

Irish Aid Policy Brief: Building resilience

Introduction

This policy brief is primarily intended to help develop a common understanding of resilience across Ireland's Department of Foreign Affairs and Trade (DFAT). It sets out the rationale and policy context for building resilience, introduces five principles that underpin a resilience approach and explores some of the opportunities and challenges inherent in adopting a resilience approach across Irish Aid. It draws on international literature and the work of other donors and partners but it is tailored to Irish Aid, offering our own working definitions and examples, based on our approach and experience to date. While primarily an internal document, it is written with a view to being shared with Irish Aid partners to inform programme design and policy positions.

While great strides have been made in reducing global poverty and increasing social and economic opportunities, progress has been uneven across and within countries. Millions of people have been left behind, including in countries experiencing rapid economic growth. Many lead a fragile existence, with progress in better years or months lost or eroded on a regular basis. Each year brings an increasing number and scale of humanitarian emergencies, resulting in immense suffering and posing a significant threat to social cohesion and longer term development.

Many of the reasons for this uneven progress are structural, including entrenched gender inequality, poor governance and accountability, unequal power relations, exploitative markets, vested political interests and historical conflict. Some are longer term stresses, including climate change, population growth, urbanisation, protracted conflict and depletion of natural resources. In addition, poor households and nations have to contend with a range of shocks such as inflation, health epidemics, natural disasters and violence.

Increasingly, these stresses and shocks are recognised as part of the context in which we work, to be addressed in an integrated manner, rather than being seen as an unexpected turn of events. The poor and vulnerable, particularly poor women and girls, the elderly and people with disability are disproportionately exposed to these shocks and stresses as well as structural inequalities. More focus is now placed on empowering individuals, communities, institutions and countries to anticipate, absorb, adapt to and mitigate or transform these shocks and stresses, a process known as building resilience.

A working definition of resilience for Irish Aid is thus proposed as:

Building resilience empowers people, communities, institutions and countries to anticipate, absorb, adapt to, or transform, shocks and stresses

Five principles underpin a resilience approach:

1. Start with the context
2. Be responsive
3. Invest in partnership
4. Foster coherence and collaboration
5. Act on feedback

Building resilience is a complex process requiring robust analysis, thought and planning. We can't expect people on their own to be resilient; we must also look at the systems and institutions that affect them. This takes time and, to be successful, it relies on the contribution of a number of factors working together. This paper attempts to define a way of working – a resilience approach - to facilitate this. Empowering people and placing them, and their humanity, at the centre of our efforts, is at the heart of this approach.

A resilience approach helps to shine a spotlight on the root causes of poverty, inequality and exclusion from the perspective of our beneficiaries and to put more emphasis on preventative measures. It goes beyond supporting people to manage a risky or unfair environment.

Systematically working in this way – adopting a resilience approach - will deepen our understanding of our target group in order to develop interventions and policy positions that are intentionally designed to empower them, and the institutions they rely on, to manage the shocks and stresses that directly affect them, while identifying opportunities to deliver deep, systematic and long-term change at scale. A resilience approach is particularly important for working in situations of fragility.

Policy context

*Agenda 2030*¹, with a promise to 'leave no-one behind', the *Paris Agreement* and the UN Secretary General's call for our common humanity compel us to find a way out of situations of chronic poverty, hunger and protracted crises that have driven human suffering and humanitarian needs steadily upwards.

Ireland's 2015 Foreign Policy, *The Global Island*² commits us to addressing the root causes of poverty, hunger and insecurity in developing and fragile countries so that we can help people and countries to realise their rights and potential. Reduced Hunger and Stronger Resilience is the first goal of Ireland's 2013 Development Cooperation Policy, *One World One Future* (OWOF).

There is significant momentum globally to improve the impact of, and linkages between, development and humanitarian assistance and to adopt more integrated, people-centred approaches. Irish Aid *Humanitarian Assistance Policy* recognises the need to engage before, during and after crises. At the 2016 *World Humanitarian Summit*, Ireland broadly endorsed the UN's Core Commitments, based on the UN Secretary General's [Agenda for Humanity](#). Ireland's specific commitments under the fourth of five core responsibility areas 'Changing People's Lives: From Delivering Aid to Ending Need' include a deepened focus on fragility, longer term planning, joint analysis and collective outcomes, supporting responsive country systems and increased investment in preparedness, community based adaptation, natural disaster and climate change risk management³.

Following internal consultations and discussions, DCD Senior Management agreed in April 2016 that adopting a resilience approach across the Irish Aid programme is intrinsic to delivering on our commitments.

¹ See March 2016 revised indicator list for Agenda 2030 with targets to reduce poverty in all its dimensions and to build resilience of the poor and vulnerable to reduce their exposure to shocks and stresses E/CN.3/2016/2/Rev1 Targets 1.5 and 13.1

² www.dfa.ie

³ See Annex 2 for a full list of Ireland's commitments

Absorptive, Adaptive and Transformative Capacity – a worked example addressing hunger

The first goal of *One World, One Future (OWOF)* is to reduce hunger and strengthen resilience. In our world of plenty, up to 800 million people remain hungry. This failure of humanity was highlighted in the 2008 Government of Ireland Hunger Taskforce Report. A key message of the report was that hunger is fundamentally a failure of governance.

Hunger has different causes in different contexts. These may include poor rains, pests, animal disease, inefficient farming practices, absence of rights to land, exploitation of food markets and price manipulation, conflict, violence or insecurity, corrupt or absent public services, low availability/affordability of improved inputs, unequal access by women to resources or decisions, early marriage, low levels of education, low household income, etc.

Building resilience to address hunger involves a long-term deliberate process to understand and tackle its root causes. We need to start by identifying whose resilience we want to build and then explore in more depth the shocks and stresses most relevant to those institutions or people, from their perspective. Interventions are then tailored to that target group and context.

Building **absorptive capacity** empowers people, communities and states to anticipate and absorb known shocks and stresses. This may include improved information at a local and national level on rainfall, drought, yield forecasts, market prices, natural hazards and climate change. Distributing food or cash transfers, providing insurance or credit, ensuring reliable access to social services such as education, health, water, sanitation, nutrition and social protection can help poor and vulnerable households to survive a hungry season and help protect their assets – savings, livestock, harvest, health, school attendance, security. In insecure areas, protection from violence, safe access and local organisation will be important.

Building **adaptive capacity** empowers people, communities, institutions and states to make informed choices to manage future shocks and build flexibility. Introducing vaccinations and improved inputs, better farming practices, income generation activities, savings and loans, irrigation or landmine clearance may protect and build assets. Improved nutrition, health, education and training contribute to increased productivity and innovation. Stronger national and local planning processes based on robust information can incorporate adaptation actions.

The ability to anticipate, absorb and adapt to shocks is critically important. However, this will only help vulnerable people and countries to respond to an unfair context. It does not fundamentally challenge inequality, power dynamics and root causes of hunger. Building **transformative capacity** empowers communities, institutions or states to identify the root drivers of shocks and stresses and mitigate them, or address inequitable sharing of risk and power. This involves addressing the underlying forces of corruption, inequality, insecurity, isolation, conflict, high fertility, political capture and exclusion that are limiting the extent to which poor people have access to adequate land, labour, public services, training, inputs, credit and fair prices. Tackling root causes may require land reform, targeted subsidies or market interventions, social accountability initiatives, improved access to information, etc. Some root causes of hunger arise at global and regional level and require sustained political engagement.

All three capacities are critical as they reinforce one another. A well-designed intervention, reflecting the five principles of a resilience approach, would link critical and mutually supportive elements of all three. The mix of capacities is likely to change with the scale of fragility, with more focus on adaptive and transformative capacity as a situation stabilises, civil society evolves, institutions are built and national capacity develops.

How can Irish Aid adopt a resilience approach?

Irish Aid's policy framework commits us to addressing the root causes of poverty and vulnerability. By systematically adopting a resilience approach, Irish Aid can be more ambitious in terms of the scale of change we seek and the lasting impact of our interventions. A resilience approach requires us to be more rigorous in our analysis, with stronger power and political analysis, and to place more attention on how we, and our partners, work.

As a medium sized bilateral donor, Irish Aid can contribute to building resilience at local, sub-national and national level through its policy engagement, support for national and local planning processes, funding instruments and by engaging with partners in the design of the interventions we support.

A resilience approach is relevant to a number of Business Units across Irish Aid. The five principles of a resilience approach should be taken into account in design and implementation of programmes and partnerships. The appraisal matrix for Humanitarian Programme Plan applications and Programme Grant applications included in Annex 2 incentivise a resilience approach. It is expected that Irish Aid country strategies, will include at least one outcome area focussed on building resilience. Policy positions should also advocate for a focus on addressing root causes of shocks and stresses and increased investment in preventative action.

This section sets out how Irish Aid can (i) adopt a resilience approach across our partnerships and programmes, (ii) advocate for a resilience approach through policy engagements and (iii) strengthen our systems and processes to support a resilience approach.

1. Adopting a resilience approach across our partnerships and programmes

Adopting a resilience approach in our partnerships and programming involves working with our partners to embed five key principles into our plans and interventions:

1. Start with the context
2. Be responsive
3. Invest in partnership
4. Foster coherence and collaboration
5. Act on feedback

These principles are explored in more detail below, illustrated by examples of good practice from within Irish Aid. Tools and references providing further operational guidance are suggested in Annex together with a glossary of the terms used in this paper.

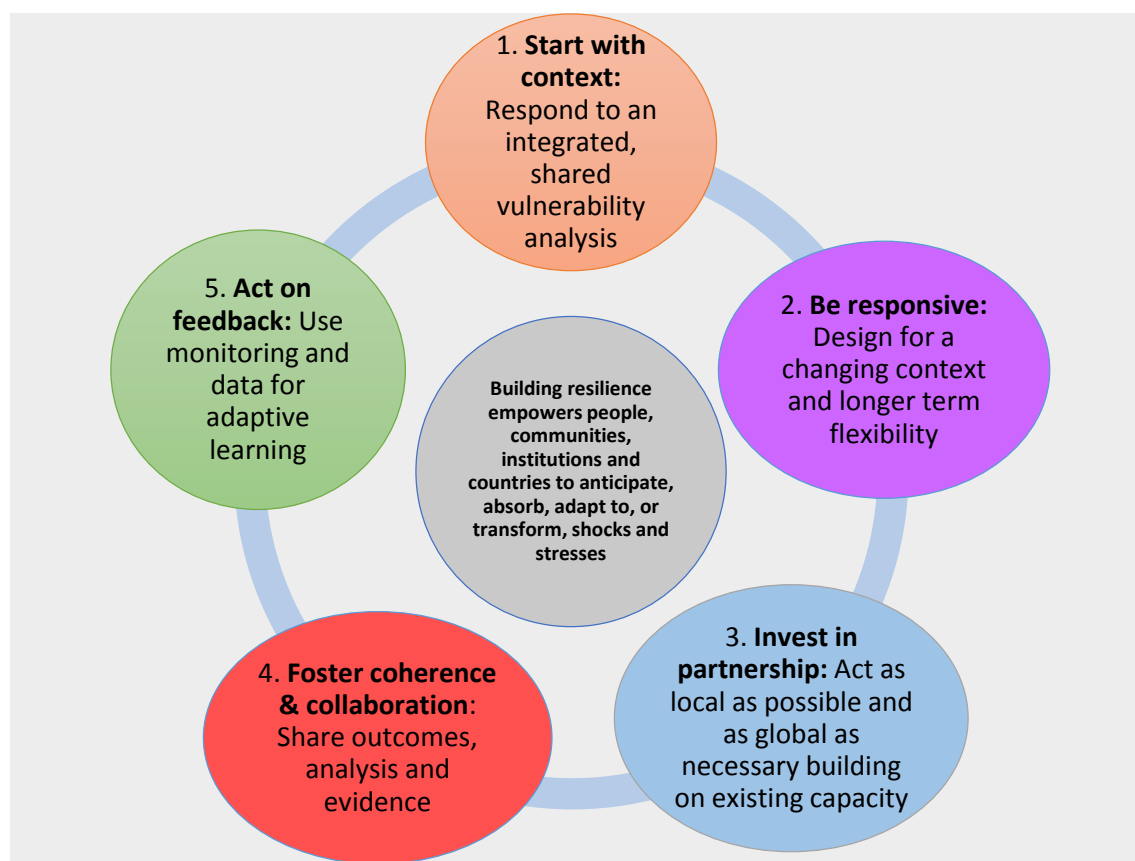


Fig 1. Five principles of building resilience

1. Start with context: Respond to an integrated, shared vulnerability analysis

- ✓ Improve our approach to **targeting**. Start by understanding whose resilience is to be built, to what shocks and stresses. Many of our proposals and country strategy papers include comprehensive sections on national indicators, the economy, drivers of poverty and vulnerability and political economy which are key to our planning. More could be done to clearly focus on an identified target group and explore in more depth the particular shocks and stresses affecting that group, from their perspective.
 - The 2016 Tanzania Directions paper includes analysis of poverty and drivers of inequality relevant to a target group in order to identify entry points to address immediate needs while challenging social norms and structural weaknesses.
- ✓ **Recognise shocks and stresses** as part of the context. Shocks and stresses need to be identified, ideally through a shared process⁴ which includes all perspectives. Invest with other donors and partners in a common shared analysis to be used by all partners, whether focused on development, humanitarian assistance, conflict, climate change, human rights or stabilisation, to improve effectiveness, coordination and cohesion. Ideally, this would be done through a transparent process with government, private sector and civil society present⁵. The full range of possible shocks and stresses are assessed for likelihood, scale and relevance to our objectives and target group. Relevant issues – e.g. natural disasters, low

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⁵ The OECD DAC Resilience Systems Analysis⁵ tool has been used to good effect by UN agencies and SIDA in a number of countries for this purpose. See <http://www.oecd.org/dac/risk-resilience.htm> for guidelines and country reports

capacity, HIV, climate change, poor governance and accountability, macro-economic instability, remoteness, insecurity, conflict etc. - should then be recognised as part of the context to be addressed if we want to achieve long term and sustainable change for our target group.

- ✓ Undertake a robust **vulnerability analysis** specific to a specific target group in the context of identified shocks and stresses, recognising the different vulnerabilities and capacities associated with gender, ethnicity, location, age, disability and other factors. It is important to distinguish between poverty and vulnerability. Those most exposed to, and impacted by, shocks and stresses may not be the poorest, but their viability may be important to the poorest – e.g. landowners employing day labour. Irish Aid's 2009 Vulnerability
- ✓ Invest in **longer term risk projections** and availability of data at local level.
 - Through the International Institute of Environment and Development, a climate risk analysis was carried out in Northern Province in Zambia and a longitudinal analysis is underway for Lake Hawassa. This data is used to develop medium and long-term climate change scenarios. Similar risk analysis is possible for community level conflict, financial systems, etc.

2. **Be responsive: Design for a changing context and longer term flexibility**

- ✓ Strengthen our programme **design and implementation**. A resilience approach requires stronger Irish Aid engagement in all stages of the programme cycle and more direct involvement in programme design and review. More emphasis needs to be placed on how results are delivered, what processes are used, the extent to which resilience principles are applied and who is involved. Interventions should be intentionally designed to respond to the needs and context of the identified target group using appropriate entry points and partners. Recognise the particular vulnerabilities and capacities of women and girls and ensure that their specific needs are addressed.
- ✓ Key **risks** relevant to beneficiaries should be identified, using the vulnerability analysis to assess their exposure to identified shocks and stresses. Medium and long term risk projections should be developed from available data and evidence in order to develop contingency plans for different scenarios. National and local planning processes should be appraised to see to what extent they take account of, and have resources in place to respond to, the risks identified. Many structural causes of poverty and vulnerability are intensely political and require a clear political economy analysis and incremental advocacy strategy with action at local and national levels.
- ✓ Create incentives to allow **longer term planning with flexibility** to change the type and scale of intervention in response to feedback, based on adaptive learning. In very fragile and volatile contexts, particularly protracted, chronic and recurrent crises, a mix of short term and longer term interventions is often appropriate.
 - Programme grants, CSF grants and partnerships through HQ and country strategy processes are increasingly multi-annual and allow for reorientation in the course of implementation, as long as a focus on high level results and outcomes is maintained. However, this flexibility does not always follow through to a local level and partners should be encouraged to address this.

- Irish Aid's multi-year grant to the International Rescue Committee for Gender in Emergencies allows windows for emergency, programming and advocacy with inbuilt flexibility. A medium-term funding framework for partner countries and protracted crises could facilitate planned transitions and mitigate the risk of rapid drops in funding to countries from humanitarian or development resources. Multi annual commitments to the Central Emergency Response Fund (CERF) and other humanitarian pooled funds are currently being considered as part of the WHS commitment to allocate 20% of Ireland's humanitarian funding multi-annually.
- The Productive Safety Nets Programme in Ethiopia and the INGO Consortium in Malawi have proven able to expand and contract and tailor interventions to match needs on an annual basis. Irish Aid's upcoming social protection strategy recognises the potential for emergency transfers to become national systems as fragile states stabilise and the potential for strong social protection systems to mitigate the impact of crises. However, national systems only have limited capacity and take time to establish; external responses may still be required if that capacity becomes overwhelmed.
- Community management of nutrition (CMAM) helps identify moderate acute malnutrition at household level and refer people to primary health centres and supplementary feeding before levels become dangerous.

3. Invest in partnership: Act as local as possible and as global as necessary building on existing capacity

- ✓ Incentivise genuine **partnership**, particularly at local level. Partnership has been a core value of Irish Aid for many years. In many cases, the relationship between our INGO, UN or government partners and local NGOs is more akin to sub-contracting. True partnership requires two-way trust, downward accountability, shared risks and a sufficient timeframe to allow for capacity to develop and a shared understanding of context to emerge, with a view to sustainability and responsible exit of external support. Many local, representative organisations have weak organisational capacity and are considered more risky and time-consuming to fund.
- ✓ Irish Aid should create incentives to progressively increase the resources, flexibility and decision making, that are **devolved to local level** using the principle of subsidiarity i.e. action should be as local as possible but as global as necessary. Efforts are already underway to implement WHS commitments on localisation and ensure that a greater percentage of our funding reaches local organisations who are present before, during and after our interventions.
 - At the World Humanitarian Summit, Ireland committed to develop multi-annual agreements in respect of at least 20% of its humanitarian funding by 2018 and to provide at least 30% of our humanitarian funding as non-earmarked funding from 2016 to ensure greater predictability and that our partners are empowered to use it where it is needed most.
 - Irish Aid's Programme Grant guidelines recognise that a strategic approach to partnership builds capacity and space for collective participation in development processes. The Programme Grant II guidelines include a target of 30% of incoming resources to be granted onwards to local organisations.

- The START fund includes grant windows for capacity building of local organisations and development of tools to support preparedness and early warning. Currently local NGOs receive some 50% of Start Fund allocations.
- ✓ Place more **emphasis on understanding, and investing in, capacity development** and the importance of sustained investment in evidence, systems and learning for individuals, social organisations and institutions. A resilience approach requires that we recognise and work with existing capacity and strengthen what is there before we introduce new systems, organisations or ideas. Ensuring that information and learning are rooted in, and feed back into, local level experience, is an important element of capacity building. As a donor, Irish Aid has a role in linking local level efforts to more transformative processes at national level.

4. Foster coherence & collaboration: Share outcomes, analysis and evidence

- ✓ A resilience approach provides a common framework that is relevant across all of Irish Aid's work. This allows us to identify **collective outcomes** across business units and sectors. Of particular interest is the potential of a resilience approach to bridge the humanitarian-development divide. This is addressed in the next section.
- ✓ Where possible, we should adopt a holistic approach (see box) with clear **coherence and linkages** between policy, programmes and resource allocations based on stronger, shared context analysis and focus on collective outcomes. Resilience offers a chapeau that links different partnerships or programmes – essential services, climate, protection, disability, livelihoods, nutrition, GBV, gender equality, governance, rights, markets, security – working with the same institutions or target groups. Working holistically does not mean that our programmes and partnerships need to address all the shocks and stresses that are relevant to our target group. Nor does it mean that all our efforts need to address the root causes of poverty and vulnerability. It means that we are aware how our intervention affects our target group and links to other factors

A **holistic approach** refers to a way of working in which all efforts are interlinked and connected. .

'What matters in a holistic approach is not the inclusion of all the parts of a system, no matter how comprehensive, but the fact that they relate to each other; the emphasis on the relationships; the understanding that it is such relationships that define the 'parts' of a system, and no 'part' exists or can be correctly analysed if separated from the relationships that define it. A programme that focussed on only one area of intervention could qualify as holistic if such an area was understood by its relationships with the relevant context. A programme that combined a large diversified portfolio of activities covering all possible sectors of intervention, but which still understood each of them as a discrete set of problems and solutions, would remain sectoral.⁶

- ✓ Encourage a mix of **humanitarian and development** approaches in fragile contexts, recognising the role of each approach while using common analysis and outcomes. A resilience approach is particularly relevant in our engagements in fragile situations and acute, chronic, recurrent and slow onset crises, whether there is conflict or not. Ongoing short term humanitarian assistance is an important tool but is inadequate by itself in such contexts; a longer term strategy with a balanced engagement is needed.

⁶ S. Krätli. (2015). *Valuing variability: New Perspectives on climate resilient drylands development*. Edited by H. de Jode, p. 65. Retrieved from <http://pubs.iied.org/10128IIED.html> (last accessed May 2015). London: International Institute for Environment and Development; cited in *Oxfam Framework and Guidance for Resilient Development*

There is significant potential to increase our effectiveness, sustainability and impact by improving linkages between longer term development and humanitarian assistance. All actors have a role to play in building resilience. The five principles set out in the policy brief remain relevant in humanitarian situations and we should encourage our partners, including local and national authorities where appropriate, to apply them and to seize opportunities to understand and address the root causes of fragility and vulnerability. Context should inform the approach taken. Where humanitarian assistance is delivered in response to an acute emergency, such as a natural disaster, or where it needs to focus on meeting immediate needs, it can and should still be delivered in a way that builds resilience and paves the way for early recovery. This is discussed further in Annex 2.

- Our political analysis suggests that the crisis in Syria will not be resolved within a decade. In addition to providing over €40m for humanitarian response, Irish Aid is supporting a multi-annual initiative called the Regional Development and Protection Programme (RDPP) which supports refugees and host communities in Lebanon, Jordan and Iraq. This approach recognises the long term implications for communities and countries affected by complex crises.
 - In South Sudan, 25% of our funding over the past four years was for longer term development through programme grant partners. Concern used their programme grant to build health systems with the South Sudanese health boards. When rapid surveys showed a dramatic deterioration in nutrition levels, they supplemented this programme with a humanitarian grant to provide additional emergency health and nutrition services.
 - In Northern Nigeria, funding is being provided for FAO's response in Borno state and surrounding areas to : (i) restore agriculture livelihoods of IDPs, returnees and host communities (ii) rebuild their ability to withstand shocks (iii) prevent the deterioration of the overall food security situation that has already reached extreme levels in some area (iv) contribute to peace building and conflict resolution efforts; (v) avoid longer-term reliance on external assistance. This complements other emergency assistance for areas affected by conflict funded through ICRC.
- ✓ Encourage **people-centered approaches** with accountability to beneficiaries and information shared with people and communities.
- The operational research programme in Tigray, Ethiopia allows farmers to set the research agenda of the Tigray Agricultural Research Institute and ensure that inputs and technologies are specifically designed to respond to their needs.
 - The Programme Grant appraisal process measures the extent to which beneficiaries participate in decisions that affect them at all stages of the programme cycle, through a process of engagement that is representative and inclusive, notably of women and girls and includes strong and systematic accountability to beneficiaries, partners, local and national authorities.
 - Social accountability mechanisms such as community scorecards allow for communities to access data and hold authorities and partners accountable for services delivered.

5. Act on feedback: Use monitoring and data for adaptive learning

- ✓ Encourage partners to include **learning objectives** in the design of their programmes, to better document what is working or failing, to promote good practice, innovation and to feed analysis, data and learning back to communities and authorities in order to build capacity, understanding and accountability. Be aware of the risks of mal-adaptation with unintended consequences of interventions sometimes increasing vulnerability to shocks and stresses e.g. new income generation activities can increase exposure to debt or inflation.

2. Advocate for a resilience approach in our policy engagements

As a respected donor focused on sustainable poverty reduction, Irish Aid has a role to play in advocating for a resilience approach to be embedded in development assistance and political engagements. Building on the five principles, this includes advocating for:

- Longer term commitment to situations of fragility;
- Strategies based on strong analysis that considers shocks and stresses and their inter-connections in an integrated manner and from the perspective of beneficiaries;
- An appropriate and balanced mix of financial support, recognising the need to be responsive to changing needs and contexts;
- A clear link between programmes and political engagement to address the root causes of poverty and exclusion.

3. Strengthen DFAT systems and processes to enable a resilience approach

DFAT is working in a range of contexts to deliver an ambitious policy agenda with limited resources and presence. A real value of adopting a resilience approach across Irish Aid is the possibility it provides to approach all of our work with a common framework that will maximise synergies and impact.

- ✓ Strengthen Irish Aid's **organisational focus** in line with OWO and Agenda 2030 by increasingly directing our resources towards the poorest and most vulnerable countries and populations to address root causes of chronic poverty, exclusion, fragility, conflict and natural disasters. Invest in, and use, shared analysis to inform our allocations.
- ✓ Improve our **results based management, monitoring and evaluation** for individual interventions by stress- testing our expectations and assumptions and ensuring that a focus on short term results does not come at the expense of robust, appropriate and sustainable processes of engagement.
- ✓ Strengthen our **organisational learning** and knowledge management by better capturing the results of our programmes and the approaches used to achieve those results and use this learning to inform our procedures, processes, partnerships, policies, programmes and funding decisions. Ways of working that involve broader engagement across programme teams in appraisals and evaluations could encourage more integrated learning and holistic approaches.
- ✓ Invest internally in processes to analyse investments and results in a way that allows **reflection and adaptive learning**. The CSP and Programme Grant processes allow time for this and have informed regular adjustments. A recent exercise mapping Ireland's

engagement in South Sudan allowed a full picture of our investments through different channels in order to facilitate reflection.

- ✓ Improve our **risk management** by deepening our understanding of the context in which a programme, intervention or strategic plan is, was, or will be, delivered. This helps to put progress and challenges in context and to manage risks for Irish Aid, and for beneficiaries, in a more appropriate way.
- ✓ Strengthen **communication of Irish Aid's work** to explain our approach in an accessible yet robust way. In addition to communicating tangible results, it is important to emphasise the dignity and capacity of the people we work with, and the structural and political change processes in which we engage. A resilience approach will promote a consistent way of thinking across the programme aligned with the Framework for Action outcomes. It can be used to break down the false dichotomy and perceived competition between sectors or between development and humanitarian resources.
- ✓ Improve **coherence and linkages** across the our humanitarian, development, policy, multilateral and civil society units, so that different types of programmes - humanitarian assistance, governance, livelihoods, peacebuilding, elections, health and education systems strengthening, climate change adaptation, gender based violence, etc. - are reinforcing each other and there is more synergy across all of our and our partners' programming. Efforts are underway to link our work on nutrition, climate change, social protection and disaster risk management to build the resilience of vulnerable people. An integrated approach to essential services is also being explored. Country level frameworks with shared high level outcomes could be considered for protracted crises and fragile states where full country strategies are not feasible. A recent desk review of our humanitarian, development and political engagement in South Sudan identified opportunities to better link our efforts under shared objectives.

Measuring resilience

The intention is that adopting a resilience approach will lead to more dynamic, responsive, integrated and sustainable investments that deliver lasting positive change for poor people and countries. Building resilience is not a simple process and careful measurement on two levels is required:

1. Whether a resilience approach is being adopted by ourselves, our partners, and by their partners (measurement of resilience in terms of the quality of the **process**);
2. Whether our efforts are building resilience at an appropriate level – individual, community, institutional or national (measurement of resilience as an **outcome**).

Measuring resilience as a **process** involves assessing to what extent the principles introduced in this note have been applied. For programme and project grants, the appraisal questions in Annex 2 provide useful guidance for this. The questions can be adapted for government partners, pooled funds, sector budget support and large programmes.

In measuring resilience as an **outcome**, we need to measure whether our target group of people, communities and countries have the capacity to protect and build their assets – property, knowledge, well-being, security and social cohesion – in the face of a range of shocks and stresses.

What builds resilience capacity depends on the context, who our target group are and what shocks and stresses are most relevant to them. Indicators for strengthened capacity might include early warning and monitoring information, emergency response and adaption plans, participation in decision making and institutions, levels of influence and networks, access to assets, access to public services or diversified revenue.

In terms of adopting a resilience approach for Irish Aid country strategies, strengthened resilience as an outcome for people, institutions and countries should appear at quite a high level in the logic model and in some countries, may be an overarching objective. It is not necessary to use the language of resilience as long as a systematic consideration of the five principles is evident.

Many outcomes of Irish Aid's Framework for Action, which guides implementation of OWOF, are indicative of strengthened resilience. Of particular relevance are outcomes 1, 2 and 10:

Outcome 1: When crises and conflicts occur, the loss of life is minimised and human suffering is alleviated;

Outcome 2: Poor citizens, communities and states are better prepared for, better able to cope with, and better placed to recover from stresses and shocks;

Outcome 10: Poor and marginalised citizens realise their rights and actively participate in the development of their societies.

Depending on the type of intervention or policy in question, outcomes 3, 7, 8, 9 may also indicate stronger resilience at individual, community, institutional or national level.

Outcome 3: Poor individuals, families, and communities have improved food and nutrition security;

Outcome 4: Better functioning, climate resilient food systems and markets are accessible to and benefit the rural poor;

Outcome 7: Poor and marginalised citizens are better able to attain a decent living, including improved health and education, and improved employment opportunities;

Outcome 8: Reduced inequalities between women and men in accessing resources and benefits of development;

Outcome 9: Public governance systems and structures are more responsive and accountable to citizens, in particular the poor and marginalised.

A number of useful resources are mentioned in Annex 4, including tools to measure people's perception of their own resilience (GOAL and ODI); characteristics of resilience that could be considered as indicators (SIDA, OECD DAC and ACCRA); tools to measure whether systemic changes have taken place and whether they have led to development outcomes (IIED).

Building resilience – examples from Irish Aid

There are many examples of resilience principles being applied across the Irish Aid programme and the list below is not exhaustive. In some cases, deliberate efforts were made to adopt a resilience approach and build resilience. In other cases, key resilience principles have been adopted as good practice through a process of learning and reflection. There are a few examples of programmes where all five principles of a resilience approach have been applied.

- **Allowing time for sustainable change.** Multiannual, typically five year, country strategy papers (CSPs) in our key partner countries offer an opportunity to build the resilience of our target group. CSPs generally include a comprehensive approach, with a range of demand- and supply-side governance initiatives, investment in the quality and coverage of key social services – health, education, nutrition social protection - and increasing household income or production. All these elements are themselves highly vulnerable to various shocks and stresses. The CSP process allows time for political economy analysis and poverty analysis and risk analysis to be undertaken. This multiannual strategic framework, with increasing flexibility on how outcomes are achieved over the five years, enables adoption of a resilience approach. The Programme Grant and Humanitarian Partnership Plan similarly allows a reasonable timeframe (5 years and 3 years respectively) for programme design and implementation. Unfortunately longer term monitoring is rarely in place to assess whether results were sustained over time.
- **Linking absorptive, adaptive and transformative capacity.** Conflict, political instability, natural disasters and slow onset events such as drought or climate change add to vulnerability, food insecurity and malnutrition. In many of our partner countries, e.g. Malawi, Ethiopia, strategies include a comprehensive approach to food security and nutrition that consists of targeted assistance to immediately tackle hunger for the most vulnerable; medium- to long-term investments in sustainable agriculture and rural development and programmes to address governance, gender equality and public sector reform. More investment could be made in surveillance and information systems for early warning and preparedness.
- **Combining humanitarian and development programming.** In seeking to link our humanitarian and development work, we are increasing collaboration and coordination across relevant units. This includes practical steps such as joint appraisals, joint monitoring visits and joint meetings, but also the development of joint approaches and collective outcomes that support our efforts to build resilience (particularly in protracted crises). In 2016, we have developed a new approach with our NGO partners whereby they will apply for humanitarian and development funding through a joint application process for the first time from 2017 onwards for protracted crises. Missions are increasingly incorporating humanitarian analysis and budgets into their 5-year strategies.
- **Investing in genuine partnership.** A number of NGO partners – Trócaire, Christian Aid – have strong partnership models based on long term engagements and investment in organisational capacity building with interventions based on partners' local understanding, networks and knowledge. A strong shared results focus is complemented by beneficiary accountability and grievance mechanisms. The appraisal questions in Annex 2 are a useful example of how Irish Aid encourages this. The Enhanced Community Resilience Programme (ECRP) funded by Ireland, UK and Norway in Malawi is an example of a multi-layered

approach to building resilience to climate risk. The approach includes short-term and long-term action at community, district and national level. Projects are identified through a community diagnostic exercise to identify the key shocks and stresses affecting each community. Decisions and capacity are devolved as local as possible while actions needed at district or national level are raised in sectoral meetings. A number of humanitarian pooled funds that we support are increasingly funding local organisations.

- **Strategic planning with a resilience lens.** The Malawi directions paper places poverty and vulnerability front and centre, with a particular focus on the food and nutrition security of rural Malawians. Resilience is understood in terms of building capacity to withstand shocks and stresses, particularly through cash transfer programmes, agricultural productivity, household energy, nutrition, climate smart agriculture, disaster risk management. Resilience capacity will also be built through good governance, gender equality and public financial management. The overall resilience of the national economy can be examined in economic and political terms. A development partner paper led by the Embassy on 'Breaking the Cycle' explored some drivers of recurrent humanitarian crises and suggested alternative strategies to transition to a multi-sectoral, multi-annual, national resilience building approach. In Mozambique, the concept of resilience is being used to foster integration between social protection and climate change adaptation. An Irish Aid study with IIED looks at options to link social protection and climate resilience objectives and interventions to benefit poor climate vulnerable households. Recommendations include ways of integrating climate risk management into social protection provision e.g. by assessing climate vulnerability as a component of the social protection programme eligibility criteria and linking social protection programmes with local adaptation plans.
- **Investing in research, knowledge and learning.** Research partnerships with Young Lives and the Sustainable Livelihoods Consortium in ODI are deepening our understanding of vulnerability and the changing contexts in which people live. Organisations such as CGIAR are investing in global knowledge on new and adapted seeds, policies and farming practices. IIED is co-hosting a learning platform to bring together experience on integrating climate change into development policy and programming. More could be done to document experience to date with our interventions to capture good practice and where more effort or knowledge is needed.

Next steps for promoting resilience in Irish Aid

A systematic approach to building resilience is needed in order to place it at the heart of our policy engagement and programming. A number of steps were proposed to SMG in April 2016. A number of these steps will be led by the DCD Policy Unit. Others will require engagement from across the Division.

The Policy Unit will offer support to other business units to help build resilience approaches and risk management into key processes, including:

- CSP guidelines, particularly vulnerability and poverty analyses, political economy analyses, , results based management and risk management;
- CSP implementation, particularly in relation to programme design and appraisal, partnership selection, contingency planning for emergencies and humanitarian crises, planning for flexibility and responding to feedback from monitoring;
- CSDEU and Humanitarian unit funding guidelines and appraisal tools; Progress has been made in linking our HQ NGO funding instruments, particularly the Humanitarian Partnership Programme and Programme Grants in order to allow more flexibility for partners to respond to country contexts. This will need follow on support and monitoring;
- Building understanding of synergies and distinctions between this note and the DFAT note on fragility and conflict once completed.

More work is needed to link HQ funded programmes through civil society and humanitarian unit to our country strategies and to ensure relevant principles are captured through DFAT's Grant Management System. In implementing a resilience approach, it will be important to extract learning on efforts to build resilience from our country strategies, civil society, humanitarian and global partnerships, particularly through the multilateral system. The climate change and development learning platform has made some good progress on capturing learning and case studies from Missions and partners.

In 2016, the Policy Unit will disseminate this paper and identify useful tools and guidance for colleagues. Intranet resources will be complemented by lunchtime seminars and sessions with missions and business units, to build a shared understanding of resilience across the organisation. Development and roll out of training modules on resilience approaches will be considered.

Efforts will be made to disseminate this note in tandem with other guidance being developed across the Policy Unit. A guidance note on integrating climate change into development identifies a process of six steps from risk identification to monitoring and learning. The upcoming social protection strategy recognises social protection as an important policy instrument to reduce extreme poverty and build resilience, with important state-building elements and flexibility to adapt to changing needs. Funding frameworks are being developed to situate HQ engagement on nutrition and climate change within an overall resilience framework. Opportunities to build resilience will be identified through policy and technical engagement on climate change adaptation, nutrition and disaster risk reduction.

All policy teams and business units are encouraged to draw on this note to identify opportunities to embed a resilience approach into their work.

Annex 1 – Glossary of key terms

A number of organisations have produced frameworks to guide their approach to building resilience. The terms used in this paper are defined here from Irish Aid’s perspective to aid understanding of the paper.

Absorptive capacity: the ability of individuals, households and communities to anticipate and withstand known shocks and stresses. Absorptive capacity tends to focus on individuals and households. Absorptive capacity is required to address ongoing shocks and prevent vicious cycles of chronic poverty and inequality from becoming entrenched. It creates stability for adaptive and transformative change. However, only limited progress can be made on absorptive capacity without also addressing root causes (see transformative capacity below).

Adaptive capacity: the ability of individuals, households, communities and institutions to make informed choices to manage future shocks and build flexibility. Adaptive capacity can rarely be built at individual level and involves communities and systems. Where systems are targeted e.g. markets, health systems, social protection systems, it is still with the express intention of designing better interventions for a clearly defined target group.

Assets are what we’re trying to protect by building resilience. They can include social networks, security, income, health, property, knowledge, etc. Assets can be interchangeable, e.g. social networks may be used to access cash and employment; income may be invested in education, etc. At community level, assets can be identified using a Sustainable Livelihoods Framework⁷. At national level, they include territorial security, economic security, risk awareness, governance, revenue⁸.

Fragility is well explained by the OECD DAC multidimensional fragility framework⁹ which considers a combination of five dimensions - access to justice, accountable and inclusive institutions, economic inclusion and stability. OWOF commits us to reorienting our efforts towards ‘developing countries that are experiencing greater degrees of hunger, fragility and instability, because of conflict, disaster or the harmful effects of climate change. These are the areas where the needs are greatest, and where human life and human rights are most at risk. These are also the areas where we can have the most impact’. Fragility can be considered in the context of this note as indicating the level of vulnerability of a state or region. A DFAT policy note on fragility and conflict is being developed.

Resilience is a positive outcome, characterised by the ability of countries, communities, institutions, women and men to anticipate, absorb, adapt to, or transform, shocks and stresses. Indicators of resilience change with context but generally include access to information, diversified assets, supportive institutions and a safe environment.

Risk is the potential for assets to be eroded, damaged, or lost as a result of a shock or stress hitting a vulnerable person, community, institution or country. Risk is the intersection of assets, shocks, stresses, and vulnerabilities. Shocks and stresses may exist, but if an individual, community, institution or country is not vulnerable, then there is little/no risk. Similarly, you can have a vulnerability, but if you have no threat, then you have little/no risk. Understanding risks from the point of view of our target group helps us to think of risk management options in a way that recognises resilience as a process that is long term and context specific.

⁷ See sustainable livelihoods guidance at <http://www.eldis.org/vfile/upload/1/document/0901/section2.pdf>

⁸ See <http://www.oecd.org/dac/May%2010%202013%20FINAL%20resilience%20PDF.pdf> for examples

⁹ See work in progress on a multi dimensional fragility model at <http://www.oecd.org/dac/governance-peace/conflictfragilityandresilience/sfr-multidimensional-fragility-framework.htm>

Risk analysis is a deliberate exercise to understand whether or how shocks and stresses will affect a person, community, institution or country. Risk analysis is a combination of the frequency and severity of the shocks and stresses as well as previous or emerging conditions that can make people or institutions vulnerable to them. It is important that a risk analysis identifies the level at which a risk can be managed. This should be as local as possible but as global as necessary. For example, individuals should have the tools and conditions to manage recurrent risks such as illness, theft, injury or small variations in crop yields. Communities could manage risks that require collective action such as land disputes, local pollution, flood defence or disease. Catastrophic risks can result in significant losses for large numbers of people. Risks associated with major natural disasters, terrorism, conflict, mass depletion of natural resources, are best managed by the state and often overwhelm existing resources and capacities of poor countries.

Shocks and stresses are what we're trying to protect against by building resilience. They are often inter-related and overlap. The impact of shocks and stresses is felt differently by different genders, ages or ethnic groups and it is important to understand underlying vulnerabilities. Some shocks and stresses affect a large area or population at the same time (conflict, natural disaster, inflation, climate variability). Some affect each household differently (illness, unemployment, gender inequality, corruption) in which case one household or community may be able to assist another.

Shocks are sudden events that affect the well being of individuals, communities, institutions or countries. Acute shocks include natural disasters, conflict, health epidemics and financial crises. These can have short or long term impacts on household income and assets, security and well-being. Shocks can be positive or negative but the focus in this paper is on negative shocks.

Stresses are long term trends that erode assets, capacity and viability of individuals, households, communities or countries and increases their vulnerability to other stresses and shocks. **Stresses** include exclusion, corruption, unequal power relations, gender based violence, gender inequality, malnutrition, climate change and climate variability, loss of agricultural production, urbanisation, population increases, political instability, conflict and violence and unequal trade terms.

Transformative capacity: the ability of individuals, communities, institutions or states to identify the root drivers of the shock and mitigate them, or address inequitable sharing of power and risk. Transformative capacity tends to deal more with systems, institutions, incentives and political economy.

Vulnerability is an underlying condition that allows a shock or stress to undermine or damage assets. An individual, community or nation is considered **vulnerable** if it is exposed and sensitive to the effects of shocks and stresses and has only limited capacity to absorb, adapt to, or mitigate them. . . . When vulnerable people, institutions or countries are exposed to shocks and stresses, their assets will be eroded, damaged, or lost. One aim of a resilience approach is to reduce vulnerability.

Annex 2 sample appraisal questions relevant for building resilience

The following questions are included in the 2016 appraisal matrix for Irish Aid's Programme Grant and Humanitarian Programme Plan submissions and, although particularly useful for NGO grants, can be adapted for application and appraisal forms in other units and Missions.

- ✓ There is evidence that ongoing analysis of the evolving context is carried out on a continuous basis.
- ✓ There is evidence that ongoing analysis involves beneficiaries, partners, and other key stakeholders and incorporates learning from experience of implementation.
- ✓ The applicant demonstrates how updated analyses inform programme implementation, and how it can adapt strategies to respond to changing / evolving circumstances.
- ✓ For the PG, there is evidence, where appropriate, of a commitment to provide increasing levels of on-granting to local partners and of appropriate systems in place to support this. Where there is no or very little (i.e. less than 30% of total incoming resources) on-granting to partners, an explanation should be provided as to why higher levels of on-granting are not possible or desirable.
- ✓ The applicant sets out the organisation's approach to strengthening and widening the participation of people in their own development in a manner that strengthens local civil society (particularly for PG).
- ✓ There is evidence that the programme(s) of work is/are rooted in a contextually based planning process, and involve(s) all relevant stakeholders in a deliberate and meaningful manner at all stages of the programme cycle.
- ✓ There is evidence of a strong organisational commitment to support and foster innovation and to identifying, developing and scaling up innovative approaches.
- ✓ There is evidence of strong and systematic accountability to beneficiaries, partners, local and national authorities (the latter as appropriate) and other stakeholders – encompassing communication, participation and feedback.
- ✓ It is clear how beneficiaries participate in decisions that affect them at all stages of the programme cycle, through a process of engagement that is representative and inclusive, notably of women and girls
- ✓ Mechanisms/structures (including complaints response mechanisms) are in place to solicit feedback (formal and informal) from stakeholders; this informs programme design and implementation and strengthens the RBM approach.
- ✓ The applicant sets out how it identifies and builds an understanding of the range of shocks and stresses affecting beneficiaries.
- ✓ The applicant sets out an approach to resilience that has clarity on the level it is working at (household, community, national) and the capacity it seeks to strengthen (absorptive, adaptive and transformative).
- ✓ Programme strategies and approaches strengthen the ability of individuals, communities and/or governments to anticipate, absorb, adapt to, or transform the range of shocks and stresses identified.
- ✓ Where appropriate (particularly in fragile settings and protracted crises), the applicant clearly sets out how its development programme links with humanitarian action in-country, including how prevention, preparedness and early recovery are addressed.
- ✓ HPP partners outline how the programme of work will address acute humanitarian needs while contributing to building resilience.
- ✓ Where appropriate, partners set out linkages between Irish Aid funding mechanisms.

Annex 3 – Applying a resilience approach to fragile situations & WHS Commitments related to building resilience

Irish Aid recognises the need for humanitarian assistance before, during and after crises and for increased investment in preparedness and prevention. A resilience approach is consistent with our WHS commitments. The New Deal Principles and Peacebuilding and State-building Goals¹⁰ underpin Ireland's approach to conflict and fragility. The upcoming DFAT policy brief on conflict and fragility includes guidance for working at country level.

A resilience approach is particularly relevant in our engagements in fragile situations and acute, chronic, recurrent and slow onset crises, whether there is conflict or not.

Guidance is being developed to guide Ireland's engagement in situations of fragility. Some key points are included here to complement the five resilience principles when working in regions affected by conflict or extreme fragility :

- ✓ Recognise and support national ownership and country owned plans, with the international community working as a facilitator in supporting governments. As soon as feasible, seek to work with local organisations, local authorities and national governments;
- ✓ Work to ensure space for civil society both in accountability and nation building but also involvement in policy making;
- ✓ Develop a medium term plan of engagement to address acute and chronic needs that co-exist. Timely support for early recovery, nation building and state-building, based on a robust analysis, should be introduced as soon as circumstances allow; Encourage partners to deliver short term assistance in a way that builds the foundations for community cohesion, national systems and public services;
- ✓ Balance resources for addressing immediate needs with investments in preparedness and prevention and political engagement to address the underlying drivers of vulnerability. Support the inclusion of resilience and early recovery elements in joint country response plans and allocate funds to these elements;
- ✓ Increase investment in longer term development programmes in situations of fragility. In these contexts, development programmes should identify and target the most vulnerable and seek to protect people, institutions and countries from falling into crises. Design long term development programmes involving national systems such as social protection, health, education, with capacity to expand or adapt in response to crises;
- ✓ Monitor, review and adjust our portfolio of investment as a situation evolves. More investment in adaptive and transformative capacity will be possible as the context stabilises, civil society evolves, institutions are built and national capacity develops;
- ✓ Ensure that our support is harmonised with that of other donors and that the burden of risk is shared.
- ✓ Encourage coordination structures at country level to link humanitarian and development actors, plans, resource mobilisation strategies as far as possible. Support integrated or multi-sectoral programmes where possible and invest in multi-hazard early warning systems;

Expectations of what can be achieved by building resilience need to be realistic. Extreme shocks can, and should, be anticipated and planned for and prevented where possible. However, it is important to acknowledge that where shocks are of extreme intensity, frequency or duration, even the best efforts to build resilience may be overwhelmed.

¹⁰ <https://www.pbsdialogue.org/en/new-deal/new-deal-principles/>

2016 World Humanitarian Summit: (6) Changing People's Lives: From Delivering Aid to Ending Need

UN's Core Commitments

Commitment 1: Commit to a new way of working that meets people's immediate humanitarian needs, while at the same time reducing risk and vulnerability over multiple years through the achievement of collective outcomes.

** **Anticipate, Do Not Wait:** to invest in risk analysis and to incentivize early action in order to minimize the impact and frequency of known risks and hazards on people.*

** **Reinforce, Do Not Replace:** to support and invest in local, national and regional leadership, capacity strengthening and response systems, avoiding duplicative international mechanisms wherever possible.*

** **Preserve and retain emergency capacity:** to deliver predictable and flexible urgent and life-saving assistance and protection in accordance with humanitarian principles.*

** **Transcend Humanitarian-Development Divides:** work together, toward collective outcomes that ensure humanitarian needs are met, while at the same time reducing risk and vulnerability over multiple years and based on the comparative advantage of a diverse range of actors. The primacy of humanitarian principles will continue to underpin humanitarian action.*

Commitment 2: Commit to enable coherent financing that avoids fragmentation by supporting collective outcomes over multiple years, supporting those with demonstrated comparative advantage to deliver in context. *(Linked to Financing Core Commitments)*

Ireland's Additional Specific Commitments

6.1 Ireland commits to deepening our focus on forgotten crises, fragile states and targeting investment in state-building and peacebuilding priorities. Applying the New Deal principles for engaging at national level, we will work towards strengthening and using national systems and local institutions for conflict prevention, state-building and economic empowerment.

6.2 Ireland will strengthen coherence and coordination across our development and humanitarian funding, working towards joint analysis and collective outcomes in our support to NGOs, the multilateral system and in our bilateral programmes.

6.3 Ireland will seek to identify multi-annual country level outcomes to guide our engagement in protracted crises. These outcomes, dictated by need, context and gender sensitivity, will allow for longer term planning and maximise the impact of the financial, human and political resources at our disposal. One example of a longer term outcome for collective action that we will promote is improved nutrition in all contexts.

6.4 Ireland will integrate natural disaster and climate change risk management and vulnerability assessments when planning and implementing all our bilateral country programmes. This will include increasing investment in multi-hazard risk analyses, early warning systems, preparedness and disaster risk reduction across our portfolio, with measures to ensure that the specific needs and capacities of women and children are considered.

6.5 Ireland will seek to support and build flexible and responsive national systems, such as health systems and social protection systems, that can strengthen targeting and entitlement for citizens based on need and can be scaled up or adjusted in times of greater need. We will continue to advocate with our partners for the increased use of cash programming in humanitarian crises where it is appropriate, and to invest in national registration systems.

Annex 4 – References and Tools for building resilience

The following tools have been uploaded to the hunger page on the intranet and will be migrated to a new resilience page once available.

- The Irish Aid Climate Change and Development Learning Platform includes information on the IIED Tracking Adaptation and Measuring Development (TAMD) tool
<http://climatelearningplatform.org>
- Irish Aid's 'Poverty Reduction to reduce vulnerability and increase opportunity - An approach for Irish Aid July 2008' remains relevant to this work to embed a resilience approach across the organisation. See
[http://dfai/PolicyMatter/DCD/ThematicSectorsSpecialProgrammes/Hunger/Lists/CoP%20Discussion%20Board/Attachments/225/Irish%20Aid%20Vulnerability%20Rep%20310708%20final%20\(2\).pdf](http://dfai/PolicyMatter/DCD/ThematicSectorsSpecialProgrammes/Hunger/Lists/CoP%20Discussion%20Board/Attachments/225/Irish%20Aid%20Vulnerability%20Rep%20310708%20final%20(2).pdf)
- DFID Sustainable Livelihoods Framework identifies five types of assets and how they interact with people, politics and processes to build or erode livelihoods.
<https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/3219.pdf>
- OECD DAC multi dimensional fragility framework offers a way to measure and monitor national level fragility; <http://www.oecd.org/dac/governance-peace/conflictfragilityandresilience/sfr-multidimensional-fragility-framework.htm>
- OECD DAC resilience systems analysis tools and processes with country level examples, offer a process for developing a shared risk assessment across different stakeholder groups and developing plans to respond to prioritised risks at the appropriate level;
<http://www.oecd.org/dac/risk-resilience.htm>
- OECD DAC 'what resilience means for donors' includes a set of resilience components at individual, community and national level that can help map capacity gaps;
<http://www.oecd.org/dac/May%2010%202013%20FINAL%20resilience%20PDF.pdf>
- The ACCRA Local Adaptive Capacity Framework usefully sets out features of adaptive capacity at a local level with examples of what to look for;
http://community.eldis.org/.59d669a7/ACCRA%20Local_Adaptive%20Policy_new.pdf
- GOAL 'Programming to Reduce Resilience' focuses on action at a community level and includes a useful spidergram tool to monitor changes in absorptive and adaptive capacity at a local level; (unpublished, on the intranet)
- CARE have developed a framework of milestones and indicators for community based adaptation, including action at national community/local authority and household level;
http://www.careclimatechange.org/files/toolkit/CBA_Framework.pdf
- Oxfam have explored tools and approaches for adaptive learning and developed their own tool, MEAL, to develop evidence and learning to enhance their work on resilience. A useful discussion is available at <http://oxfamblogs.org/fp2p/where-have-we-got-to-on-adaptive-learning-thinking-and-working-politically-doing-development-differently-etc-getting-beyond-the-peoples-front-of-judea/>
- GOAL and ODI have developed tools to measure perceptions of resilience. This approach tracks the extent to which people (or organisations) feel prepared to deal with shocks and stresses and what coping capacities they cite when asked. See GOAL's toolkit at https://www.goalglobal.org/images/5101_HN_OP_006_11_Resilience_Toolkit_English_B02.pdf and ODI at <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9753.pdf>
- A useful Humanitarian Practice Group paper on building resilience in difficult environments
<https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8881.pdf>