. We are saving for the future.’ Male project participant, Ngalimera, Solomon Islands

Participants gave ‘accountable governing’ the lowest score (2.01/5 on average) across all groups, which is very low, and by far the lowest score of all areas. Reasons given by participants for low scores in this area included:

‘We have never seen a provincial or national government person in the community; even after the 2014 disaster.’ Male project participant, Ngalimera, Solomon Islands

‘The project needs to engagement more with the government; we need better links.’ Community leader, Tumurora, Solomon Islands

On average, women gave lower scores than men across all social change processes, without exception, although youth gave the lowest scores overall. After ‘accountable governing’ women gave the lowest scores to ‘gender justice and empowerment, while youth gave ‘gender justice and empowerment’ and ‘securing and enhancing livelihoods’ the lowest scores.

The information presented here correlates with information gathered by project reporting systems, although it perhaps highlights the need for increased emphasis on ‘accountable governing’ and ‘gender justice and empowerment’ as key enablers of resilience.

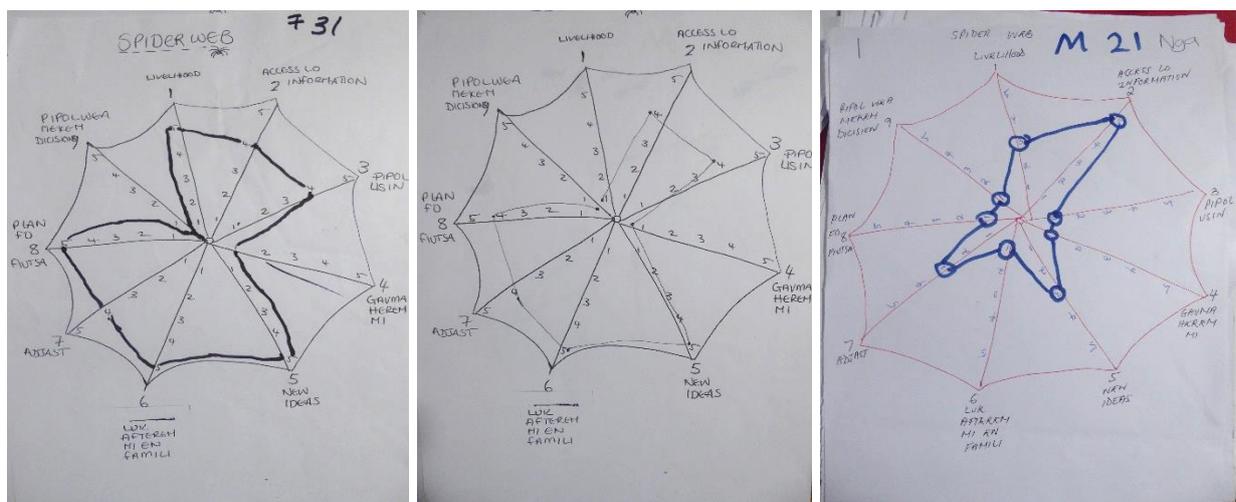


Figure: Example Spider-webs completed by project participants. Credit: Charlotte L. Sterrett

In **Vanuatu**, participants gave 'informing' the highest score (3.78/5 on average), closely followed by 'flexible, forward planning' (3.76/5 on average) and 'learning and innovation' (3.74 on average), although there were minor differences between the groups. Reasons given by participants for scoring these areas the highest included:

'Before the CDCCC was created, people in the area didn't work together; they only responded to disasters on their own and in an ad-hoc way.' Male project participant, Tagabe Bridge, Vanuatu

'Everyone knows their CDCCC members and we are better informed through the community notice board and our meetings' Male project participant, Tagabe Bridge, Vanuatu

'Since the project we have cleaned up the river, planted vetiver grass [to stop river erosion]. After Cyclone Cook it was us [the CDCCC] who did the community assessment and wrote the report.' Female project participant, Tagabe Bridge, Vanuatu

Participants gave 'accountable governing' the lowest score (1.17 on average) across all groups, which is extremely low, and by far the lowest score of all areas. Reasons given by participants for low scores in this area included:

'The community gets no government support.' Female project participant, MCI Community, Vanuatu

'We only hear from the government during a cyclone response.' Female project participant, MCI Community, Vanuatu

'[In the community] leadership struggles and politics hampers CDCCC activities and stifle support for [for the project].' Female project participant, Tagabe Bridge, Vanuatu

On average, women gave lower scores than men across all social change processes, except for 'forward, flexible planning', although youth gave the lowest scores overall. After 'accountable governing' women gave the lowest scores to 'gender justice and empowerment', while youth gave 'accountable governing' and 'gender justice and empowerment' the lowest scores.

The information presented here correlates with information gathered by project reporting systems, although it perhaps highlights the need for increased emphasis on 'accountable governing' and 'gender justice and empowerment' as key enablers of resilience.

In **Guatemala**, participants gave 'learning and innovation' the highest score (3.67/5 on average), closely followed by Gender justice and empowerment (3.58/5 on average). Reasons given for scoring these areas the highest included:

'We have new ideas now we have learned all about running our business.' Female project participant, Tzamabaj, Guatemala

'We have been trained and have learned how to grow vegetable gardens and herbs.' Female project participant, Chicalito, Guatemala

We have had training but there are some women who are still afraid of their husbands. Female project participant, Conrado de la Cruz, Guatemala

'Everyone is free to express themselves here.' Male project Participant, Monsenor Romero, Guatemala



Participants gave 'accountable governing' the lowest score (1.25/5 on average) across all groups. Reasons given by participants for low scores in this area included:

'The EU has helped us more. The government only comes here at elections time.' Male project participant, Monsenor Romero, Guatemala.

'They only give incentives to the cattle farmers and large farmers, not to the small farmers like us.' Female project participant, Conrado de la Cruz, Guatemala

'The mayor turns a deaf ear. He says there's no money. We can't rely on him.' Male project participant, Conrado de la Cruz, Guatemala

'We know where to go and how to demand our rights but they say yes and then they never fulfil their promises.' Female project participant, Chicalito, Guatemala

Overall, women had higher resilience scores than men, which may reflect the emphasis of the project on women's empowerment, participation and access to livelihoods opportunities. If so, this suggests that the program strategy was well-designed.

The information presented here correlates with information gathered by project reporting systems. It highlights the need for increased emphasis on 'accountable governing', 'learning and innovation', and 'gender justice and empowerment' as key enablers of resilience.

4.2.4 Sustainability of changes

The program has applied many strategies to increase the long-term sustainability of the program's activities, achievements and impacts. These include: strengthening the capacity of community-level risk management structures; strengthening the capacity of partners to work on resilience; fostering wide participation and ownership of program activities, processes and structures; embedding exit strategies as part of the overall program design and implementation; repeating some of the activities to normalise and institutionalise new behaviours; and using iterative learning approaches to test, learn and improve program interventions. While most these have been effective (also effectiveness varies across countries and communities), some small modifications to the project's activities could have contributed to greater sustainability.

Supporting communities and government to reduce disaster risk, adapt to climate change and overcome SGBV is a long-term process; something which takes more time to achieve than is possible within the three-year timeframe of the project. Recognizing this, the program has adopted several strategies to sustain the achievements into the longer term. The effectiveness, likelihood of continued success, and potential enhancements to each of these strategies is discussed below:

Strengthening capacity of community-level risk management structures

This has been a central component of the program. For example, in **Vanuatu**, the project invested time and resources in developing the knowledge and skills of CDCCCs, who are the key community structures responsible for risk reduction at a local level. In **EI Salvador** and **Guatemala**, the investment could have been stronger in Years 1 and 2, but has been intensified in Year 3 to ensure that the community-level disaster management committees are re-formed, trained and, if possible, accredited before the end of the project.

'After both cyclones we did community needs assessments and sent them to government requesting tarps. We didn't hear from them or receive any materials. What is the point of doing assessments if nothing happens?'

Female project participant, Salva Bay, Vanuatu

In **all countries**, despite progress made, continued support is necessary due to turnover of committee members, the relative immaturity of the structures and the low level of support from government. In **all countries**, it is unclear at this stage what form this support will take and the extent to which government at different levels is able to support this, given their own capacity and resource constraints. In **Guatemala**, for example, the government encourages accreditation of community-level DRM committees, but offers little in return. And in **Vanuatu**, after cyclone Cook and Donna, CDCCC members conducted community assessments according to government templates and sent them to the NDMO. No responses were received, and CDCCC members stated that they were less likely to do them in the future.

To further enhance sustainability, capacity development should include (a) strengthening committee members' skills to engage, collaborate and negotiate with municipal/district, provincial and national risk reduction governance structures, and (b) complementary capacity building for 'counterpart' government structures, including how to support and coordinate with communities. By investing in the capacities of each stakeholder to engage with the other, foundations are laid for continued collaboration.

Strengthening the capacity of partners to work on resilience

As commented in *Section 3.1.2: Extent to which the program has met informal objectives*, in **El Salvador, Guatemala** and **Vanuatu** the technical accompaniment, conceptual development (on resilience), Annual Impact Reflections, participatory decision-making and exposure to other contexts have made an extraordinary impact on the capacity of partners, far beyond what is normally achieved through the simple transfer of resources. As the partners will continue to work in the areas where the project has been implemented, this investment offers a bridge between this project and future initiatives. Ideally, to fully benefit from this investment, the partners would also continue to have some form of engagement and accompaniment with the same communities, to provide refresher training or 'problem-solving clinics'.

Wide participation and ownership

Involving a significant proportion of community members in the project activities has helped to create a 'critical mass' of people in each community who are interested in, or at the very least receptive to, risk reduction and resilience-building initiatives. In each community, multiple sets (some overlapping) of people have been involved in risk management committees, simulations, agricultural activities, water management, etc. They have also learned together and been encouraged to support each other through strategies such as the Field Schools in **El Salvador** which use a peer-mentoring approach. Gradual, collective change in mindsets has yielded results during the project, such as in the **Solomon Islands** where communities have realized the need for community ownership of risk reduction efforts and the role of VDRCs has been mainstreamed into community governance structures. Also, as Oxfam withdraws, the people who have participated in the project remain as role models, leaders, co-practitioners and peer-supporters for ongoing and future resilience-building efforts.

Exit strategies

To support sustainability, all countries have developed and implemented exit strategies, although for most countries, sustainability has been integrated into the overall program design and implementation. For example, in **Vanuatu**, the majority of project activities aligned with government policy objectives (such as the setting up and registration of CDCCCs), which means that project activities are already part of NDMO roles and responsibilities. However, in some countries, activities that support sustainability did not take place early enough in the program for them to be institutionalized. For example, in the **Solomon Islands**, the government database of VDRCs and plans; and community, government and service providers meetings (to increase linkages between communities and other duty bearers) did not happen until the last quarter of the project. In **Central America**, actions to update disaster risk analysis and emergency plans should have been implemented earlier, not only to avoid an overload of activities in the last months, but also to enable them to become habitual exercises, and for risk reduction and resilience-building to be ever-present in the minds of all stakeholders.

Cycles and iterative learning

The fact that the project has lasted for three years has enabled certain activities to be repeated multiple times, and for participants to put into practice what they have learned each time. For example, some of the Savings Groups in **El Salvador** have now completed three rounds (of savings and distribution among members). For those participants saving has become routine, and the repeated experience of gaining a lump sum and profits has convinced them of the benefits of doing so.

'The first Savings Groups have been going for over two years. They have learned the discipline of saving and seen the results'

Female partner staff member, El Salvador.

The enterprises in **Guatemala** would have benefited from more time to learn in this way. The women are extremely enthusiastic about their small businesses, but if the accompaniment ends they may not be sufficiently mature to overcome the challenges that all businesses and collective activities encounter.

In the view of the evaluation team, some small modifications to the project's activities could have contributed to even greater sustainability. For example, if disaster management committee members in **Guatemala** had established a fund to replace defunct batteries for early warning systems, they would have been able to maintain their systems in working order, ready for use at any time. And in **all countries**, but particularly in **Central America** where turnover is a significant challenge, if disaster management committees had been supported to carry out proper handovers of equipment, skills and knowledge to incoming committees, there would be reduced need for external inputs every two years.

4.3 PROGRAM LEARNING

4.3.1 Key lessons

Many lessons have been gathered throughout the program's three-year history related to program design and implementation, program approaches, the OIFRD and research conducted nationally and internationally as part of the program.

Iterative risk analysis

- The more iterative risk analysis and risk reduction planning become, the more effective and sustainable they are likely to be. Contexts are dynamic, risk is dynamic, and so analysis and solution-seeking also need to be dynamic. Risk reduction is everyone's business, every year, every day. For example, PCVAs cannot be considered a once off activity. They need to be repeated over time to ensure risk reduction measures are up to date.
- PCVA or similar risk assessment methodologies are unlikely to be adequate if they do not start from different stakeholders' understanding of what constitutes a disaster/hazard/shock. For example, PCVAs that focus on infrequent earthquakes and major floods but ignore common diseases that destroy subsistence or cash crops (such as African snails and wild pigs) will not lead to effective risk reduction plans.

Intervention strategies

- Replacement and renewal strategies are crucial for maintaining the assets on which community preparedness depend (for example, equipment for early warning systems). When these assets are multi-functional and income-generating (for example, using loudspeakers for community organisation purposes, and renting tarps for social gatherings), they are more likely to be maintained.
- Livelihood diversification (especially those that promote traditional knowledge) contributes to resilience by enabling individuals and households to have a range of alternatives through which they 'spread the risk' of being severely impacted, and to facilitate recovery from losses to one of them. If, however, all income/productions streams are vulnerable to the same hazards, 'diversification' does not build resilience. For example, if diversification is limited to growing a wider range of crops that rely on rainfall, drought will have put these households at greater risk.
- Risk reduction strategies that require people to change their behaviour without seeing immediate personal benefits need regular prompts (to change behaviour) over sustained periods of time. For example, garbage clean-up campaigns in flood-prone areas need to become a 'habit' because they will rarely be regarded as a personal priority.
- Targeting criteria and processes matter for building community resilience, as identifying the individuals and groups who are most vulnerable to specific hazards is key to the success of, for example, evacuation plans, nutrition interventions, livelihoods opportunities, etc.
- Inclusive leadership is the foundation for building community resilience. A leader's commitment and knowledge may not reduce losses in a rapid-onset disaster unless the community as a whole is informed of and understands the rationale for emergency procedures. For example, if disaster management efforts are led solely by men, half of the community may not be sufficiently informed or convinced of the need to follow their guidance when a hazard occurs.
- Where 'rights and responsibilities' approaches are ineffective, alternative approaches may be required to catalyse accountable governing processes. For example, when municipal authorities are indifferent to typical advocacy tactics, other tactics such as conditional resources or positive media coverage may be more effective.
- Learning from interaction with others is more likely to happen when the parties feel they share a common culture and challenges, than when they see more differences than similarities. For example, staff and partner staff from countries in both regions felt they learned more from their regional counterparts with similar cultures and (in Central America) language, than from interaction with peers with whom they considered/assumed they had less in common or were less able to communicate. Vanuatu adopted the spider

web tool used in the Solomon Islands, but despite the Central America colleagues being interested in it, they did not take it up. They did however adopt methodologies used by each other such as Women's Economic Leadership and Saving for Change.

- Annual/periodic learning events not only help to share learning, they also help to consolidate it in the minds of those who are expected to share it. For example, the presentations of highlights from each country at the program's global learning events also served to give the presenters a sense of achievement and an incentive to try other new ideas.

Oxfam's resilience approach

- Women's empowerment accelerates household and community resilience. When women have access to viable livelihood opportunities, they invest in their families' health and well-being (thereby reducing vulnerability). Having a stronger economic position gains them respect from men and gives them confidence to take on leadership roles in their community, including for disaster risk management. For example, women participating in the climate-smart agricultural component were able to sow and harvest their own crops and contribute to their families' nutrition, as well as demonstrating to themselves and their husbands that their work could contribute to the household's wellbeing. This helped them overcome their fear of participating in community meetings and structures.
- Given the importance of accountable governing processes for building resilience, particularly for sustainability, the design stage of resilience-building interventions must include an assessment of the political and governance landscape, and strategies to overcome identified and potential obstacles. For example, in the Solomon Islands, community level work to map out governance arrangements and to ensure risk VRDCs were able to be represented at a leadership level, helped the committees have greater involvement in community decision-making.
- Given both of the lessons listed above, power analysis (household, community and wider), as used in the Melanesia projects, is crucial to resilience building and should form part of any PCVA-type methodology.
- Addressing vulnerabilities that are the result of inequity and unlawfulness takes much longer than a three-year project, but offers high rewards. For example, when illegal exploitation of natural resources causes vulnerability that is more significant in the 'risk equation' than any natural hazard, the context is both a 'justice challenge' and a 'humanitarian challenge' and therefore requires appropriate strategies and timescales.
- A single organisation is unlikely to have all the competences required for a multi-stakeholder, holistic approach to resilience. For example, Oxfam should consider building alliances between partners working with the same communities which may be less 'wearing' for local organisations, as was done by the Solomon Islands project with Live and Learn and the national Red Cross Society.
- Participatory resilience monitoring tools using the spider-web or equivalent approach offer great potential for applying the OIFRD at community-level, as was done in Melanesia.
- Evidence of resilience to small, domestic shocks may help us to gauge the effectiveness of strategies intended to build resilience to major and widespread shocks. For example, taking and paying back a loan to manage a health emergency at household level may be a proxy indicator of the capacity to recover from crop losses caused by a flood.
- In terms of human capital, self-esteem may be as important as knowledge and skills for building resilience. It is possibly the combination of self-esteem, knowledge and skills that creates the self-confidence required to adapt and innovate. For example, women in Guatemala who saw their income-generating ideas achieve profits felt motivated to continue diversifying their businesses, but the support they received on enterprise

development also helped them to assess the relative benefits of trading different products.

- ‘Securing and enhancing livelihoods’ processes that also strengthen social capital (as well as human and economic capitals) are conducive to sustainability of results because beneficiaries are accustomed and willing to support one another as they face new challenges. For example, developing social and physical capital side-by-side is more likely to generate sustainability, as in the case of the water committees.
- Program impacts can readily be identified as changes in absorptive, adaptive and transformative capacities, although there is significant overlap between absorptive and adaptive capacities. Also, changes in transformative capacities should not be regarded as a long-term, possibly unachievable objective for a short or medium-term project. Several examples of transformative capacities are evident in all four countries, and appear to have been developed simultaneously and in a mutually reinforcing manner with the other capacities.
- Sustaining impact at household and community levels requires engaging with stakeholders beyond those levels. For example, while the program engaged mainly with women and communities and was successful in effecting changes in their capacities, it could achieve more, and would be more likely to sustain those changes, by engaging more effectively with government, private sector, and other stakeholder groups.
- Even with a significant investment in developing staff and partners’ understanding of the OIFRD, it was only partially understood or considered partially useful by many staff/partner staff, and was considered too difficult to attempt to explain at community level. Therefore, while the Framework appears to be reinforced by the findings of this project, it still requires better ‘translation’ for better ownership at field practitioner level. For example, staff and partners in Central America found the multi-coloured, multi-shaped diagram attractive but rather overwhelming, and hence focused mainly on the capacities. A step-by-step (module by module) approach to generate discussion at community level would be considered more manageable

4.3.2 Research

The CA-MEL program incorporated a formal research component as part of its ‘Learning’ agenda. As presented in the proposal, the research would involve identifying case studies from recent resilience-oriented programs (mainly from the DRR and climate change adaptation spheres) implemented by Oxfam and other actors, that would help answer the following questions:

1. Which elements or activities of resilience programs are positively associated with improved resilience outcomes?
2. Are timing issues of sequencing and duration of project associated with positive or negative resilience outcomes?
3. Is the Oxfam Resilience Framework consistent with the factors or attributes of effective resilience programs, or should it be revised in any way?

As the component was originally intended to take place in the first year of the program, the research findings were expected to inform program implementation over the subsequent two years, as well as to contribute to learning on resilience in the wider sector.

The component took longer than expected to start up, due to difficulties identifying suitable case study projects (i.e. in the two regions covered by the program, and which implementers/ stakeholders were willing to contribute their experiences to the program) and then contracting appropriately qualified local researchers. The projects/case studies selected were:

- An Oxfam landslide preparedness project implemented in La Paz, Bolivia, in 2010–11;
- A 2007–08 preparedness project funded by the Disaster Preparedness European Community Humanitarian Office (DIPECHO) and implemented by the French Red Cross and Colombian Red Cross around the Nevado del Huila volcano in Colombia; and
- A resilience project implemented by the Secretariat of the Pacific Regional Environment Programme (SPREP) in Fiji in 2002–06.

Several delays also occurred during the research: the local researcher in Fiji became uncontactable, key project informants in Colombia were hard to locate 6-7 years after the project had ended, and other organisations could not be expected to give priority to this learning project over their ongoing operations. Nevertheless, the case studies were finalised in 2016 and a synthesis report has been produced, to share the learning in the wider sector. In summary, the research found that:

- Seeking the input of, and listening to, a wide cross-section of people within targeted communities, including the most vulnerable, is critical to success. However, as these are often the hardest voices to obtain, activities and strategies to identify and engage them are both starting points and must be maintained throughout the project.
- In most communities that are susceptible to natural hazards, community-led and/or indigenous “resilience” efforts already exist. Resilience programming must build upon such traditional practices—or else it risks being duplicative, parallel or ignorant of lessons already learned. Prior to any intervention, it is necessary to establish a dialogue with community members about resilience – using whatever local terms emerge – and dedicate time to understanding their experience and practices. This also demonstrates the trust and respect that will be critical to the success of the community-agency relationship.
- As resilience projects are best served by building on previous interventions and traditional practices, resilient development should be viewed as both an iterative and a cumulative process. Organizations should not expect short projects to ‘produce’ resilience; instead we must think of contributing to resilient development through long-term programming, and should seek and use funding accordingly.
- As women face different challenges than men in their everyday lives and in humanitarian crisis settings they develop unique vulnerabilities and capacities. Any analysis of risk, including traditional PCVAs, should consider gender and other differences, and actions designed to build resilience must take a differentiated approach.
- Collaboration and reciprocity *within* communities is critical for the ultimate effectiveness of resilience programming. Social capital is one of, if not the most important foundation for community resilience, and thus should be a constant in program design, implementation and monitoring.

These findings coincide very closely with some of the learning generated through the program’s ongoing implementation in El Salvador, Guatemala, Vanuatu and the Solomon Islands, as presented in *Section 3.1 Program achievements*. For Oxfam and other actors in the sector with whom findings are shared, this provides strong evidence for the design of future resilience interventions.

Given the relevance of the formal research findings to the ongoing program, it is unfortunate that they were not available earlier in the program, as originally intended. The ‘operational’ learning that Oxfam America takes from this component is that research conducted to inform an ongoing program must be highly focused, closely monitored to ensure deadlines are met, and the results should be communicated and discussed with all relevant staff as they emerge, to gain maximum value.

4.3.3 Replication options for good practice

The program has been effective across a number of intervention areas and has worked together with communities, partners, government and other stakeholders in a range of ways to bring about positive changes in people's lives. The following replication options should be considered in the design of any future resilience projects and programs.

Table 9: Replication options

Area	Description
Risk planning and action	<p>The Spider Web tool used in Melanesia supports inclusive and participatory community level planning and monitoring</p> <ul style="list-style-type: none"> - As a participatory planning and monitoring tools it provides communities with ways to identify and track 'domains of change' and to track these at the output and outcome level - It is inclusive, locally driven and supports communities to jointly discuss community priorities - A draft handbook has already been developed and should be finalised for use across resilience programming
	<p>Community committees that address resilience-related issues (for example, climate change, DRR, resilience, emergency response, water committees etc.) are a key mechanism for community level resilience governance</p> <ul style="list-style-type: none"> - Committees that are part of the overall government structure (such as the CDCCCs in Vanuatu) help governments implement their climate change and disaster risk reduction strategies and policies. They help communities link with higher levels of government to discuss local level issues, to influence government policy and practice, and communities' ability to hold governments to account. - Other resilience-related committees which are part of the overall community governance structure provide: leadership on a range of issues related to shocks, stresses and uncertainty, opportunities for women, youth and other groups to take part in community decision making; and space for people to talk about different risks and to develop a risk reduction mindset. For example, in the Solomon Islands, VRDCs and Emergency Response Teams not only provide valuable services to their community (through risk identification and planning) they provide opportunities for different community members to come together to discuss individual, household and community issues, leading to increased collaboration, and community cohesion.
	<p>Community action plans (or similar) help communities plan for the future, and can increase communities' absorptive, adaptive and transformative capacities.</p> <p>The resilience plans produced in some communities in Guatemala respond to risk analyses and include timings/schedules and responsibilities for actions.</p> <p>Action/resilience plans that are monitored and periodically updated enable communities to track progress and refresh planning, which is particularly useful through governance transitions.</p>

	<p>Savings groups provide individual savers, their households and the community with a safety net when disasters occur, but can also help build the resilience of members when savings are used to reduce their vulnerability.</p> <ul style="list-style-type: none"> - In the Solomon Islands, savings groups have been a catalyst for changing people's behaviour and for encouraging a risk mindset - In the Solomon Islands, they have also increased people's feelings about self-efficacy and their ability to plan and prepare for disasters. - Savings groups are relatively easy to set up and can be used in rural settings as they are low-tech.
Resilient livelihoods	<p>Livelihood diversification, when risk-informed, provides households and individuals with a means to spread risk and increase their income and food security.</p> <ul style="list-style-type: none"> - In Guatemala income-generating enterprises enabled women to generate new income streams and (through enterprises for grain storage and trade) mitigate risks to food security when landslides cut off access to markets. - In El Salvador income-generating spin-offs (organic fertilizer businesses) related to agricultural project activities and project objectives enabled participants to add income streams while also producing low-cost inputs for their own and their community's use. <p>Agro-ecological approaches meet multiple objectives. They enable farmers to adapt to climate risks while reducing vulnerability related to soil degradation and natural resource malpractices.</p> <ul style="list-style-type: none"> - Practices such as changing planting distances, using organic fertilizer and pesticides, and use of native seeds, as promoted in field schools in El Salvador and Guatemala, do not cause participants to incur additional costs but increase their yield and income. <p>Technical innovation in small-scale agriculture enables farmers to increase productivity and address local problems.</p> <ul style="list-style-type: none"> - The low-tech irrigation systems used in Guatemala were accessible to farmers (due to low cost of materials) and could be easily moved and repaired by them. They maintained crops during the drought and prevented impoverishment of farmers through loss of seeds, income and food sources. - Seeing the practical and financial results of innovation opens people's minds to other innovations. Problem-solving abilities have been shown to be key to resilience.
Multi-stakeholder engagement	<p>Working with multi-stakeholders (in particular government, communities, NGO networks and partners) supports collaborative approaches that reduce maladaptation and support systemic change. Using the OIFRD, future resilience programs should facilitate multi-stakeholder approaches to:</p> <ul style="list-style-type: none"> - Enhance the capacity of marginalized and vulnerable people to use their voice, knowledge and power in collaborative decision making - Support national civil society to share knowledge and organize together - Design processes that facilitate links between stakeholders – communities, civil society, government bodies and the private sector - Convene and facilitate special events, such as multiple stakeholder scenario-planning workshops, to address specific issues - Convene national platforms which enable stakeholders to create shared visions and solutions and meet regularly to learn and support systemic change processes - Participate in processes convened by others and learn from them

Gender justice and empowerment	<p>Women's leadership and participation in decision-making helps to address underlying vulnerabilities caused by exclusion of women.</p> <ul style="list-style-type: none"> - When women take on and exert leadership responsibilities in the community, as in Guatemala and El Salvador, they also realise that they can lead and be responsible for non-care aspects of their household, such as income generation. - Participation in community decision making increases women's confidence in their abilities and experience, and enables them to become problem-solvers, which is important for resilience.
Participatory and inclusive approaches	<p>Resilience approaches should affirm people's rights to determine their own futures by enhancing the capacities of people and institutions to address the causes of risk, fragility, vulnerability and inequality. As evidenced in the CA-MEL program, we can enable this by:</p> <ul style="list-style-type: none"> - Understanding people's existing capacities through participatory risk analysis and planning approaches (for example, PCVA and Spider-web) and building our program to strengthen these. - Conducting gender and power analyses and developing specific action plans to ensure the needs and priorities of the most vulnerable (women, children, PWD, etc.) are considered and addressed. - Ensuring our programs include processes that develop information and knowledge to support intentional and well-informed decisions making by those most at risk (for example, AIRS, Spider-web updates).
Community development approaches	<p>Community development approaches, whereby communities are able to identify priority issues and create domains of change help reduce adaptation deficits.</p> <ul style="list-style-type: none"> - In Melanesia, the use of community development approaches has helped the program identify priority issues that were not identified during the design process. For example, in Vanuatu, by listening to communities through community planning processes, the project was able to support community's access to piped water, which was transformational for these communities who previously relied on river water for washing and cleaning dishes and clothes, while paying for water to be brought in by truck. If the program had not listened to community needs, efforts at building resilience in other areas would have been difficult when communities' basic needs were not met.
Research and learning	<p>Iterative learning and adaptive management are key elements of the OIFRD, and while the program's research was not delivered as planned, all future resilience programs should be accompanied by applied research.</p> <ul style="list-style-type: none"> - Research that focuses on the generation of learning that can be applied within the program and more broadly helps build the evidence base around effective models for resilience and why they have been effective. - Research that accompanies a program throughout its implementation can help it become more effective through the application of learning in real time (rather than after the program has finished). - Research can increase a program's visibility with government and donors and help increase opportunities for replication and scale-up.

5. CONCLUSIONS & RECOMMENDATIONS

5.1 CONCLUSIONS

The CA-MEL program has effectively fostered community resilience in the Solomon Islands, Vanuatu, El Salvador and Guatemala, as well as facilitating rapid and effective response to recent disasters in Central America and Melanesia. Many of the positive impacts of the three-year program appear to have good prospects of being sustained. The multi-sectoral nature of the intervention, and Oxfam’s holistic approach to resilient development, have been key to its achievements in terms of strengthened absorptive, adaptive and transformative capacities. Commitment to gender equity has also played a critical role in the program’s success.

Over the three years of implementation, some gaps and weaknesses emerged. There was room for improvement in risk analysis and resilience planning, inclusion, and relations with government; the research component should have been completed sooner, to inform the program; and some income-generating activities would benefit from extended technical support.

The opportunity to implement this innovative program in such a wide variety of contexts, funded by a donor that is committed to learning (and resourcing learning) has been enormously valued by Oxfam. It is committed to applying the lessons learned and replicating the good practices, as are its four partner organisations. As the program is now ending, the following set of recommendations has been drawn up by the evaluation team to guide this process.

5.2 RECOMMENDATIONS

Table 10: Recommendations

Area	Recommendation
Program framing	<p>Future programs that work on resilience-related issues should be aligned conceptually and practically to the OIFRD, particularly in terms of linking social change processes, and working to increase all three resilience capacities.</p> <ul style="list-style-type: none">- Programs should be framed with all three ‘challenges’ (adaptive, justice, humanitarian) in mind. This is especially important given the increasing incidence and risk of disasters and fragility worldwide, and increasing levels of inequality.- Programs should seek to work across multiple social change processes (and link these together) to increase impact.- Programs should seek to build and balance all three capacities (absorptive, adaptive and transformative). Building resilience requires that we not only take protective actions against shocks and stresses, but that we also make continual adjustments in a changing environment, as well as transform the structures that drive risk, vulnerability and inequality.

<p>Program design</p>	<p>Contextual analyses for programs should begin with and continue building a shared, comprehensive understanding with communities of risk and resilience; Analysis should be seen as an iterative process rather than a one-off activity.</p> <ul style="list-style-type: none"> - Developing shared understandings of risk and resilience between communities, Oxfam and other stakeholders are needed to ensure effective risk reduction plans and measures. - More comprehensive analyses to assess drivers of risk and vulnerability, including gender, power, exclusion, inequality, conflict, environmental and other concerns (including analysis of emerging and future risk/trends) are needed so that there is full picture of risk and the drivers of risk. - Differentiated vulnerability analysis is necessary to appropriately target beneficiaries and actions. A one-size-fits-all approach will not meet the needs of highly vulnerable groups, or engage their capacities. - Given the importance of accountable governing processes for resilience building, interventions should include an assessment of the political and governance landscape, and strategies to overcome identified and potential obstacles. - Iterative risk analysis and risk reduction planning are needed so that programs can plan for and respond to changing contexts, risk and uncertainty.
<p>Program MEL</p>	<p>Participatory learning and adaptive management should become the norm and not the exception in future programs.</p> <ul style="list-style-type: none"> - Programs need to ‘plan to change’ during implementation. This requires scenario planning, regular monitoring, and re-alignment/re-design. Current program log-frames do not foster this type of programming. - Participatory monitoring tools such as the Spider-web should be used to support community level planning, monitoring and evaluation. - Dedicated resources for learning should be mandatory in programs seeking to build resilience. Regular (annual) reflections where communities, staff and external stakeholders can share their experiences should be factored into program budgets and be properly resourced (as was done in this program)
<p>Risk reduction strategies</p>	<p>Risk reduction strategies should be multi-hazard/risk focused and provide short, medium and long term benefits for communities</p> <ul style="list-style-type: none"> - Livelihood diversification strategies should be risk-informed. The range of strategies used by a household should spread risk, not replace one source of risk with another. - Interventions should have a range of short- to long term benefits to increase community interest, input and ownership. - Risk reduction strategies that require people to change their behaviour without seeing immediate personal benefits need regular

	<p>prompts.</p> <ul style="list-style-type: none"> - Programs should include interventions that build community resilience to small, domestic shocks help communities trial new ways of working with relatively small risk.
<p>Gender justice and empowerment</p>	<p>Gender justice and empowerment as a key social change process should be a major work stream in future programs given their importance in building resilient development</p> <ul style="list-style-type: none"> - Gender assessments and gender actions plans should be a mandatory part of programs and should be updated on a regular (annual basis) to ensure they address current concerns. - Staff and partner understanding of differentiated vulnerability (and capacity) of communities should not be assumed. Dedicated time should be allocated to undertaking PCVAs (or similar methodologies) and developing actions plans to address the needs of different groups (PWD, children, elderly, ethnic minorities, single-headed households, etc.). These should be monitored and updated to ensure the program is addressing the different needs of vulnerable community members. - Processes of empowerment require actions that address power and inequality. All programs therefore require advocacy and influencing components and donors need to be supportive of such efforts and understand their importance. Not being able to undertake influencing activities limits the impact of program interventions and undermines sustainability of program gains.
<p>Sustainability</p>	<p>Program should build inclusive leadership, link with and hold governments to account, and increase social capital between different stakeholders to increase the sustainability of program gains.</p> <ul style="list-style-type: none"> - Programs should foster inclusive leadership as the foundation of building community resilience. - Accountable governing approaches need to be central to any program Theory of Change. This includes not only local governance, but district/ provincial and national governance. - Processes of empowerment require actions that address power and inequality. All programs therefore require advocacy and influencing components and donors need to be supportive of such efforts and understand their importance. Not being able to undertake influencing activities limits the impact of program interventions and undermines sustainability of program gains. - Increasing social capital within communities, and connecting communities with services providers and other stakeholders should be a key component of programs seeking to build resilience. - Replacement and renewal strategies are needed to ensure maintenance of any assets provided as part of the program.

APPENDICES

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2. LIST OF KEY INFORMANTS

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Alberto Vargas	Coordinator, FUNDESA	El Salvador	M
Malvin Ortiz	Agricultural Technician, FUNDESA	El Salvador	M
Aura Alas	Organizational Technician, FUNDESA	El Salvador	F
Isis Mundo	Organizational Promotor, FUNDESA	El Salvador	F
Victor	Director FUNDESA	El Salvador	M
Ivan Morales	Oxfam Country Director	El Salvador	M
Mercedes Garcia	Humanitarian Program Coordinator, Oxfam	El Salvador	F
Jorge Figueroa	CAMEL Project Coordinator	El Salvador	M
Mario Orticas	Mayor	El Salvador	M
Amilca Chavez	Proteccion Civil	El Salvador	M
Evelin Texaj	Administrative Assistant, ACCSS	Guatemala	F
Ronny	Field Officer, ADAM	Guatemala	M
Marco	Agronomist, ADAM	Guatemala	M
Martha Domingo	Director, AMT	Guatemala	F
Olinda	Associate, AMT	Guatemala	F
Martha	Associate, AMT	Guatemala	F
Lucia	Associate, AMT	Guatemala	F
Margarita	Associate, AMT	Guatemala	F
Ana	Associate, AMT	Guatemala	F
Maria	Associate, AMT	Guatemala	F
Juana	Associate, AMT	Guatemala	F
Durcas	Associate, AMT	Guatemala	F
Marcela	Associate, AMT	Guatemala	F
Martha (3)	Associate, AMT	Guatemala	F
Carolina Enriquez	Gender Program Coordinator, Oxfam	Guatemala	F
Lisa Donado	Director, ACCSS	Guatemala	F
Martha Cifuentes	CA-MEL Program Officer, Oxfam	Guatemala	F
Doreen Fernando	Program Director	Solomons	F
Lorima Tuke	Humanitarian & Resilience Manager	Solomons	M
John Sumara	DRR Officer, Oxfam	Solomons	M
Lionel Dau	DRR Officer, Oxfam	Solomons	M
Grace Olibuma	DRR Officer, Oxfam	Solomons	F
Dolores Devesi	Program Quality Manager, Oxfam	Solomons	F
Lampio Gereaa	Program Quality Coordinator, Oxfam	Solomons	M
Timothy Ngele	Guadalcanal Provincial Secretary	Solomons	M
Joseph Tangi	Guadalcanal Education Representative	Solomons	M
Herrick Savusi	Guadalcanal Provincial Disaster Officer	Solomons	M
Glenda Taraumae	Guadalcanal Planning Officer	Solomons	F
Hudson Kauhiona	Ministry of Climate Change	Solomons	M
Loti Yates	NDMO	Solomons	M
Hellen Maebuta	Program Coordinator, Oxfam	Solomons	F
Luke Soni	Red Cross	Solomons	M

Unity	Savings Group Chair; Secretary to Village Chair	Solomons	F
Patrick	Church elder/choir master	Solomons	M
Samuel	Village Chief	Solomons	M
Jeffrey Tam	Chairman of community council	Vanuatu	M
John	Chair CDCCC (also Chief)	Vanuatu	M
Reuben Kalo	Chairman of community council	Vanuatu	M
Shadrack Welegtabit	NDMO Director	Vanuatu	M
Ian Abbil	Acting Director, Department of Local Authority	Vanuatu	M
Alan Sope	Pango Area Secretary	Vanuatu	M
Ian Kalsuak	Acting PDO, Area Council Development Worker	Vanuatu	M
Kendra Gates Derausseau	Operations & Program Quality Manager, World Vision	Vanuatu	F
Tristelle Karae	Humanitarian trainer, Oxfam	Vanuatu	F
Priscilla Sampson	VHT & VCAN Coordinator, Oxfam	Vanuatu	F
Elizabeth Faerua	Country Director, Oxfam	Vanuatu	F
Daniel Amos	Program Director, Oxfam	Vanuatu	M
Hannington Alatoa	Community Liaison Officer, Oxfam	Vanuatu	M
Danielle Roubin	Gender and Protection Program Manager, Oxfam	Vanuatu	F
Liha Kaltoi	Gender and social inclusion coordinator, Oxfam	Vanuatu	F
Cedric Paniel	Gender Justice and Livelihoods Officer, Oxfam	Vanuatu	M
Dorah Wilson	Humanitarian Program Manager, Oxfam	Vanuatu	F
Amos Kalo	Resilience Program Manager, Oxfam	Vanuatu	M
Georgia Noy	Program Quality Manager, Oxfam	Vanuatu	F
Jill Wai	Program Quality Coordinator, Oxfam	Vanuatu	F
Jodi Devine	Program Manager, WSB	Vanuatu	F
Yvette	Program Coordinator, WSB	Vanuatu	F
Haroon Khan	CA-MEL Project Manager, Oxfam	Non-field	M
Alivelu Ramisetty	Global Gender Advisor, Oxfam	Non-field	F
Jose Chacon	Manager, DRR and Resilience Unit (CAMEL+ERF projects), Oxfam	Non-field	M
Nahuel Arenas	Director, Humanitarian Department, Oxfam	Non-field	M
Pierluigi Sinibaldi	Resilience/EFSVL Advisor (CAMEL+ERF projects), Oxfam	Non-field	M
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Tara Gingerich	Humanitarian Researcher, Oxfam	Non-field	F
Rodolfo Valdez	Independent Consultant, Oxfam	Non-field	M
Tom McColl	Pacific Portfolio Manager, Oxfam	Non-field	M
Annette Salkeld	Climate Change Program Advisor, Oxfam	Non-field	F
Jovesa Saladoka	Fiji Country Director, Oxfam	Non-field	M
Inosei Yabakivou	EFSVL Officer, Oxfam	Non-field	M
Kata Duaibe	Regional Humanitarian Director, Oxfam	Non-field	F
Colin Collett Van Rooyen	Pacific Change Director (former Country Director-Vanuatu)	Non-field	M

3. EVALUATION TERMS OF REFERENCE

Final Project Evaluation:

Central America – Melanesia (CA-MEL) Resilience Building Program

Project title	Central America-Melanesia Resilience Building Program
Geographical coverage	Central America: El Salvador, Guatemala Melanesia: Solomon Islands, Vanuatu (note: ERF component of project was also extended to Fiji)
Project lifespan	01 Sep 2014 – 31 Aug 2017
Project budget	USD 4m + USD 600K for Emergency Response
Evaluation commissioning manager	Jose Chacon
Evaluation manager	Haroon Khan
Expected dates of evaluation	May – July 2017

Introduction

The 3-year Central America–Melanesia Resilience Building Program (CA-MEL RBP) has been implemented in 4 countries and will be coming to a close in August 2017. The project’s summative evaluation will be the last in a series of learning and review processes built into the project design. Other major learning initiatives have included country-level learning reviews, annual face-to-face learning events between regions, a mid-term evaluation, baselines and end line surveys. This Terms of Reference (TOR) specifies the objectives, process and management of the final evaluation of this multi-country project. The evaluation will be carried out by a team of evaluators travelling to both regions and will be participatory, with the inclusion of the voices of communities and other program stakeholders.

Background

The 3-year resilience building program funded by the Margaret A. Cargill Philanthropies (MACP) is being implemented in El Salvador, Guatemala, Solomon Islands and Vanuatu. Both regions have adapted Oxfam’s resilient development framework to local contexts. Central America has traditionally had a strong livelihoods focus, in combination with capacity building and strengthening collaboration with local authorities. Melanesia has been building on locally developed domains of resilience and supporting local, regional and national networks in incorporating resilience approaches in addition to community-based components. By applying contextually specific theories of change, both regions are bringing about absorptive, adaptive and transformative capacity change through their programs.

In addition to the community-based and network influencing/support activities, CA-MEL includes a research component. The aim of the research was to identify key programming elements or drivers of resilience and define measures of “success” in resilience projects. Case studies are being developed of Oxfam and non-Oxfam experiences in Colombia, Bolivia and Fiji. The research is also expected to provide feedback on the recently developed *Oxfam Framework and Guidance for Resilient Development*.

Finally, the CA-MEL project also includes an Emergency Response Fund (ERF) which has been activated thrice: once in reaction to Tropical Cyclone (TC) Pam in Vanuatu, once in response to the drought in Guatemala and El Salvador, and once in support of recovery efforts following TC Winston in Fiji. With the exception of a small allocation in Guatemala, the ERF was not utilized directly in any other CA-MEL project location. In the case of Vanuatu, however, CA-MEL had barely started when TC Pam struck and the project had to be put on hold. Although Oxfam was not directly engaged with communities at the time, TC Pam had a significant influence on Oxfam’s role in Vanuatu and subsequent redesign of the CA-MEL project which re-commenced several months later.

Objectives

There are three main objectives of the evaluation:

1. Assess the extent to which the stated goals and objectives of the project have been met.
2. Identify the positive and negative impacts (intended or unintended) of the project.
3. Identify lessons learned and best practices of a multi-country and multi-region resilience building program.

In addition to assessing the significant and sustained changes in the lives of women, men, girls and boys that the program has contributed to, the evaluation will also consider questions of relevance, effectiveness, efficiency, sustainability, and learning (see detailed scope of evaluation below).

It is expected that the findings of the evaluation will help inform future decision-making and program development by identifying what does and does not work, and how to improve quality and impact. It will hopefully build Oxfam's institutional knowledge of effective DRR and resilience programming, and build the capacity of Oxfam staff, partners and communities to reflect on programming and use learnings to inform iterative program design and practice.

The evaluation will not include a review of financial systems or performance. This will be reviewed internally by Oxfam via a review of regularly submitted financial reports from various country teams. Any financial details of the project, however, can be made available to the evaluation team upon request.

The primary audience of this evaluation will be program and country management, project staff, partner organizations, and Oxfam HQ colleagues. Findings and recommendations are expected to be of utility to all stakeholders²³ in the design of future resilience programs, and will be shared with a wider community of practitioners in the sector including MACP (Margaret A. Cargill Philanthropies). It is anticipated that in the final closing events in each country, project teams will reflect on the findings of the evaluation and also share key lessons with community representatives.

Detailed Scope of Work

Guiding questions for the various aspects of the evaluation are presented below. Gender equity, accountability and sustainability will be considered cross-cutting issues throughout the evaluation.

Project achievements

In addition to the global objectives of the CA-MEL project, each country program had specified specific goals at local and national levels. The evaluation will review and assess progress and achievements at each level.

1. To what extent has the project been able to meet intended objectives?
2. The project also included some "informal" objectives such as the refinement of the resilience framework, capacity building of partners, development of adequate MEL systems, cross-country exchange of lessons and experiences. To what extent have these been realized?
3. Identify any goals or targets that could not be attained. Why?
4. What have been the key implementation challenges and how have these been addressed?
5. Were gender and vulnerability appropriately considered into the project?
6. What have been the achievements of the Emergency Response Fund (ERF)? In what ways could the facility have been designed better, and how could a stronger integration with CA-MEL have been realized? What are the recommendations for doing this differently in future?

Project impact

The overall objective of the CA-MEL Program was to increase the resilience to natural hazards of highly vulnerable communities in the four project countries. With the use of project monitoring data and field observations, this evaluation will examine the impact of the project on the resilience capacities of women and men.

²³ Partner organizations, Oxfam country offices, Resilience Knowledge Hub, government counterparts at local and national level.

7. What evidence of change (positive or negative, intended or unintended) can be observed in the absorptive, adaptive and transformative capacities of individuals (women and men), households, communities or institutions? To what extent has CA-MEL contributed to these changes?
8. Which social change processes or stakeholder collaborations have been most instrumental in bringing about the observed change?
9. What are the perceptions of women and men of the changes in their lives (rights and wellbeing) which have been realized during the past three years? Are these perceptions the same or different than the change captured/reported by project reporting systems?
10. What is the likelihood of sustainability of the change brought about by the project? Are there reasonable or robust exit strategies in place?

Lessons learned and best practices

While this is a summative evaluation, it is important to derive key lessons for future resilience programming. Evaluators should be explicit about exploring links between program results and learning practices.

11. What are the key lessons emerging from this project? In particular, what conclusions can be derived from this experience about effective DRR and resilience programming?
12. What are some of the common findings or trends across both regions?
13. What are the lessons or recommendations for Oxfam's resilience approach?
14. Which lessons or good practices could be easily replicated or adapted in other resilience building contexts?
15. What are some of the key conclusions of the research component and how do these relate to the implementation of this project? How should an accompanying research component be designed differently in future?

Deliverables

Based on the objectives and scope of work outlined above, it is expected the CA-MEL project evaluation will deliver the following outputs:

- **Report:** A report²⁴ of findings, assessment of impacts and performance, best practices, lessons learned and recommendations for action. The report will include separate sections/recommendations for each country program as well as the global CA-MEL resilience program. The final report will be produced in English, and will be translated into Spanish by Oxfam.
- **Report summary for external audience:** A summary (or an "enhanced" version of the executive summary) of the report with conclusions and recommendations that can be used for a wider external audience. Approximately 3-4 pp.
- **Webinars:** A verbal debriefing to all country teams via webinar. A separate webinar debriefing of findings will be presented to each region with country specific details, plus feedback on the overall global project performance.

Methodology

The CA-MEL project evaluation will follow generally accepted professional evaluation practices and standards including documentation review, interviews with stakeholders, field visits, surveys, use of participatory techniques and other approaches for gathering and analyzing data.

CA-MEL implementation experience and data availability in each of the two regions is quite different. Central America has accumulated more quantitative data and has carried out a baseline, mid-line and end line surveys (expected to be completed before the evaluation). A variety of narrative reports and data sets are also available on various initiatives. Whereas in Melanesia, baselines were carried out more recently (due to project startup delays), and in the case of Solomon Islands, three new

²⁴ The Evaluation Report will not exceed 35 pages in length, plus annexes. It should include an executive summary, detailed methodology, findings (country level and global), conclusions and recommendations, references and details of meetings and visits. Oxfam's evaluation report template will be supplied and used for this purpose.

communities – out of a total of five – were added to the program only recently (after the mid-term review in 2016).

The methodological approach for the evaluation in the two regions, therefore, will need to be different, with a more anthropological and qualitative approach applied in the case of Melanesia. A detailed methodology, assessment tools and roles for team members will be agreed between the evaluation team, CA-MEL Program Manager and the Commissioning Manager. The methodology will specify how partners, communities and stakeholders will be involved in the review, and how data will be sampled and collected in each country. Consultations will also include meetings relevant with HQ staff. The CA-MEL Program Steering Committee will be consulted in the methodology design process. The evaluation will take into account the minimum requirements established in Oxfam’s Common Approach to MEL and Social Accountability and evaluation.

The detailed methodology and evaluation plan will be shared with each country team prior to scheduling field visits and arranging logistics/modalities. All country teams will be requested to prepare relevant documentation packages prior to the commencement of the evaluation.

It will be essential that the process of data collection, as well as storage of data, is supported by careful ethical practice, including informed consent, anonymity and confidentiality, non-harmfulness, and protection of data and data storage. To protect the anonymity of communities, partners and stakeholders the evaluation report should not include names or identifying features of evaluation participants (such as community position or role).

It is anticipated that the evaluation team will consist of 2 evaluators with one designated as the Team Leader (see evaluation team composition below). Each evaluator will be responsible for each region (enabling a simultaneous evaluation to save time and travel costs). Both will exchange findings and do a comparative analysis of findings. In addition, the Team Leader will also be responsible for reviewing some of the global or cross-regional aspects of the project, including the ERF and research components.

At the conclusion of the evaluation, the Commissioning Manager will provide a written response to the evaluation report. The response will be circulated to all program and country management teams, project staff, and partner organizations.

Major findings and recommendations will be shared with stakeholders including primary change agents either in writing or verbally during project closing events scheduled at the end of the project.

Timeframe

The evaluation will take place in May-July 2017 with exact dates for field visits to be determined between the evaluation team and country teams. Preparatory work (designing methodology, assessment tools, preliminary documentation review, selection of interviewees, etc.) will commence in early May.

The Team Leader will coordinate directly with the country teams regarding scheduling of field visits, background documentation, data collection requirements and local logistics. The Program Manager will maintain an oversight of all travel and evaluation plans.

The time commitment of the Team Leader and second evaluator is estimated to be 54 days:

Task	Work Days	
	Team Leader	Evaluator #2
Methodology development	3	2
Documentation review	4	4
Field work (approx. 5 days/country)	10	10
Interviews with HQ staff, Program Manager, Research, etc.	2	1
Report writing (draft and final)	7	3
Webinar preparation and delivery (x2)	2	2
Travel days	2	2

All field work should be completed by mid-June and a draft report circulated by June 30. The webinar debriefings should take place by July 10, and report finalized by July 15 2017.

A timeline for the evaluation process is proposed below:

Evaluation process	months/weeks				
	March	April	May	June	July
Finalization of TOR and selection of evaluators	█				
Completion of end line surveys by country teams		█	█		
Agreement on evaluation methodology/tools		█	█		
Finalization of evaluation plan & schedule			█		
Documentation review			█	█	
Field work			█	█	
Report writing				█	
Report review					█
Webinar presentation					█
Report finalization					█

Evaluation Team Composition and roles

The evaluation team will consist of two experienced evaluators with extensive expertise in evaluating DRR, Climate Change and resilience programs. One of the evaluators will be the designated Team Leader.

The Team Leader will have final responsibility for designing the evaluation methodology, oversight of the process and report writing. S/he will be responsible to ensure the integrated nature of the assessment, analysis and report. More specifically, the Team Leader will:

- Maintain oversight of the evaluation and manage relations with country teams.
- Develop a detailed methodology in consultation with country teams and Commissioning Manager.
- Be responsible for the evaluation deliverables including preparation of the final report and webinars - incorporating inputs from country teams.

Competency requirements for Team Leader:

- Experience in evaluating complex, multi-dimensional humanitarian and development programs.
- Experience in leading and managing evaluation teams.
- Strong background in monitoring, evaluation and learning systems.
- Knowledge of Oxfam programming.
- Bi-lingual (English and Spanish).

Submission of proposals

Qualified evaluators will be requested to submit an evaluation proposal including their methodological approach, profile of evaluation team, and financial proposal. The quality of proposals will be assessed using CAMSA's assessment tool. **The deadline for submission of proposal is March 24, 2017.**

Management and Supervision of Evaluation

The Commissioning Manager of the evaluation is Jose Chacon, Manager, DRR and Resilience Unit of Oxfam America. The Evaluation Manager will be Haroon Khan (responsible for ensuring evaluation and all deliverables are completed on time, etc.). The Program Steering Committee (PSC) will be consulted in the design of the detailed methodology and informed of progress. As CA-MEL Program Coordinators for each country, PSC members will facilitate the evaluation in each country (compilation of all necessary documentation, in-country logistics, facilitation of field visits and data collection, appointments with stakeholders, etc.).

4. DATA COLLECTION TOOLS

Tool	Stakeholder group
Literature review	-
Key informant interviews	Oxfam staff Partners Government Community leaders
Field visits	Communities
Focus group discussions	Communities
Participatory exercises (Spider-web, 'Hands-up, hands-down')	Communities

For copies of each of the data collection tool guides, please email Marilise Turnbull mturnbull@atrato.ca (Central America and Global) or Charlotte Sterrett charlottelsterrett@gmail.com (Melanesia).

5. EVALUATION LIMITATIONS

Time constraints

- It was not possible to visit rural communities in Malekula due to the time required to travel to and from the island and to and from communities. This has limited primary data collection to only peri-urban communities in **Vanuatu**.
- Even though the time estimated in the terms of reference was increased by the evaluation team, the time limit for the field component overall meant that a limited number of communities could be visited in **Central America**.
- In **Vanuatu**, rural communities were not considered for the sampling because of distance and logistic constraints, which has meant that only urban communities were included in the evaluation. This may have resulted in the loss of some important findings and learning.
- In **all countries**, it was difficult to assess issues of equity and participation given the different and/or complex governance structures at a community level, and the lack of time to study these during the data collection component of the evaluation. While issues of gender equity featured in project documentation, other issues of participation and inclusion were less well-covered.
- Overall, while the evaluation team were able a significant number communities involved in the program, providing conclusive findings across all key questions was not always possible. This was partly a result of the complex nature of the project (numerous implementing partners across different communities in four different countries, but also due to the limited amount of time available to collect data.

Differences in country project content

- While there was one overarching goal, the design (initial, and adapted) and content of each country program was different. This only became apparent after all literature was studied. To manage this situation, 'master' (comprehensive) data collection tools for each method were created, and adaptations made to focus on the project activities implemented in each community, in each of the four countries. New components were added in **Central America** part-way through the project. Indicators for these were not included in the baseline or endline.

Data constraints

- In the **Solomon Islands**, an end-line survey was not completed. In Vanuatu, while a modified end-line was underway around the time of this evaluation, results were not available in time to include in this report. This has had a significant impact on the availability of quantitative data, and the ability to assess the objective 1 of the evaluation (effectiveness).
- In the **Solomon Islands**, an up-to-date activity schedule listing all activities and participants disaggregated by sex was not available in time for the evaluation, which made it difficult to assess the equal participation of different genders in project activities.
- In **Vanuatu**, it was difficult to speak with community members, with one community not able take part as per the evaluation plan. This was due to the peri-urban status of the communities, with many working during the day and/or more mobile than rural communities. This was partly mitigated by revisiting communities at night time and re-arranging interview times. As a consequence, this reduced the number of key informants, and has impacted on the amount of data collected at a community level.
- In **Central America**, similar issues were present, with many men not able to take part in the evaluation due to working away in the fields. In addition, partners partly chose house visits and those who attended FGDs, which meant that the large majority of those who took part in the evaluation were project participants

Language constraints

- In the **Solomons Islands** and **Vanuatu**, the external evaluator did not speak the local languages and translations were done Oxfam staff (not a professional translator). This meant that some nuances and information may have not been translated.
- In **Solomons Islands** and **Vanuatu**, not all data collection tools were not translated into local languages. This may have impacted on the accuracy of questions asked and a wider interpretation of the data collected.

Pro-project bias

- In the **Solomons Islands** and **Vanuatu**, some of key informant interview at a community level were shared between the external evaluator and Oxfam staff members. While there were strategies in place to avoid bias in the data collected – for example, partner staff did not conduct key informant interviews where they thought their presence would skew the data – this cannot be ruled out completely.

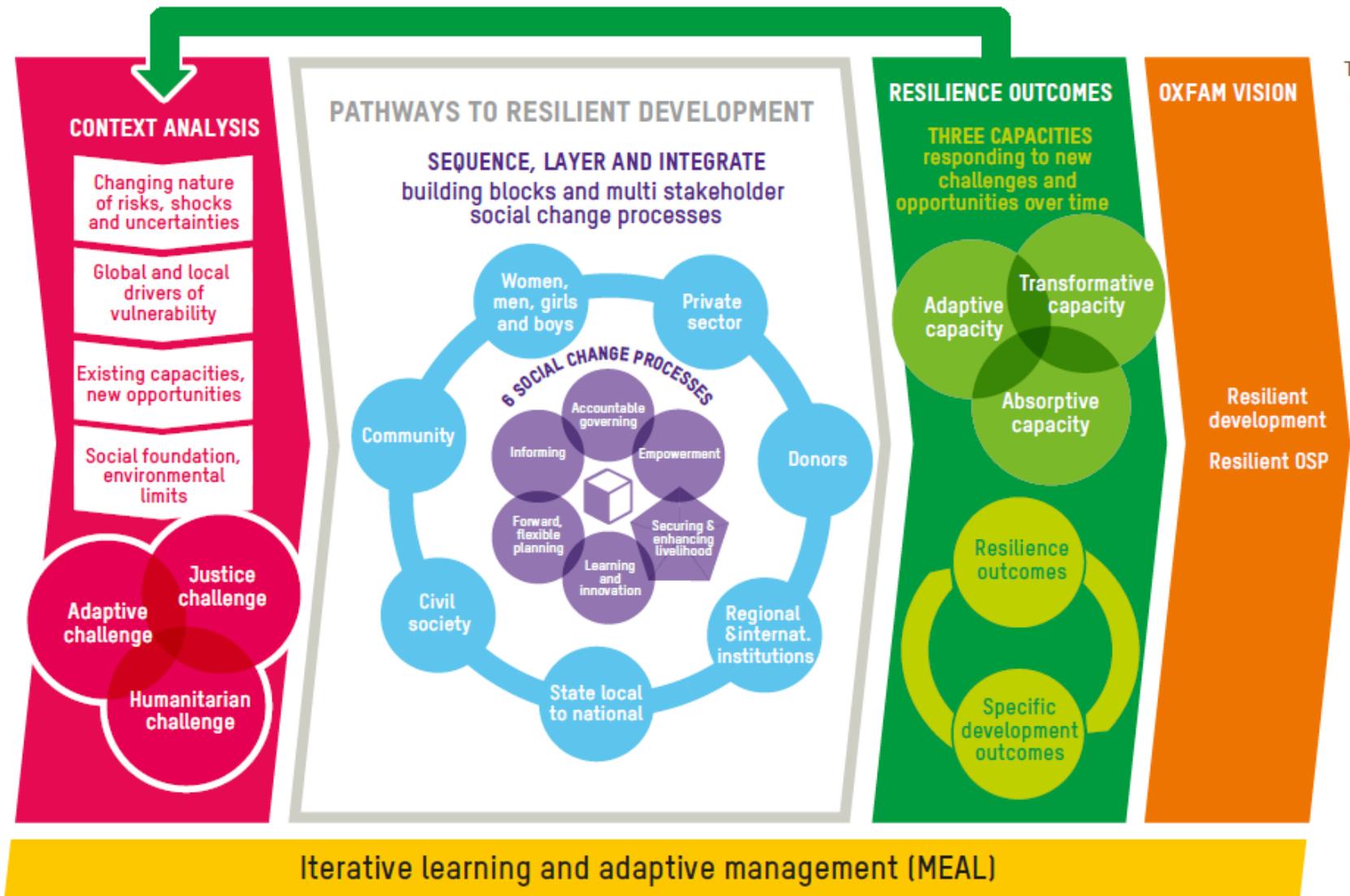
6 CRITERIA FOR QUALITY ASSESSMENT

The following criteria were used by the evaluation team members to assess the level of quality of all project 'building blocks' or components. Those components fully meeting the criteria were regarded as 'excellent', while those lacking one or more aspects were regarded (depending on the number and importance of the aspects lacking) as 'good', 'satisfactory' and 'poor'.

Building blocks/ components	Criteria (only 'excellent' are listed)
Risk awareness and analysis	<u>Excellent:</u> PCVA or equivalent carried out in participatory manner by men and women who represent and are accountable to the community. The PCVA process is updated at least biannually and after hazard events, and incorporates multi-hazard analysis and gender-sensitive, differentiated vulnerability and capacity assessment. The whole community (including children, PWD and other vulnerable groups) is aware of the results of the PCVA.
Community action planning	<u>Excellent:</u> Regular (e.g. quarterly) accompaniment of men and women who represent and are accountable to the community, and who are mandated to plan for and oversee community development. The planning is based on an understanding of the risks the community faces and incorporates measures to promote resilience.
Community capacity building/training	<u>Excellent:</u> Regular and structured training of men and women who represent and are accountable to the community, on aspects of resilience-building such as leadership, gender, inclusion, advocacy, etc.
Disaster preparedness training and simulation	<u>Excellent:</u> Regular and structured training of men and women who represent and are accountable to the community, on aspects of preparedness such as risk analysis, early warning, contingency planning, logistics, emergency shelter, emergency WASH, etc. The effectiveness of the training is tested at least annually by a simulation exercise, after which lessons are identified and corrective action taken.
Community infrastructure (evacuation centre/ safe houses)	<u>Excellent:</u> Technically sound, hazard-resistant interventions, designed and implemented with participation of men and women from the community, that meet the emergency needs of a significant proportion of the most vulnerable members of the community. Facilities/ equipment/services are accessible to children and PWD.
Community group formation & strengthening	<u>Excellent:</u> Promotion, accompaniment, mentoring and training of gender-balanced and inclusive committees to represent and be accountable to their communities on issues of disaster preparedness.
Access to safe water/improvement of water supply	<u>Excellent:</u> Technically sound, hazard-resistant interventions, designed and implemented with participation of men and women from the community, that meet the water needs of a significant proportion of the most vulnerable members of the community. Facilities/ equipment/services are accessible to children and PWD.
Sanitation: toilets	<u>Excellent:</u> Technically sound, hazard-resistant interventions, designed and implemented with participation of men and women from the community, that meet the sanitation (including handwashing) needs of some of the most vulnerable members of the community. Facilities/ equipment/services are accessible to children and PWD.
Sanitation: hygiene, cleaning	<u>Excellent:</u> Regular (e.g. monthly) training and/or awareness raising

campaign	<p>activities for vulnerable groups on relevant hygiene issues. Knowledge and/or skills developed are regularly/consistently put into practice by the target group.</p> <p>Regular activity to collect and safely dispose of solid waste, carried out by men and women from the community. Community members (men, women, children) progressively demonstrate safer waste disposal practices in their homes and in public spaces.</p>
Health: medicinal/vitamin-rich plants, clinic/referral	<p><u>Excellent:</u> Men and women successfully and continuously cultivate a range of plants that have accepted medicinal and/or nutritional value; the most vulnerable members of their households (and others) consume the plants, with observed benefits for health and/or nutrition.</p> <p>Men, women, and children have access to a health clinic that provides them with good quality and timely services, and referral services for specialist appointments.</p>
Climate smart, hazard resilient agriculture	<p><u>Excellent:</u> Ecologically-sound agricultural practices that reduce vulnerability to known and anticipated climate risks and other hazards are imparted via regular training and demonstrations, and put into practice by a significant proportion of men and women in the community, including some of the most vulnerable (such as PWD). Men and women users demonstrate understanding of the need for, and benefits of, such practices.</p>
Livelihood diversification	<p><u>Excellent:</u> Activities and strategies to reduce dependence on one or few livelihood streams are imparted via regular training and demonstrations, and put into practice by a significant proportion of men and women in the community, including some of the most vulnerable (such as PWD). The combination of livelihood streams in each household increases their ability to prepare for and recover from shocks and stresses to livelihoods.</p>
Enterprise development and market access	<p><u>Excellent:</u> Regular, structured training and technical accompaniment for women and men, to start up, consolidate and sustain collective income-generating initiatives of their choice. Feasibility and market access studies are carried out. Results of the initiatives are regularly analysed and learning is acted upon. Activities are risk-informed, profitable and sustainable. The participants include some of the most vulnerable community members (such as PWD).</p>
Savings groups	<p><u>Excellent:</u> Regular, structured training and technical accompaniment for women and men, to start up, consolidate and sustain savings groups. The participants include some of the most vulnerable community members (such as PWD). Groups operate democratically, participation is constant, and conflicts are resolved peacefully.</p>
Collaboration between communities, NGOs and local/provincial government	<p><u>Excellent:</u> Regular (e.g. quarterly) support and accompaniment for men and women who represent and are accountable to the community, to coordinate with other communities, locally-present NGOs and local-provincial government. A range of strategies are used to engage all relevant stakeholders, particularly government.</p>
Support for resilience coordination & collaboration mechanisms	<p><u>Excellent:</u> Establishment (if necessary), regular (e.g. quarterly) participation by Oxfam, partners and/or the communities in national level collaboration platforms and mechanisms related to resilience-building.</p>

7. OXFAM INTERNATIONAL FRAMEWORK FOR RESILIENT DEVELOPMENT (OIFRD)



8. BENEFICIARY PERCEPTIONS OF RESILIENCE

Solomon Islands

Social change process	Women	Men	Average
Securing and enhancing livelihood	3.21	3.17	3.00
Informing	3.47	3.60	3.50
Gender justice and empowerment	2.56	3.15	2.77
Accountable governing	1.49	2.63	2.01
Learning and innovation	3.85	4.18	4.05
Forward, flexible planning	3.74	3.99	3.58
TOTAL	3.05	3.4 5	3.15

Vanuatu

Social change process	Women	Men	Average
Securing and enhancing livelihood	3.21	3.34	3.31
Informing	3.88	3.97	3.78
Gender justice and empowerment	2.83	3.49	2.86
Accountable governing	0.92	2.10	1.17
Learning and innovation	3.67	3.80	3.74
Forward, flexible planning	4.00	3.40	3.76
TOTAL	3.08	3.35	3.10

Guatemala

Social change process	Women	Men	Average
Securing and enhancing livelihood	3.16	2.00	2.58
Informing	2.50	2.16	2.33
Gender justice and empowerment	3.16	4.00	3.58
Accountable governing	1.33	1.16	1.25
Learning and innovation	4.00	3.33	3.67
Forward, flexible planning	2.66	3.00	2.83
TOTAL	2.80	2.58	2.71

Note: Tools to assess community perceptions of resilience were designed after the field visit to El Salvador (during which other data collection tools were also piloted), hence El Salvador does not feature among these results. See Section 3.2.3 on p.53 for details.

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