

Investigating the Practice of Disaster Risk Reduction Mainstreaming into Development: The experience of a development organization

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Abstract

The understanding of development and disaster nexus has enforced the international community to think and act differently. Disaster risk reduction mainstreaming has been embraced as one of our best approach for sustainable development and has been consistently featured in international discussions. Mainstreaming in general is known to be a complex process requiring a set of institutional arrangements. The effort to mainstream disaster risk reduction is largely focused on the national government and sectoral issues. There is a gap of knowledge and understanding of how does a development organization experience and approach disaster risk reduction mainstreaming into their work, despite being a prominent actor in development initiative. This study attempts to fill this gap through a case study of World Vision Indonesia by investigating to the progress to disaster risk reduction mainstreaming. In doing so, this study applies a tool of mainstreaming disaster risk reduction for development organization focusing on six key areas: Policy, Strategy, Project Cycle Management, Geographical Planning, Relations and Institutional Capacity. The study relies on two combined data collection method; semi-structures interviews and document analysis. Results indicate that WVI's progress to disaster risk reduction mainstreaming is varied across key areas. While there is a strong evidence of progressive advancement due to the strategic top down approach, there is still room for improvement, in particular regarding the institutional capacity.

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ACRONYMS

ADPC	: Asian Disaster Preparedness Centre
AP	: Area Programme
CBA	: Cost-Benefit Analysis
CBDRM	: Community-Based Disaster Risk Management
CCA	: Climate Change Adaptation
CESP	: Community Engagement and Sponsorship Project
DM	: Disaster Management
DPP	: Disaster Preparedness Plan
DRR	: Disaster Risk Reduction
FGD	: Focus Group Discussion
HEA	: Humanitarian Emergency Affairs
HFA	: Hyogo Framework for Action
LEAP	: Learning through Evaluation with Accountability and Planning
ISDR	: International Strategy for Disaster Reduction
KII	: Key Informant Interview
NDMT	: National Disaster Management Team
NGO	: Non-Governmental Organization
NO	: National Office
OECD	: The Organisation for Economic Co-operation and Development
PCM	: Project Cycle Management
PRA	: Participatory Risk Assessment /Appraisal
SRM	: Security Risk Management
ToC	: Theory of Change

TP : Technical Project

UNDP : United Nations Development Program

UNISDR : United Nations International Strategy for Disaster Reduction

VCA : Vulnerability and Capacity Assessment

WASH : Water Sanitation and Hygiene

WV : World Vision

WVI : World Vision Indonesia

Table of Contents

1	Introduction.....	1
1.1	Background.....	1
1.2	Context	2
1.3	Research Question and Objective(s)	4
1.4	Scope and Limitation	5
1.5	Thesis outline	6
2	Theoretical Framework	7
2.1	Disaster-Development nexus	7
2.2	Conceptual understanding of Disaster Risk Reduction mainstreaming.....	8
2.3	Elements to DRR Mainstreaming	10
2.3.1	Policy and Strategy	13
2.3.2	Operational Tools & Guidelines.....	14
2.3.3	Institutional Capacity.....	15
2.3.4	Building Relations	17
3	Research Methodology	18
3.1	Theoretical Framework	18
3.2	Data collection.....	18
3.2.1	Semi-structured Interview.....	18
3.2.2	Document Analysis	20
3.3	Data Analysis	21
3.4	Obstacles	22
4	Results	24
4.1	DRR Mainstreaming Policy	24
4.2	Strategy to organizational mainstreaming.....	25
4.2.1	Challenges to Strategy.....	27
4.3	Project Cycle Management (PCM)	28
4.3.1	Challenges to Project Cycle Management.....	30
4.4	Geographical Planning (Hazard, Vulnerability and Capacity Assessment).....	31
4.4.1	34
4.5	Building Relations	34

4.5.1	Internal Relations	34
4.5.2	External Relations.....	35
4.5.3	Challenges to Building Relations	35
4.6	Institutional Capacity.....	36
4.6.1	Staff Capacity.....	36
4.6.2	Financial Resources	37
4.6.3	Challenges to Institutional Capacity.....	37
5	Discussion.....	38
5.1	Policy and Strategy	38
5.2	Project Cycle Management and Geographical Planning	41
5.3	Relations and Institutional Capacity.....	44
6	Conclusion	48
	REFERENCES	50
	APPENDICES.....	54
	Appendix 1.....	54
	Appendix 2 :.....	56

1 Introduction

1.1 Background

The realization of the relationships between development and disaster risks after the Indian Tsunami in 2004 encouraged the international community to go beyond the usual poverty reduction efforts through the Hyogo Framework for Action (HFA) 2005-2015. The framework initiates Disaster Risk Reduction (DRR) mainstreaming into development policies, planning and programming in order to protect development gains and to ensure that development activities do not create or increase our vulnerability to disaster risks as well as building society's resilience (UNISDR, 2005; UNDP, 2010). Despite drawing the political commitment of 168 governments, bilateral donors, international financial organizations, multilateral agencies, and non-governmental organizations, one of the most common results has been stalling of DRR mainstreaming following the implementation of national policies and legislation with little progress made on the ground (UNDP, 2010).

Mainstreaming is a process of institutionalization of disaster risk reduction supported by organizational structures, cultures and incorporated within development intervention, especially in high-risk countries (Twigg, 2004; Twigg, 2015; La Trobe & Davis, 2005; UNDP, 2010; Benson, Twigg, & Rosetto, 2007). However, there is no consensus on how to mainstream DRR and the UNDP has stated that experience shows that mainstreaming is always different according to the context (UNDP, 2010). Previous research illustrates that mainstreaming is an issue and a complex process which instead of becoming the responsibility of everyone, it becomes the responsibility of no-one (Twigg, 2004; Twigg, 2015, OECD, 2014).

The non-profit sector is found to be a minor player in development activities; however the increased involvement of NGOs in DRR activities and their ability to reach and work with the grass-roots level have established them as an important player in building the resilience of nations and communities against disaster (ISDR, 2006; Benson, Myers, & Twigg, 2001). The effort to investigate DRR mainstreaming in past studies has largely focused on government implementation at national level and sectoral intervention such as in agriculture, infrastructure construction and land use planning. Despite the existing operational framework and tools for

development organizations, when it comes to studying the initiative and progress made by NGOs, the research remains insignificant. This study aims to fill this gap by conducting research that focuses on the experience of one development organization and to gain a better understanding of the approach of the organization and challenges encountered by the field staff.

1.2 Context

World Vision International (WV) is a Christian relief, development and advocacy organisation focusing on the well being of children through families, communities and partners (World Vision, n.a). It operates at different levels of society: international, regional, national, and local while serving in 97 countries. WV's decision to start mainstreaming DRR into its programming was made shortly after the Hyogo Framework in 2005 (Carabine, Ibrahim, & Rumsey, 2014). Through an internal review, it was found that *"World Vision International did not have a clear and systematic plan for mainstreaming DRR and CCA, and the good practice tended to be sporadic and non-strategic"* (ibid). The same research stated that it was the interest in resilience that enforced WV DRR mainstreaming effort through Resilient Development Practices (RDP) strategy 2010-2013, including the mainstreaming of climate change adaptation (CCA). It also shifted WV's understanding of DRR from humanitarian to a larger context of development (ibid). RDP's goal was to comprehensively mainstream resilience within the organization's operation with joint ownership throughout various levels of management and expertise (ibid).The RDP followed by the adaptation of WV Theory of Change (ToC) and Drivers of Sustainability into the resilience context, taking into account the Household/Family resilience as a prerequisite for sustainability and achievement of child well-being outcomes.

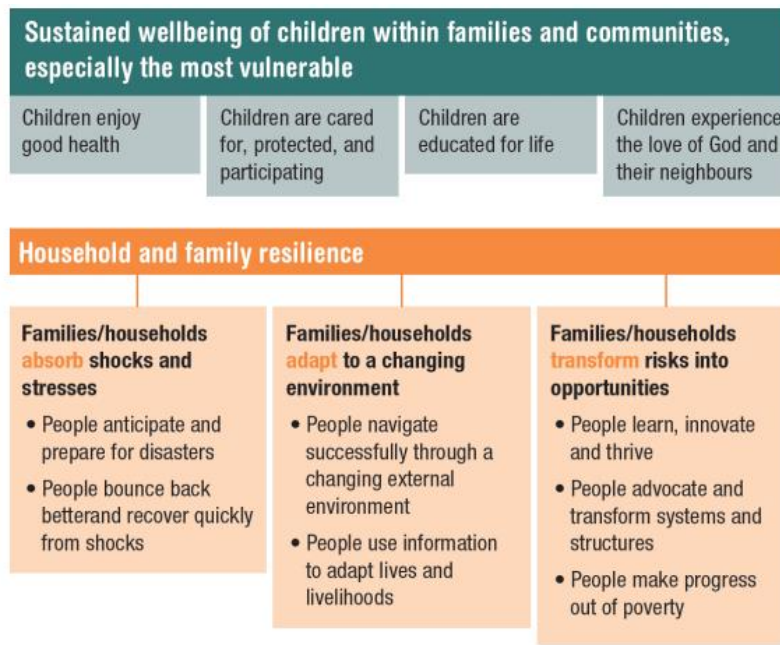


Figure 1. World Vision’s Resilience Theory of Change (Carabine, Ibrahim, & Rumsey, 2014, p.9)

WV made a clear commitment to make a strategic change, shifting from sector specific intervention to a widespread change within its organizational approach through the Risk and Resilience Strategy and in its design, monitoring, and evaluation approach known as LEAP 3 Framework (Learning through Evaluation with Accountability and Planning). This study focuses on World Vision Indonesia (WVI), or recently and most commonly known as Wahana Visi Indonesia (also WVI), an interdependent national office under the WV’s partnership. This means that WV maintains a degree of management and control over the national office and that national offices are expected to voluntarily coordinate with WV to ensure “an environment of twin citizenship”¹, as well as bounded by WV’s International board policies and decisions (Foreman, 1999).

Presently, WVI is operating in 40 Area Programmes (AP) and has 5 Zonal offices that function to support and connect a cluster of APs and the National Office. World Vision Indonesia is chosen as a case study because of their recent change of approach to disaster risk reduction mainstreaming which has been greatly influenced by WV’s organizational change. Against this

¹ **Twin Citizenship** is referred to the status of being more than one entity and commitment to both being a local and global organisation.

background, in addition to the available access and information, this study seizes an opportunity to explore how WVI contextualize the approach to DRR mainstreaming.



Figure 2. Area Program of World Vision Indonesia (Wahana Visi Indonesia Strategy FY 16-19, 2015)

1.3 Research Question and Objective(s)

The research question of this study is “to what extent has Disaster Risk Reduction been mainstreamed within World Vision Indonesia development planning and program?” The objective of the study is to investigate the operationalization of DRR mainstreaming by World Vision Indonesia with a tool developed by Sarah La Trobe and Ian Davis through Tearfund, a UK-based development and humanitarian organization (2005). The tool focuses on six key areas of identification: policy, strategy, geographical planning, project cycle management, external relations, and institutional capacity. To achieve this, the following has been performed

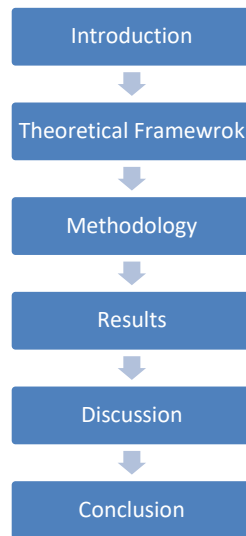
1. A theoretical framework surrounding the concept knowledge of development-disaster nexus, DRR mainstreaming, and the most common elements of institutionalization.
2. A document analysis of WV and WVI’s documents, such as the toolkit, guidelines and strategy.

3. Semi-structured interviews of progresses and challenges faced by staff in mainstreaming DRR.
4. Identifying the progress based on the applied tool.

1.4 Scope and Limitation

DRR and CCA have been discussed closely together, however the scope of the study is limited only to DRR mainstreaming. The utilization of the tool in the study aims to understand the overview of progress, rather than focus on, for example the technicalities of risk assessment. This tool is chosen due to its ability to cover a wide arrange of important principles or elements that can be found within the literature and other frameworks. The tool provides systematic guidance and targets, as well as being user friendly. This study concentrates on WVI DRR mainstreaming effort; however, it is worth noting that since WVI is currently in a transition phase, this affects the findings and conclusion. Throughout the interview process and follow up discussion with respondents, an update of information possibly affects the progress in a few key areas. For example when discussed about geographical planning with regards to conducting risk assessment, it was stated that the zonal office had not conducted the risk assessment for a few years but is currently conducting the risk assessment. Therefore the progress is subject to change by the continuous update coming from the field, which this research might not be able to capture altogether.

1.5 Thesis outline



This study is divided into six main chapters. Following the introduction, which provides the Background, Context, Research Question and Objective (s) and Scope and Limitation, Chapter 2 discusses the theoretical framework of DRR mainstreaming concept and approaches. Chapter 3 presents the research methodology. Chapter 4 provides findings from the interview and documents review. Chapter 5 presents the discussion on the assessment of progress in the implementation of DRR mainstreaming. The final Chapter provides the key conclusions of the assessment/review and final thought on DRR mainstreaming.

2 Theoretical Framework

This chapter presents a theoretical framework on DRR mainstreaming. It begins with the existing understanding of disaster risks and development linkages, followed by the conceptual understanding of DRR and development mainstreaming. Lastly, the chapter discusses the substantial elements in the institutionalization of DRR. Throughout the study I refer to the terms mainstreaming and integration interchangeably.

2.1 Disaster-Development nexus

Recognizing the dynamics between development and disasters is crucial for sustainable development (Twigg, 2004; Twigg, 2015; Uitto & Shaw, 2016; UNECA; 2015; UNDP, 2012). Despite the ongoing debate regarding the quantitative evidence of disaster and development linkages, it has been widely accepted that disaster risks and development are bound in a complex interdependent yet blurry relationship, especially with the increasing threat of climate change (Kapucu, 2014., IPCC, 2012., Mochizuki, Mechler, Hochrainer-Stigler, Keating, & Williges, 2014). Empirical evidence illustrates the relations of the two fields broadly categorized into four, which are: 1) development reduces vulnerability to disaster; 2) development increases vulnerability to disaster; 3) disaster sets back development; 4) disaster provides development opportunities (UNDP, 2010; Twigg, 2015; Kapucu, 2014).

According to the UNISDR dictionary, a disaster is referred to as

“a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts” (UNISDR, 2009, p.9).

The definition highlights the interaction of hazardous events with exposure, vulnerability and capacity, which are affected by poorly planned and unsustainable development practices, while at the same time affecting development gains in terms of material, economic, and environment element. Simply put, development actions affect the accumulation and unequal distribution of disaster risks (UNDP, 2010; UNDP, 2012; Kapucu, 2014). Furthermore, development and DRR are often perceived as two sides of the same coin, attempting to address the root causes of

vulnerability (UNDP, 2012). Against these backgrounds, a new kind of development that goes beyond poverty reduction is found to be both desirable and necessary (Collins 2009; Manyena 2012, as cited in Kapucu, 2014).

2.2 Conceptual understanding of Disaster Risk Reduction mainstreaming

In response to disaster-development nexus, DRR mainstreaming into development policies, programs, activities has been regarded as one of the best approaches to deal with disasters risks (Kapucu, 2014; Benson, Twigg, & Rosetto, 2007). Following the Hyogo Framework for Action, the Sendai Framework increased the importance of DRR mainstreaming within sustainable development into the business model, practices of business, financial institutional, professional associations and philanthropic foundations (Chakrabarti, 2017; UNECA, 2015). The 2030 Global Goals for Sustainable Development also enforce DRR mainstreaming and resilience within many of its 17 goals, including within poverty eradication, food security, infrastructure, cities and human settlements, climate change and ecosystems (Chakrabarti, 2017).

Mainstreaming is a concept first introduced at the Third World Conference on Women 1985 with regards to gender equality and since then has been gaining momentum in political agenda, such as in environment, DRR, climate change, disability and human rights (OECD, 2014). It describes a seamless integration of an isolated flow into a larger stream (La Trobe & Davis, 2005). It is normally understood as a strategy of integrating a cross-cutting issue within organisation's policies and programmes, where it is not (yet) sufficiently addressed (OECD, 2014). Furthermore, it necessitates the cross-cutting issue to be properly incorporated within planning, implementation, and the monitoring and evaluation cycle (Twigg, 2004; Twigg, 2015; Benson, Twigg, & Rosetto, 2007; Chakrabarti, 2017; UNDP, 2010). It can thus be understood that DRR is to be incorporated within all levels and activities of development.

UNISDR annotated disaster risk reduction as the policy objective of disaster risk management, aimed at preventing new risks, reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development (UNISDR, 2015; PreventionWeb, 2017). This updated understanding is aligned with the Sendai Framework for Disaster Risk Reduction 2015-2030. In principle, DRR is about systematically dealing with elements of disaster risk. There is no consensus to the definition of

DRR mainstreaming in reference to development. However, La Trobe & Davis (2005) define DRR mainstreaming as a process of integrating disaster risk reduction into organization's relief and development policy and practice.

As suggested in many literature (UNDP, 2010; ADPC, 2013; Chakrabarti, 2017; Mitchell, 2003) mainstreaming serves two purposes, where one is to ensure that development is protected from existing and future disaster risk through DRR elements and the second to ensure that development does not increase existing and future levels of disaster risks. Similar to gender mainstreaming, DRR requires an institutionalization in organization's structures and processes which is cumbersome to an extent (Twigg, 2004; Twigg, 2015). This process of institutionalization is presented to avoid an "add-on" tendency and to make it a corporate objective (Twigg, 2015; UNDP, 2010). It calls for innovation, flexibility, learning and acceptance of new norms and challenges the established procedures and cultures of organizations (Twigg, 2004; Twigg, 2015; Bahadur, Kirbyshire, Khan, & Bhatt, 2014). There is a general consensus that mainstreaming is without question a complex process; during which the cross-cutting issue is at risk of being marginalized and disappearing from sight (Twigg, 2004; Twigg, 2015; UNDP, 2010; ADPC, 2013; Benson, Twigg, & Rosetto, 2007; Bahadur, Kirbyshire, Khan, & Bhatt, 2014).

DRR mainstreaming within an organization depends on factors such as the size and type of organization; the scale of assistance; focus interventions; context; and the institutional environment (Benson, Twigg, & Rosetto, 2007; Wamsler, 2007; Twigg, 2015). In the same vein, UNDP (2010) points out the importance of location, the level of development and type of intervention. Wamsler (2007) found that many aspects of DRR mainstreaming can be viewed as less-favorable from the donor perspective. Unlike gender mainstreaming which draws funding from donors; DRR mainstreaming is argued to be opposite. Firstly, DRR mainstreaming is not an obvious strategy or as well-developed compared to project-based DRR (Wamsler, 2007). Corresponding to this, it has been found that regardless of the entity/actor, creating a "vision" for mainstreaming has always been an arduous task (Bahadur, Kirbyshire, Khan, & Bhatt, 2014). Secondly, Wamsler stated that the concept of DRR mainstreaming is difficult to sell, as it requires people to think differently, to innovate, be flexible and to learn (2007). The nature of DRR mainstreaming where it does not produce direct/tangible results may not be seen as advantageous as it pertains the short/long-term partnership dilemma (*ibid*). Finally, it has been

pointed out that the general lack of capacity, experience, exposure to and information on disaster issues, combined with a lack of tangible evidence makes it difficult to promote DRR mainstreaming as a strategy (Wamsler, 2007; La Trobe & Davis, 2005; Schipper & Pelling, 2006). It appears that there is a general struggle with the commitment to mainstreaming any cross-cutting issue; OECD found this would result in an organization's use of common approach or business as usual (2014).

DRR mainstreaming is noted as one of the most challenging DRR-related in developing countries (United Nations, 2011, 2013 and 2015, as cited in Chakrabarti, 2017). In addition to this, many literature sources found that DRR mainstreaming into development is problematic, due to:

1. The tendency to focus on disaster response (Chakrabarti, 2017; Watson, Caravani, Mitchell, Kellett, & Peters, 2015)
2. The institutional barrier of humanitarian and development action (Schipper & Pelling, 2006). Building on this, Tearfund addresses the cultural divide between development and disaster, in which DRR is neither part of the two fields. As a result, DRR is treated as an "outsider" or low prioritized against other development agenda/objectives (La Trobe & Davis, 2005; Twigg, 2004; Twigg, 2015)
3. The funding structures and streams resulting in difficulties financing the mainstreaming (Bahadur, Kirbyshire, Khan, & Bhatt, 2014)

2.3 Elements to DRR Mainstreaming

To address the gap in operationalizing DRR mainstreaming, tools, operational frameworks, guidelines and handbooks have been developed by many institutions such as UN agencies, ADPC, Tearfund and a global coalition called Provention Consortium Network. This is not to mention the latest endeavor of international community in integrating DRR and CCA into development. Many of these guidelines are stated as adaptable into different context despite targeted for specific entity. Table 1 below is a summary and description of existing disaster risk reduction guidelines or framework.

Table 1

Summary of operational frameworks

No	Name	Title	Description/summary	Targeted for
1	Prevention Consortium	Tools for Mainstreaming Disaster Risk Reduction: Guidance Notes for Development Organisations	The framework provides 14 guidance notes for a development organization to use in adapting programming, project appraisal and evaluation tools to mainstream disaster risk reduction into development work in hazard-prone countries. It also offers methodologies and tools that are aimed to address various elements from macro analysis to microanalysis economic analysis and project cycle management, such as information on natural hazards and tools such vulnerability and capacity analysis, project cycle management, economic analysis, social impact assessment; construction design, building standards and site selection and budget support among others	Development organization
2	Asian Disaster Preparedness Centre (ADPC)	Integrating Disaster Risk Management into the Development. Disaster Risk Management Practitioner's Handbook Series.	It provides practical guidance and advices for DRM practitioner and government officials for the operationalization of DRM within a number of development processes. ADPC also offers a range of DRR mainstreaming guidelines and handbook in different sector such as agriculture and urban planning.	National Government
3	UNDP	Mainstreaming Disaster Risk Reduction into development at National level: a Practical Framework	The framework provides practical guidance by outline key components into 5 categories of : Policy, Organization, Advocacy and Knowledge, Implementation and Citizen, and how these categories are interlinked.	National Government
4	Tearfund	Mainstreaming Disaster Risk Reduction: a tool for development organization.	The practical tool provides guidance to mainstream disaster risk reduction into relief and development planning and programming. The tool identifies there are six key areas to the process of mainstreaming and offer performance targets and indicators to help a development organizations assess, measure and monitor their progress of mainstreaming.	Development organization

5	Thomas Mitchell	An Operational Framework for Mainstreaming Disaster Risk Reduction.	A multi-hazard DRR mainstreaming framework which focuses on 4 sections: Politics and Legislation, Policy, Knowledge, and Practice. The participatory process and the framework are aimed to raise political will and commitment for disaster risk reduction, and provide guidance to policy and practice (both operational and normative). It consists of a total 20 indicators questioning the present situation of DRR mainstreaming in a country. The indicators are subject to grading and may consist of sub-indicators.	Government at National level
6	Chrsitine Wamsler	Operational Framework for Integrating Risk Reduction : for Organisations Working in Settlement Development Planning	It provides a general guideline for risk reduction mainstreaming to seven strategies of Disaster risk reduction, such separate programme-based risk reduction, internal mainstreaming, educational mainstreaming, and programmatic mainstreaming.	Development organization

In addition to this, research to investigate DRR mainstreaming processes can be found to mostly focus on the state government such as in the Philippines (Benson, 2009), Indonesia (Djalante, Garschagen, Thomalla, & Shaw, 2017; Gunawan, Sopaheluwakan, Sagala, Zawani, Amin, & Mangunsong, 2016), Bangladesh (Miyan, 2014) and in sectoral issues such as urban planning and housing (Wamsler, 2006; Bakhtiari, 2014), agriculture and education. The lack of research centered on the non-profit sector such as a development organization certainly needs to be bridged as it provides more knowledge, experience and lesson learn to the topic of DRR mainstreaming.

In this research, two different types of DRR mainstreaming literature have been found. The first is literature that discusses mainstreaming within organizational aspects, encompassing ideal conditions or characteristics such as policy and strategy, budget, and capacity, such as No. 3, 5, and 6 in Table 1. The second type of literature discusses the technical implementation of DRR mainstreaming in various sectors, such as in urban planning, agriculture, education and the tool of DRR mainstreaming by Provention Consortium. This study focuses on the first type of literature, outlining key areas, elements or principles in DRR mainstreaming that are found

within the established operational guidelines/framework. The motivation behind this is that the first type of literature corresponding to the research objective in using the tool for DRR mainstreaming, and functions as a theoretical framework to support the key areas of identification.

In its operational guidelines, UNDP (2010) briefly suggested that *“many of the existing models for DRR mainstreaming describe mainstreaming as a linear step-by-step process without guidance on how things are interrelated or finding different entry points”* (P.6). This is contradictory to what is being proposed in most of the literature. As an example, Prevention Consortium (2007) asserts at the beginning of its guidance notes that mainstreaming is an iterative process where lessons learned in one process shall be used to inform other processes. These elements demonstrate how the horizontal and vertical approaches to mainstreaming are interrelated and reinforce each other in a certain way.

2.3.1 Policy and Strategy

The existence of legal framework, regulations and policy for DRR mainstreaming in many guidelines are not only indicators of political commitment, but are also perceived as an enabling environment for integration. UNDP policy sphere explicitly discusses how high-level commitment comprises of political commitment and leadership, strategies, policies and planning, resource mobilization and allocation, and legislation and regulation for DRR. IFRC notes that policy is a set of principles and rules guiding the decisions and actions of the organization (2013). Clear policy statement signifies the commitment that mainstreaming is a corporate objective and therefore must be implemented throughout all levels (Benson, Twigg, & Rosetto, 2007; OECD, 2014; ISDR, 2005 Mitchell, 2003). Policy is also expected to assign mandates to the management and planners within the organization (Twigg, 2015; IFRC, 2013). Particularly in the context of government, Mitchell (2003) suggests that a policy statement should demonstrate a shifting paradigm from reactive to proactive planning.

There is a need of an overarching development policy to explicitly incorporate DRR as a development issue in the interest of facilitating ownership (Benson, Twigg, & Rosetto, 2007; Benson, 2009). Relevant policies for DRR mainstreaming are imperative as they set out goals and objectives and should be linked to broader strategic objectives and policies (Twigg, 2004;

Twigg, 2015; UNDP, 2010). However, it is also suggested to identify existing policies (such as sector-specific) that relate or may have already include DRR in order to avoid duplication of policies or modify for further strengthening (UNDP, 2010). Despite the written acknowledgement of DRR and its correlation to development, the reality is that policy could be rhetorical, vague and in particular for DRR mainstreaming, absent (Twigg, 2015).

Many literature sources attribute policy as the basis in designing the strategy to achieve organizational goals and objectives. Strategy is also expected to indicate entry points and generally entails a set of priorities, targets and actions on how to address potential challenges over a period of time (Twigg, 2015; Benson, Twigg, & Rosetto, 2007; Benson, 2009). It covers a range of mandatory processes including hazard/risk/vulnerability assessment and the need to incorporate DRR into project cycles, capacity development plans and methods, assign responsibility, authority and tasks to relevant actors (Twigg, 2015). There are two most common approaches of how the strategy is delivered and applied on the ground (OECD, 2004; Benson, Twigg, & Rosetto, 2007). Firstly, the cross-cutting issue is incorporated into the overarching policy, and secondly, the cross-cutting issue is recognized as stand-alone objective to be mainstreamed across all sectors, or only an exclusive number of sectors which is aligned to Wamsler's strategy to DRR mainstreaming (2007).

2.3.2 Operational Tools & Guidelines

Effectively translating policy into practice requires clear guidelines and tools (OECD, 2014). Disaster-proofing development programs starts with an analysis of how external events affect the performance of programs, policies, and projects, resulting in a risk-sensitive development and vice versa, leading to the adoption of relevant measures (if deemed necessary) to reduce vulnerability as part of development processes (Carlos, Moreno, Ponte, & Emperador, 2017; Benson, Twigg, & Rosetto, 2007).

An international organization usually operates at country level, where it develops and applies a distinctive programming framework based on its context of problems, interest, sectors and thematic areas, approach and scale of assistance (Benson, Twigg, & Rosetto, 2007; Twigg, 2009; Twigg, 2015). Therefore ensuring that disaster risks are properly examined and addressed throughout its operations can be done through the organizations operational guidelines and

tools. OECD adds that tools and guidelines are useful to outline key concepts and provide direction to produce expected results starting from screening, analyzing, planning and organization of the intervention, monitoring and evaluation, awareness raising, consultation and participation tool (2014). Large organizations will be more likely to have comprehensive guidelines, but in practice it might not be introduced, read, or used in a systematic way (Twigg, 2015; OECD, 2014).

The following tools and approaches have been referred to in many of the available literature: :

- a. Hazard and vulnerability assessment
- b. Vulnerability and capacity analysis

A and B are two processes roughly categorized as a risk assessment; a critical processes and a fundamental starting point to the operationalization of DRR and mainstreaming.

- c. Monitoring and evaluation – through Project Cycle Management (PCM).

PCM is an approach in which program and projects are usually designed and managed through (Benson, Twigg, & Rosetto, 2007; IFRC, 2013). It is regarded as one of the best way to ensure the integration of DRR, given that disaster risks and vulnerabilities need to be continuously identified, monitored and assessed. PCM allows the DRR concerns to be mainstreamed from the beginning of the development project cycle through conducting risk, vulnerability, and capacity assessments (Benson, Twigg, & Rosetto, 2007; Twigg, 2015; Chakrabarti, 2017), where it will be implemented, monitored, reviewed and evaluated in the next cycle.

2.3.3 Institutional Capacity

Existing literature relates institutional capacity to broad subjects such as staff's capacity development and resource allocation and leadership. The complexity of mainstreaming and the range of action, tools and methodologies required to address disaster risks calls for capacity development (Benson, Twigg, & Rosetto, 2007). - Institutional capacity development is a central strategy for reducing disaster risk to DRR mainstreaming (ADPC, 2013; UNISDR, 2005; UNDG, 2009; UNDG, 2017). For instance within an African context, capacity-building is known to be the most pervasive approach used for DRR mainstreaming and highly prioritized in most policies and strategies (UNECA, 2015). Mainstreaming requires institutional arrangements which are determined by the capacity of the organization, therefore it is suggested that an organization

identifies its institutional strength and shortcomings, and calls for improvement as it determines and impacts the organization's core work (Wamsler, 2007). It is particularly important for effective mainstreaming requiring all policies, strategies and plans to be understood, implemented and maintained by all staff with adequate knowledge and skills (IFRC, 2013; UNDG, 2017; UNDG, 2009). Wamsler found that many development organizations and their staff do not have the experience in DRR, leading to ineffectiveness and non-desirable or negative outcomes (2007). Twigg suggests that in terms of developing DRR capacity, organizations can either recruit DRR experts or arrange professional training, in house training, and workshop for existing staff (2015). However, with the reality of heavy workloads within humanitarian and development organizations, staff tends to have little time to reflect on their experience and often overwork, which Twigg believes can turn into a systemic weakness (2015).

Many of the guidelines highlight the role of leadership or key political figures that are active and committed to DRR, which is beneficial for long-term sustainability of cross-cutting issues (Bahadur, Kirbyshire, Khan, & Bhatt, 2014; UNDP, 2010; OECD, 2014). OECD suggests that leaders have the responsibility to develop a clear link policy, resources, incentives and accountability. They usually happen to be people in senior positions, capable of pushing and supporting the progress within organizational structures and systems (UNDP, 2010; Twigg, 2015; OECD, 2014). IFRC notes that leadership has the capacity to influence the mainstreaming coordination and monitoring as a normal business process. Overall, leadership is important in making DRR visible, especially when high-level commitment is absent (UNDP, 2010; IFRC, 2013). Despite the agreement that DRR should be everybody's business, UNDP and IFRC encourage designating the DRR mainstreaming responsibility to a specific department, authorize to *“develop strategies or initiatives, define responsibilities at different levels of the organization, coordinate this multi-sector, multi-tiered engagement, and monitor and evaluate progress”* (IFRC, 2013, p.9)

High level commitment is realized through resource mobilization and allocation (UNDP, 2010; Mitchel, 2003). Policy provides a legitimate reason for resource allocation to enable implementation and to achieve results (UNDP, 2010; OECD, 2014). Budget is ideally incorporated within the existing programs; therefore a review and adaptation should be taken into consideration to ensure the sustainability of the program in the long run (UNDP). An

organization or government is encouraged to conduct a cost benefit analysis (CBA)/economic analysis to determine the economic return to potential DRR interventions or features in development initiatives and to ensure accountability (UNDP, 2010; ADPC, 2013).

2.3.4 Building Relations

It should be noted that the range of DRR activities demands collaborative actions from many actors, including the community, bringing different concerns, vision, expertise, and resources for effective DRR intervention (UNISDR, 2005; UNDP, 2010; Twigg, 2015; CADRI, 2012). One of the goals is raising the societal awareness of hazards, risk and risk reduction, while at the same time empowering vulnerable stakeholders through information sharing and coalition-building (ISDR, 2005).

Mainstreaming DRR requires an inter-disciplinary and multi-level approach of which no organisation or government can address alone and is especially important in high-risk countries (Benson, Twigg, & Rosetto, 2007). In terms of partnership (external relations), it is argued that political dialogue between partners (with government and other development organization) through different course of actions (both formal and informal) is a means to influence the mainstreaming process. Partnership in IFRC advocacy work applies not only to external relations building but also to internal awareness raising (2013). It is based on the reasoning that internal awareness and capacity are part of an enabling environment for effective mainstreaming necessary for a concerted effort between levels and departments (IFRC, 2013; Benson, Twigg, & Rosetto, 2007; Twigg; 2015). The internal awareness is significant to avoid isolation and marginalization of cross-cutting issues and minimize or avoid the cultural divide between humanitarian and disaster professionals and development people.

3 Research Methodology

In an attempt to answer the research question, this study adopts a qualitative approach aiming to better understand the experience of DRR mainstreaming through a case study using six semi-structured interviews with WVI's field staff and document analysis. According to Stake (2005), a case can be simple or complex depending on the "bounded system", which in this case is WVI. The employment of a case study provides a possibility to look at the general phenomenon while trying to understand the complexity of a single case within its specific context in a holistic way (Stake, 2005). Despite disagreeing with the holistic nature of case studies, Yin (2003) perceives case study research as a reliable strategy to look upon the complex interaction with mixed methods in data collection techniques.

3.1 Theoretical Framework

In support to the applying tool, an identification of the most relevant academic and gray literature was sought for the theoretical framework of the study. Keywords such as "DRR mainstreaming" and "DRR integration in Development" while searching Google Scholars and Lubsearch were used. The results of the identification of literature showed that most available resources for this topic are often produced outside of the traditional academic publishing. They are published by international agencies and non-profit organization manifested in policy documents, guidelines and working papers.

3.2 Data collection

3.2.1 Semi-structured Interview

Collection of primary data regarding the practice of DRR mainstreaming within the organization was conducted through semi-structured interviews via Skype. The criteria for target respondents were focused on the different expertise in development and DRR/humanitarian field and different area programme. There are in total of six respondents (Table 2). These respondents were selected through a snowballing approach as it helped the writer gain access to the right respondents with the correct background and/or expertise with an informed perspective on conceptual and operational knowledge on this topic. In this study, 3 respondents, one of which is the DRM specialist, were a snowball effect. The interview was

guided by a series of questions formulated based on the six key areas (see Appendix 1). Questions were open-ended to enable the writer to follow up response where necessary and probe areas of interest that emerge during the conversation, in order to gain a better understanding of the perspective and reasoning of the respondents. The interviews were approximately 40 to 60 mins in duration. All six interviews began with reading the disclaimer stating the purpose of the interview, the information and request that the process will be recorded and transcribe, and that the respondents were free to disclose or withhold any information, followed by an identification of the interviewer profile. Three interviews were held in English, while the rest was in Bahasa Indonesia, which then was translated to English. The interviews were then transcribed on www.Otranscribe.com and coded using NVivo Software.

Two out of six respondents are currently working with other World Vision National Offices (Bangladesh and Papua New Guinea), however they are aware of the WVI context as each of the respondents had been working with WV Indonesia for more than 13 years.

Table 2

List of respondents

Respondent	Position	Language
A	Monitoring and Evaluation Coordinator at Area Programme Ngada District & Nagekeo District	English
B	DRM Specialist at Zonal level for Nusa Tenggara Timur	Bahasa Indonesia
C	Operation Response Manager WV Bangladesh	English
D	Senior Operation Manager WV PNG	Bahasa Indonesia
E	Sponsorship Specialist Zonal level for Central Sulawesi & North Moluccas	Bahasa Indonesia
F	Operation Manager Area Programme Manggarai District	English

3.2.2 Document Analysis

According to Bowen (2009), document analysis is a useful form of qualitative research. It provides the opportunity for the researcher to interpret and give meaning to the topic of interest (Bowen, 2009). The primary documents for this study are owned by the organization such as organizational guidelines, tools, and strategy, mostly in the form of electronic material. The content of these documents were reviewed in order to generate a proper understanding and interpretation of the available data to develop empirical knowledge. It is also a valuable tool to triangulate data that breeds credibility (*ibid*). The obtained documents (Table 3) were categorized into Guidelines/toolkit, Strategy, and Others (past research), including additional Powerpoint presentations. All of the data were coded according to the six key areas on Nvivo.

Table 3

List of document

No	Name of Document	Pages	Source
1	World Vision DRR Toolkit		WV official website
	Tool 1: Initial Risk Assessment	16	
	Tool 2: Risk Assessment for Design Phase	16	
	Tool 3 : Assessment Report and Design Document Review	4	
	Tool 4 : Risk Monitoring and Evaluation	12	
2	Resilience Theory of Change	1	Internal Document
3	World Vision Drivers of Sustainability	2	Internal Document
4	World Vision Risk and Resilience Strategic Guidance	2	Internal Document
5	Guideline Integrating Disaster Risk Reduction into ADP	16	Internal Document
	Tool 1 : Hazard, Vulnerability, and Capacity Assessment	8	
	Tool 2 : Risk Assessment for Design Phase	12	
	Tool 3 : Design Review	5	

	Tool 4 : Monitoring and Evaluation of Risk Reduction in Development Program	7	
	Tool 5 : Option Manual	8	
6	Presentation slide of Wahana Visi Indonesia Strategy FY 16-19	16	Internal Document
7	Presentation slide of LEAP 3 Disaster Management/Resilience Quick Guide for LEAP 3 NO Leads	33	Internal document

3.3 Data Analysis

This study uses a DRR mainstreaming tool for development organizations developed by an organization called Tearfund. The tool is originally developed to guide a development organization in mainstreaming and expanding DRR initiative into its relief and development planning & program (La Trobe & Davis, 2005). The six identified key areas of mainstreaming are based on the “Indicators of Institutionalization” in Humanitarian Practice Network’s Good Practice Review as well as levels and performance indicator to help organization asses, measure and monitor their own progress. This study however is not intended to evaluate or determine the success of DRR mainstreaming, but rather to assess to what extent DRR has been mainstreamed.

Table 4

Tearfund's tool of DRR mainstreaming

Level	Level 1	Level 2	Level 3	Level 4
Areas	Little or no progress	Awareness of needs	Development of solutions	Full integration
Policy				
Strategy				
Geographical Planning				
Project Cycle Management				

As can be seen from the table above, the tool is provided with levels of attainment ranging from 1 to 4. Level 1 represents the progress where the organization approaches to disaster risk reduction in an ad-hoc manner and where they presently have very little understanding of relevance and importance between DRR and relief and development work and does not have a systematic approach. Level 2 depicts an early stage of mainstreaming based upon a growing level of awareness and understanding of the value and requirements of mainstreaming and the need for action. Level 3 shows an intermediate stage where the organization has identified actions producing gains by developing plans and tools to address the requirements of integrating risk reduction into its relief and development processes. Level 4 is characterized by institutionalized mainstreaming, where an organization places high importance on DRR in into relief and development work at multiple levels and sectors with a comprehensive demonstration of practice. Despite being fully integrated, there is still a need for continuous improvement in their approach. To determine the progress of institutionalization, each key area has come with a set of broad indicator(s) within each level and must be supported and validated with evidence such as written reports (For complete indicators, see Appendix 2).

3.4 Obstacles

This study has some shortcomings in the design, data collection and analysis that influence the outcome of the study. One of the major obstacles for literature review was finding peer-reviewed research on the topic of mainstreaming DRR, in particular connected to development organization. For data collection, conducting fieldwork in Indonesia was not impossible due to the administrative process and non-response from the targeted organization. Therefore, interviews were conducted via Skype and Whatsapp. Secondly, gaining access to more respondents from different level of operational office and expertise was difficult because of scheduling conflict and ethics. Furthermore, gaining access to the all of the relevant documents, such as final LEAP 3 framework documents, and evaluation documents was proven to be challenging due to the ethical issues. There were also some language barriers during the interviews as the respondents were having difficulties explaining themselves either in English or

Bahasa Indonesia. Another challenge was acknowledging bias (including confirmation bias) from the respondents who might try to picture the organization in the best light possible, resulting in a filtered information or unwillingness to provide further explanation.

4 Results

This chapter presents findings from both the interviews and documents for WVI DRR mainstreaming effort based on the six key areas.

4.1 DRR Mainstreaming Policy

When questioned about the existing DRR policies or DRR mainstreaming policies, all respondents reportedly never having seen or read DRR policy or specific existing policies for DRR mainstreaming. As clarified by respondent D, WV revolves around 3 ministries, one of which is Humanitarian Emergency Affairs (HEA) that is responsible for disaster management. Two respondents stated that currently any DRR policy and mainstreaming is absent, because DRR is a part of disaster management; suggesting the policy would exist under the overarching disaster management policy. Respondent F was convinced that there is a process of developing DRR mainstreaming policy. Confirmation on the policy making came from Maggie Ibrahim, who did a study on World Vision Institutionalizing Resilience effort and is currently working for World Vision UK. She explained the DRR mainstreaming and resilience policy is still on hold due to the discussion of where DRR should be led within the organisation; that is Humanitarian Response or Livelihoods (M. Ibrahim, personal communication, March 16, 2018).

Respondent B established that presently the Risk and Resilience Strategic Guidance document is considered as a high level commitment and a global direction for resilience, which encloses both DRR mainstreaming and Climate Change Adaptation (Section 1.2). It presents the goal as *“Resilient children, families, and communities able to mitigate the risks posed by violent conflict, man-made and natural disasters, climate change, and environmental degradation”* and how WV would address some fundamental issues with recommended approach/practices. The objectives as is listed in the document are within the programme context, WV organizational context, and External Policy & Market context. The main ideas of the objectives are:

1. To increase the understanding of disaster risks in a changing climate.
2. The establishment of risk assessment process, the need to establish a plan to protect and/ or rehabilitate, and the need to regular dynamic monitoring against the baseline.

3. The Implementation of community programmes in both pre- and post-disaster contexts that standardise risk assessment.
4. Strengthened skills and competencies at all levels of the organization in building community resilience.
5. Engage with partners at all levels to influence policies and practices that reduce community-level risk and its underlying causes.
6. Harness innovative finance streams to systematically build resilience and reduce vulnerabilities.

This strategic guidance, along with Resilience Theory of Change and the Drivers of Sustainability, has been adopted by WVI. The same respondent stated that the document was only being discussed at the higher management, and that it was only when he started the Disaster Risk Management specialist position that he was exposed to such strategy.

4.2 Strategy to organizational mainstreaming

When questioned about the strategy to DRR mainstreaming, five respondents referred to current approach in which DRR is being integrated within what is called as technical projects: Child Health, Child Protection, Education, and Livelihood. This is aligned to what is found in the National Strategy document. Respondents explained that each technical project contains a specific DRR intervention, such as Safe School Initiative model in Education and Food Security issue in Health. In addition to that, each Area Programme (AP) is obligated to adopt a Community Engagement and Sponsorship Project (CESP) which targets the project model Community-Based Disaster Risk Management (CBDRM) and ensures each project integrates DRR in the development and engagement process within the community and other stakeholders. Respondent A explained that each area programme has to choose at least one and max two technical projects, excluding the CESP.

The current approach according to respondent B is based on the Resilience Theory of Change, which attempt to achieve resilience at household and family level. Two respondents added that the current approach is the result of WVI's transition to using Learning through Evaluation with Accountability and Planning (LEAP) 3 framework (see Context). The obtained LEAP 3 document mentioned that the framework is designed to address the gap between the national strategy

and the development programming by linking the disaster management (DM) strategy to the overall strategy at National Office (NO). Disaster management strategy is processed whether within the strategic objective, technical approach, technical program, or simply integrated into Area Programme Plans (figure 3).

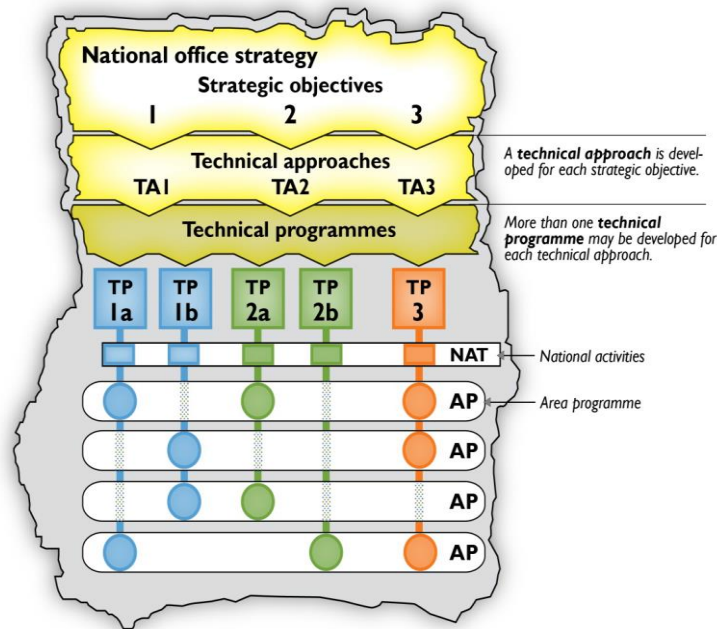


Figure 3. LEAP 3 framework linkages of strategies (LEAP 3 Disaster Management/Resilience Quick Guide for LEAP 3 NO Leads).

The linkage between the strategies at National Office, the Technical Approaches (TA), Technical Programs (TP) and Area Programme (AP) within LEAP 3 framework. Disaster management strategy is to be incorporated within the strategic objective, technical approach/ technical program, or Area Programme Plans depending on the context of each National Office.

NO Strategy is a 5-years objective and strategy which formulated based on an assessment and context of the country. It is based on inputs from all departments and level through various external and internal analyses (LEAP 3 Disaster Management/Resilience Quick Guide for LEAP 3 NO Leads). Though it was not possible to identify any information regarding the external analysis at the NO, the National Strategy year 16-19 document does mention a brief external environment aspect related to disaster risks. Respondent E also stated there was a bottom-up process of identification and strategy formulation at the Zonal Level in 2015, forwarded to the National Office as an input to National Strategy and the LEAP 3 transition. The WVI National

Objective is *“The sustainable child well-being and rights of 2 million of the most vulnerable girls and boys in rural and urban context in Indonesia”*. It lists six Ministry Objectives, including disaster management as MO6 *“Strengthen resilience and emergency response”*, followed by a brief explanation of the capacity the organization aims to achieve that is *“to enable community prepare, respond and recover from disaster risk and climate change impact”*. With regard to the DM strategy and National Strategy, respondent D added *“there is always a link of DRR within the National Strategy; however the focus proportion varies accordingly to the context”*.

Two respondents agreed that DRR is being taken seriously with the LEAP 3 framework, stating *“If the project does not consider the disaster risk, then it will be a no-go”* and *“every project must have an issue of creating resilience of the community and the stakeholders’ around”*. Three respondents viewed the current approach as strategic, because all area programme had to go through the redesign phase in order to standardize the approach, activities, indicators, objective, project model and measurement, excluding the target. The majority of respondents agreed that DRR is reflected within the documents, especially the internal reports such as Area Programme Plan. With regard to the implementation of each project in day to day work, two respondents stated that operational guidelines are present, but still need approval from the high management.

4.2.1 Challenges to Strategy

The Learning through Evaluation with Accountability and Planning 3 Framework (LEAP 3 Disaster Management/Resilience Quick Guide for LEAP 3 NO Leads document) claims to offer an opportunity to broaden ownership of disaster management by embedding the issue into the technical program or objectives. Unfortunately this is not the case according to respondent B. He expressed

“Humanitarian Emergency Affairs (HEA) is still working separately... Each Operation Department still focuses on their own program... This is a bias ... Some people still think DRR as a separate thing, an additional work or a new work”.

In line with this response, respondent A saw the gap of discussion between the top management and the field staff, and highlighted the need to clarify the strategy and how to

translate it into day to day work. Respondent E said *“the strategy is not well-distributed clearly and sufficiently. If it was, I would be able to justify as to why we took this approach”*.

Respondent F pointed out another issue with regards to the operationalization of mainstreaming; *“Incorporating disaster into education is not enough and that is not equivalent to integration...This is an issue in our business process that we need to understand”*. They also suggested some issues that are often overlooked by the top management, such as the practicality of the effort and the time required achieving full integration, considering the amount of expectation for area programme to achieve other targets. They also suggested building and strengthening the internal understanding to promote a meaningful change of mindset among the staff, in order to capture the significance of DRR in the planning and implementation.

4.3 Project Cycle Management (PCM)

To understand how DRR is integrated within WV programming cycle, LEAP 3 Disaster Management/Resilience Quick Guide for LEAP 3 NO Leads and respondent C referred to WV’s DRR toolkit for guidance. It is written in Section 3 Framework to Integration DRR into ADP document that DRR mainstreaming into LEAP process is to ensure 1.) Protection of World Vision’s investment in all area programmes against natural disasters. 2.) Programmes and projects delivered by WV will not increase vulnerability or decrease capacity of community to natural hazard.

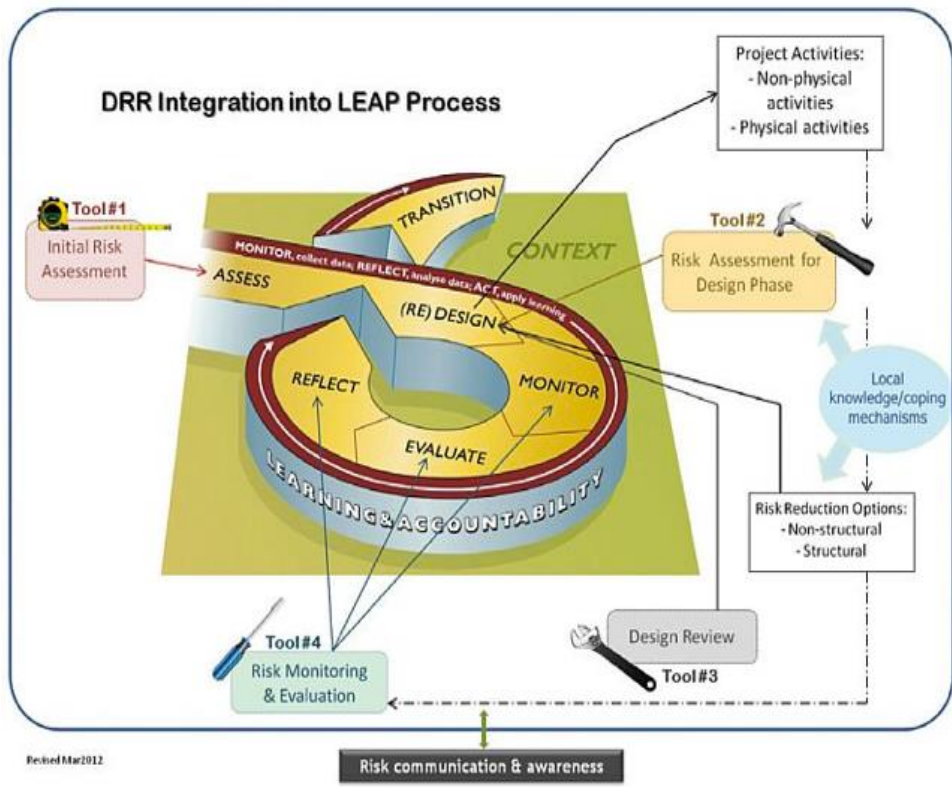


Figure 4. World Vision's DRR integration into LEAP Process (DRR Toolkit, World Vision, 2012)

The mainstreaming within project cycle management begins with a series of Risk Assessment or Analysis (which interchangeably used within the DRR toolkit). Within the Assessment phase (figure 4), WV employs the Initial Risk Assessment, which is a qualitative assessment based on the secondary data of the potential area programme, Key Informant Interviews (KII), or Focus Group Discussion (FGD) with the relevant local governments. In the following phase, area programme is suggested to conduct Risk Assessment to gain a deeper understanding of the disaster risk issues through Participatory Risk Assessment (PRA) at a specific local level such as villages and sub-district. The results of the Risk Assessment are used as input to the intended project and DRR measures, where it will be subject to review. Review process is to ensure that DRR has been effectively mainstreamed within the Area Programme development project and integrated within Area Programme Plan document and log-frame. According to respondent C, in addition to being used as an input to the programming, the results of the assessment is also for funding acquisition of the project/program and should refer back to the Drivers of Sustainability

framework document. For Monitoring and Evaluation cycle, DRR toolkit refers to the Monitoring and Evaluation tool for risk changes tracking, using measurable indicators set at the Design Phase. There are three different risk changes tracking tools: Hazard changes, Vulnerability & Capacity changes, and Summary and Recommend Changes, which all will be included in the annual reporting.

When discussing the approach to PCM, four out of six respondents were in agreement that DRR is automatically part of design (planning), monitoring and evaluation cycles. However none of them were able to provide more information in implementation or monitoring with regard to the current approach. Respondent F added *“whatever is written in the main document during the design process have indicators that will be monitored and to be forwarded to the higher management or specialist”*. Respondent B stated there is a list of questions pertaining disaster risks embedded within the design, monitoring and evaluation. When it comes to implementation, Respondent E explained it depends on which year area programme plans to implement the intervention. Whereas Respondent A had a slightly different answer focusing on risk mapping within the Area Programme Plan document to help manage the resource, intervention focus, and workload of the programming.

4.3.1 Challenges to Project Cycle Management

When discussing challenges to programming cycles, many of the responses given were not exactly related to the topic. For example, Respondent B spoke of the issue of DRR as burdensome for the staff. Furthermore, he added that miscommunication of target and project achievements have always been an issue in the previous approach. Their suggestion for these challenges was the resounding capacity building for field staff. Respondent F discussed the different perception of integration issue, which affects the process as a whole. Two respondents were concerned on the monitoring process with reference to staff capacity, stating *“the monitoring and evaluation officer may not have the DRR knowledge”* and *“there is a DRR specialist, but if that person is being deployed to an emergency, there is a risk of abandoning some of their responsibilities to regularly communicate and working with the local stakeholders and other staff”*. The recommendations were to have a staff specialized in monitoring DRR activities and progress as well as the need to provide clarity and capacity to the staff on DRR and

how it is in each cycle. Respondent C added another challenge regarding the changing context of area programme and the need to keep it updated which was not always the case within the annual planning and documents. Their suggestion was the leadership role in making the necessary decision whether to pause, postpone or redesign the project based on the context.

4.4 Geographical Planning (Hazard, Vulnerability and Capacity Assessment)

DRR toolkit is designed to assist WV staff in undertaking the integration of DRR and Climate Change Adaptation into what is now called area programme, as well as for conducting the risk analysis. In Section 3's Guideline to Integrating DRR into ADP document emphasizes that integration of DRR within World Vision's area programme necessitates the analysis on:

1.) Could potential hazard events affect policies, programmes, projects that will be invested by WV in all area programmes.

2.) Do policies, programmes, projects delivered by WV impact vulnerability to natural hazard?

As is mentioned in Section 4.3 and illustrated in figure 4, Initial Risk Assessment and Risk Assessment are to be conducted within the Assessment Phase and Design phase respectively. The tools are designed for people with no specific background in disaster management. The processes refer to Hazard, Capacity and Vulnerability Analysis using the provided tools and data collection methods corresponding to each analysis, such as Transect Walk, Seasonal Calendar, Hazard Mapping and Historical Profile. The assessment results are used to plan the appropriate measures to reduce community vulnerability or increase capacities to mitigate, prepare for and respond to disaster impacts. In short, it aims to improve community resilience to certain identified hazards.

The document Tool 2.2 Option Manual presents a number of options for intervention based on the assessment results (Table 4). It is divided into 3 categories: Prevention and Mitigation, Preparedness and Early Warning.

Table 5.

Examples of Program Option for Preparedness

The tool is a resource of examples and ideas which applicable during the assessment, design, implementation, and transition phases of a project. Source: WV, 2009.

Sector	Earthquake	Flood	Drought	Landslide	Volcano	Tsunami
Agriculture	Build a safe harvest storage that is safe from EQ	Build a safe harvest storage that is safe from flood Contingency plan	Build a safe harvest storage that is safe from flood Contingency plan	Contingency Plan	Build a safe harvest storage that is safe from volcano eruption and lava Contingency plan	Construct EQ and tsunami resistance harvest storage Provide an evacuation shelter that is higher than tsunami run-up Provide a tsunami sign board to the evacuation shelter Provide a tsunami evacuation route map
Livelihoods/ Micro-enterprise Development	Contingency plan Business recovery plan	Contingency plan Business recovery plan	Contingency plan Business recovery plan	Contingency plan Business recovery plan	Contingency plan Business recovery plan	Contingency plan Business recovery plan
Education	Prepare school contingency plan Identify and provide emergency evacuation plan and routes EQ Training/Drill for students Disaster Emergency kit First aid training	Prepare school contingency plan Eavcuation plan for students Disaster Emergency kit Search and rescue training in flood First aid	Prepare school contingency plan	Prepare school contingency plan Eavcuation plan for students Disaster Emergency kit Search and rescue training First aid	Prepare school contingency plan Eavcuation plan for students Disaster Emergency kit First aid	Prepare school contingency plan Eavcuation plan for students Disaster Emergency kit Search and rescue training First aid Swimming lessons

Respondent C who participated in producing the DRR toolkit during the years 2011-2012 was assured that the toolkit is imperative to Humanitarian Emergency Affairs ministry due to mandatory Disaster Preparedness Plan (DPP). They stated that the risk analysis for DPP (though not exclusive for DRR) was mainly conducted internally and was not in the context of community resilience as of today. This statement is differed from two other respondents who pointed out that these assessments have not been done regularly, providing an example that the DPP in one of the Zonal has not been updated in 3 years.

In a follow-up discussion, respondent E (personal communication, April 8, 2018) said that the transition process necessitates many process but also leave out some of processes. The Zonal Office is now working towards DPP, however, similar to respondent C, the analysis was mostly internal and only referred to the previous assessment document and updates from the relevant local government disaster management agency. They admitted that they don't have the knowledge and are not aware of DRR toolkit and the different tools available for each LEAP process. It is stated *"because of the transition, we have to deal with many documents and it's been a complex process. I am not sure that what we are doing will result in a quality document, considering that the transition process has not been ideal since the beginning "*. Prior to that they stated

"Ideally we should conduct these analyses in order to understand our disaster risk which will be intervened by our technical projects. This is not the case; there are clear strategies in each TP and that is not the results of risk analysis...it is all depends on the technical project ".

Respondent A (personal communication, April 8, 2018) mentioned that their area programme had conducted an internal risk assessment prior to the re-design phase, but it didn't touch upon the issue of disasters risks. Three respondents suggested other business processes, such as Security Risk Management (SRM) and Monthly Report which are not specific to disaster risks. Respondent F was convinced that their area programme had conducted these processes with a support from a DRR specialist. When asked if all area programme had done these analyses, they replied that all area programme should have conducted this process as it was part of the main document, though they're unsure of how the process was conducted.

4.4.1 Challenges to Geographical Planning (Hazard, Vulnerability, Capacity Analysis)

Two respondents pointed out the lack of understanding of risk among staff as a challenge. Respondent A referred back to the need for clarifying DRR strategy and raising the importance of DRR within development work. It is explained that WVI's larger focus on development work is one of the reasons as to why the staff perceives DRR as burdensome and possibly unrelated to their main work. They also discussed the need for capacity building due to the different expertise and background of each staff.

Two respondents suggested the need to capacitate the staff in conducting these assessments, which currently may only be owned by a few members of the National Disaster Management Team (NDMT). This was raised based on justification that not all coordinators are interested in disaster risks and understanding the assessment. However, respondent A was assured that the coordinating staff possesses the adequate general understanding of these analyses. In response to the lack of capacity, respondent F stated that area programme is free to invite external parties in conducting the proper analysis and the reporting. In their view, the challenge was in obtaining the proper data for these analyses. Other three respondents suggested the strengthening of collaboration with the DRR specialist and national level in supporting and guiding the area programme for technicalities, assessments, and translating DRR into practice. One of the reasons is, according to respondent A, the capacity buildings provided by Humanitarian Emergency Affairs ministry tend to focus on theoretical knowledge rather than practical experience, which hinders the learning process in contextualizing the knowledge.

4.5 Building Relations

4.5.1 Internal Relations

Respondent B stated previously that there is still a tendency for each department at the NO to work in isolation. This is in contrast to Respondent E stating the coordination is strong at the National Office. Respondent B added that communication and coordination between levels are conducted based on needs, saying *"If there is a need, they are free to contact to the specialists"*. Respondent C pointed out regular zonal meetings as a mechanism for learning, which covered DRR activities. Respondent F referred to the current business process where

every working project is reviewed and supported by subject-matter specialist (such as livelihood specialist, health specialist, Disaster Risk Management specialist) as a coordination mechanism to ensure DRR is properly mainstreamed within the document and implementation on the field as adequate.

4.5.2 External Relations

The topic of external relations with stakeholders appears in many documents, such as the Drivers of Sustainability and the National Strategy. It is also addressed in the Risk and Resilience Strategic Guidance; specifically in External Policy & Market Context aiming to *“Engage with partners at all levels to influence policies and practices that reduce community-level risk and its underlying causes”*. Within the National Strategy, Strategic Partnership is identified in relation to the organization work in general (PR03). That is to *“Increase engagement of partners and community to contribute and collaborate with WV to bring greater impact and influence on sustainable CWB”*, specified with an indicator of Number of involvement in strategic forum including FBOs partnership related to ministry objectives.

When asked about DRR and external relations, Respondent B explained that it is the responsibility of each level to build and ensure partnership with their local stakeholders. Respondent P stated that each level is required to own a “partnering document”, where relevant partners relevant for the programming are identified. Building on this, two respondents added that partnership depends entirely on the context, such as the level of exposure to natural hazards, which may or may not influence the amount and involvement of partners.

4.5.3 Challenges to Building Relations

According to respondent B the challenges to build external relations are different according to context. They provided the example of the different priorities and interest of each partner as one of their challenges. The government, for instance, tends to demand NGOs to contribute to their program, which occasionally is in conflict with WVI’s approach and priorities. For internal relations, they stated that DRR is still perceived as an additional burdensome activity. Respondent A acknowledged that for their area programme, partnership was not highly prioritized at the moment due to the transition process and suggested that it will be the responsibility of CESP to engage as much as stakeholders, including for DRR activities. They saw

a potential challenge regarding the lack of capacity of CESP to deal with DRR. Respondent F pointed out a tendency of the organization to work alone, dismiss the local capacity and opportunity in the area. They suggested a need to ensure the use of existing capacities and the importance of partnership and networking to bridge various constraints. They also highlighted that, due to the transitioning and restructuring process, at the moment area programme is unsure to whom and how to communicate with the NO. Respondent E stated that area programme at times lacks the information and awareness of the government resources that might be useful and is accessible for its stakeholders.

4.6 Institutional Capacity

4.6.1 Staff Capacity

The topic of staff skills and competencies are ever-presents within many documents, even though most of it does not elaborate further how the organizations approach this topic. The Risk and Resilience Strategic Guidance for example included WV Organisational Context as strategic focus in: to *strengthen skills and competencies at all levels of the organization in building community resilience*. National Strategy document lists PL02: Invest in staff competency, with a short description of *“ensuring continuity of staff development to meet their required capacity that enables them to perform well and align with Corporate Strategy”*.

When questioned on how the organization approaches capacity building for DRR mainstreaming, two respondents assured that capacity building is well-structure due to the vertical line responsibility; National Office is responsible for Zonal, Zonal for area programme, area programme coordinators for field staff, to which all depends on the capacity needs. Respondent P stated *“once area programme has decided its technical projects (TP), then it is automatically the responsibility of the management to think about the capacity”*. Furthermore, respondents agreed that there is a clear annual capacity building for National Disaster Management Team and each technical project; even though it is unclear if capacity building for TP will touch upon the DRR knowledge. Three respondents stated that the organization offers a different path for capacity building, including learning platform and online training which are accessible for staff.

4.6.2 Financial Resources

When discussing the budget to mainstreaming DRR within the programming, there was an agreement among respondents that financial resources are secured within each TP, especially in Community Engagement and Sponsorship Project as it discusses the community mobilization with the project model and include other DRR activities. However, two respondents added that the budgeting depends on the timeline of implementation activities determined by area programme.

4.6.3 Challenges to Institutional Capacity

There is a general agreement that capacity building is one of the aspects that the organization has to reconsider. There were many statements of how capacity building for disaster management is exclusive for the Disaster Risk Management specialist and National Disaster Management Team. In consequence, the skills and knowledge are not equally distributed due to the lack of sharing session or follow up. Respondent B stated that the challenge is rather about the habit of not getting used to accessing the available learning platform, whereas respondent E brought up the time constraints to access the capacity building. Furthermore, they discussed whether the proposed building is related to the intervention, stating that *“with limited resource and the need to adhere to the log-frame, we need to examine if the capacity building is related to the programs”*.

Two respondents brought up the issue of change in management. Respondent F expressed *“Unlike the government that offers a clear career path, WVI has a slightly different approach. There is a need to plan capacity building carefully because sometimes we will encounter a situation where the capacitated staff end up being rotated or resign”*. Two respondents discussed that most of the time the trainings were too focused on theoretical knowledge and static, therefore affecting the staff’s capacity to practice or to contextualize the obtained knowledge. One respondent brought up the issue of staff’s overwhelming workload combined with the number of villages each staff has to deal with, stating that there is a general lack of management skills from the staff. Lastly, four respondents discussed the prevailing mindset among staff that DRR is less important than development projects.

5 Discussion

This chapter presents the discussion as to what extent has WVI mainstreamed DRR, based on the findings from interviews and documents and how it relates to the theoretical framework. The interpretation of the findings was assessed with a consideration of the research limitations.

Table 6 shows the progress of WVI's DRR mainstreaming effort in six key areas. However, the following discussion is divided into three parts, due to the cross-boundaries findings in the groupings

1. Policy and Strategy
2. Guidelines & Project Cycle Management
3. Relations & Institutional Capacity

Table 6.

Progress of WVI DRR mainstreaming

Level	Level 1	Level 2	Level 3	Level 4
Areas	Little or no progress	Awareness of needs	Development of solutions	Full integration
Policy			V	
Strategy			V	
Geographical Planning			V	
Project Cycle Management			V	
Relations			V	
Institutional Capacity		V		

5.1 Policy and Strategy

As shown in table 6, WVI's progress for Police key area is on the intermediate stage level 3: development of solutions (Section 3.3). This is suggested by finding on Section 4.2 that such policy is absent due to the structure of DRR being part of disaster management handled by

Humanitarian Emergency Affairs ministry, despite one respondent's imply that Risk and Resilience Strategic Guidance presently functions as a global direction/policy for DRR mainstreaming.

Determining the level for policy is tricky due to several circumstances. First of all, many literature set on the importance of policy within the organization as a representation of high level commitment to legitimize the planning and resource mobilization (UNDP, 2010). It is often suggested with a separate DRR policy, modification of the existing policies or the overarching policy addressing the need for DRR mainstreaming (Benson, Twigg, & Rosetto, 2007; IFRC, 2013; La Trobe & Davis, 2005). Twigg (2015) mentions that a giant organization such as WV will be more likely to own a separate DRR policy. But this does not seem to be the case in WV and WVI. The institutional arrangements evidenced by the present Risk and Resilience Strategic Guidance and its predecessor strategy appear to be sufficient and capable of pushing WV's implementation of DRR mainstreaming, while the organization is working towards the formulation of DRR mainstreaming policy and resilience.

Second of all, the available tools and literature suggest a clear separation of what is defined as policy and strategy-as such strategy deriving from a policy (Twigg, 2015). In WVI context, the present Risk and Resilience Strategic Guidance have accomplished 3 out of 4 indicators of full integration in Policy key area. As such, it specifies achievable goals, endorsement from high level management and is being reflected in the organization's reporting (see Appendix 2). Third of all, with a consideration of WV's influence to its country partners, it was still unclear as to how WVI approaches and work towards the goal and strategies in the Risk and Resilience Guidance.

Turning to the Strategy key area, Risk and Resilience Strategic Guidance also has fulfilled the full integration indicators such as presenting achievable objectives, developed based on the conceptual framework, is fully endorsed by the management, and is reflected within the documentations (similar to policy key areas, Appendix 2). Bearing in mind that the Risk and Resilience Strategy is not based on any policy but instead out of increased interest in resilience at the global level (see Context 1.2). The strategy was formulated at the global level and adopted by WVI.

This includes the subsequent adoption of Learning through Evaluation with Accountability and Planning 3 framework which has abundantly assisted WVI in making the needed adjustment; linking the disaster management strategy into the National Objective and Strategy. However, when we examined the WVI's National Strategy closely, it appears that disaster management strategy does not address specifically the DRR mainstreaming within the programming. It only refers to resilience as in "Strengthen resilience and emergency response" and mentions the capacity resilience aims to achieve. Both the National and disaster management strategy fail to discuss the DRR mainstreaming as an approach or correlate it with other child well-being objectives. This perhaps demonstrates a fragmentation problem that DRR has not yet been truly adopted as an integral part in other issue or department. Even though, LEAP 3 framework (section 4.2) does allow the National Office to decide whether the strategy is incorporated within the the National objective, the technical project or AP plans. It raises the question whether the National strategy's use of the term resilience within the document is sufficient to produce the same understanding that DRR is the responsibility of all levels and all departments. In addition to this, the National Strategy or disaster management strategy can't be classified as comprehensive, due to the lack of acknowledgment to potential challenges, mandatory process hazard/risk/vulnerability assessment, or capacity development plans and methods that often characterized within the literature (Twigg, 2015; Benson, Twigg, & Rosetto, 2007; Benson, 2009).

Overall, The Risk and Resilience Strategy and transition to LEAP 3 Framework are the ultimate top-down approach for WVI in advancing the practice of DRR mainstreaming. The finding suggests that it was an abrupt change (section 4.5) hinted the flawed transition process since the beginning of the process, requiring staff to deal with many processes and documents. The adoption of Risk and Resilience Strategic Guidance and transition to LEAP 3 also display an increased commitment and awareness at the high level management of WVI National Office, while at the same indicate the gap of understanding, especially on the field level evidenced by the frequent response that DRR is perceived as additional work, rather than being part a n inherent part of the development project (or each technical project). Despite the good progress on high level management and the decision to incorporate DRR within each technical project, there is a room for improvement in particular to address the above challenge. Respondent F

captured this by saying *“The current approach of integration does not prove that it is properly integrated. It’s just gluing one issue to another. We need to look at the business process, build an internal understanding and find a meaningful way of integration that touches upon the community’s life”*.

5.2 Project Cycle Management and Geographical Planning

As is confirmed by the LEAP 3 documents, DRR toolkit is referred as the main instrument to the project cycle management in WV’s LEAP process, as well as in conducting the risk analysis. Based on the findings, it can be determined that the progress to project cycle management is in between of level 3 and level 4 (Table 6), as it has not showed the comprehensive demonstration of practice (section 3.3)

The indicators for developing solutions is that the organisation is developing an approach to ensure hazards, risks and vulnerabilities are addressed within project planning, implementation and evaluation according to the local context. Whereas for full integration, it is characterized by the incorporation of DRR in Project Cycle Management, the recommendations from monitoring and evaluation are being used to inform project (re)design and lastly, where explicit DRR programmes are established, the link to the organisation’s humanitarian/development programmes are established.

WVI has automatically reached one of the indicators of full integration due to the new LEAP framework which incorporate DRR in each of the project cycle (agreement of 4 respondents in section 4.4). However, there’s a lack of further information of how it is being practice in monitoring and evaluation cycle to assess the other indicators due to the transition process. Therefore, determining if DRR is truly part of each cycle will be based on inadequate evidence. It is also clear that WVI has fulfilled the indicator for developing solutions because of the DRR toolkit is present in guiding the integration of DRR within each LEAP process and risk analysis. However, only one respondent was aware of the existence and the usefulness of DRR toolkit for the project cycles (section 4.4). Most of the responses only refer to the assessment of disaster risks in the beginning of the design/redesign phase which is a mandatory process to be included in the Area Programme Plan and Annual Program Planning (section 4.4.1).

Two respondents agreed that monitoring cycle should be a priority for strengthening among other cycles due to the general lack of capacity of the monitoring and evaluation coordinator with reference to DRR knowledge and the follow up actions on DRR activities (section 4.4.1). One respondent claimed that area programme has the right to decide what year would the specific intervention for DRR is being implemented (section 4.4). However, the flexibility for the implementation suggested here is contradictory to the content in DRR toolkit. That is, monitoring of risks should be continuously done using the monitoring and evaluation tool for risk changes.

For the Geographical Planning key area (in particular for risk analysis), full integration is characterized by the ongoing analysis of hazard, vulnerability and capacity analysis, as well as the risk reduction strategies based on the analysis. WVI is also set in between level 3 and 4, due to several reasons, meaning tools and plans are in place but comprehensive practice is not yet conducted (section 3.3). As confirmed by respondent C, the DRR toolkit is useful guideline for conducting this hazard, vulnerability and capacity analysis and therefore is imperative to disaster management work. However other respondents failed to mention DRR toolkit, let alone demonstrate how DRR toolkit is employed throughout the re-design process. To an extent suggesting that the DRR toolkit was not sufficiently used during the re-design phase.

Respondent E in section 4.5 suggested that transition phase to the current approach of using LEAP 3 was not ideal, referring to risk assessment only being conducted in the interest of fulfilling the mandatory documentation for Area Programme Plan and Disaster Preparedness Plan. Other respondents suggested the risk assessment prior or during the re-design phase, was only conducted internally and that it was not related to disaster risks. It calls into question whether hazard, vulnerability and capacity analysis have been conducted properly as in the one suggested in DRR toolkit, where it involves both secondary data collection and in-depth understanding of disaster risks by involving the community in the target area with different methodology of data collection. Furthermore, the sporadic risk assessment calls into question the importance and the role of DRR toolkit which supposedly imperative to the disaster management work of WVI.

The DRR toolkit is a rich source of information and an in-depth understanding of how WV goes about DRR mainstreaming, from which the study benefited greatly. Benson, Twigg, & Rosetto (2007) warn that there's a tendency of reluctance among staff in a development organization to use checklist or guidance especially if the process is lengthy and costly. That being said, it is the ultimate responsibility of the management to be clear whether the available tools, especially taking into account the significance of the re-design process, are voluntary or compulsory, and to ensure that the staff complies with it. In response to the reluctance tendency, Benson, Twigg, & Rosetto highly recommend an internal advocacy among staff.

The approach to mainstream DRR which was explained by 4 respondents in section 4.2 that is disaster risks measures and intervention have been embedded within each TP are evidently on the contrary to the principles of Risk Assessment which was introduced within the organization's guidelines document (section 4.5). Respondent E described it thoroughly saying *"In reality, there are already clear strategies in each TP that is not the results of risk analysis. That means, it may or may not fit the context of the area programme. This is a pitfall "*.

This ideal process is also mentioned within the organization The DRR toolkit and Guidelines documents make a perfectly clear statement that the results of risk analysis are to help area programme in planning the appropriate measures to reduce community vulnerability or improve community resilience to certain identified hazards which aligns with the second indicator of full integration (section 4.4). The tool also provides option manuals (table 4) that enable area programme to decide the appropriate measures based on the project and type of hazard. Furthermore, the fact that area programme requires focusing on what TP (section 4.2) as stated by respondent E suggests a possibility that the disaster context may not fit the area programme needs. Whereas ideally when it comes to operationalization of DRR mainstreaming, risk assessment is the basis for disaster-proofing development programs, through which the results of analysis outline the relation of disaster-development in its real-life context (Benson, Twigg, & Rosetto, 2007; ISDR, 2005). Consequently leading to a decision making as to which disaster risks area programme should be focused on and which disasters risks measures or strategies are appropriate and how does it mainstream it within the PCM.

Respondent F stated that despite being a mandatory document for DPP, he remained unconvinced whether it has been conducted thoroughly. Respondent A statement also evidenced that the risk assessment did not exactly touch upon the issue of disaster risks which requires a risk analysis. In addition, respondent E noted that Disaster Preparedness Plan had not been updated in 3 years. These findings also suggest that the degree as to whether risk assessment has been conducted regularly may also vary across area programme and Zonal.

Twigg (2015) stated that large organization is more likely to have comprehensive guidelines, though those guidelines might not be introduced, read, or used in a systematic way. It might be the case with WVI and WVI because the guidelines and tools have not been introduced properly or capacitated for the field staff. Respondent E admitted that they do not have knowledge and is not aware of DRR toolkit and the different tools available for each LEAP process, despite being the specialist of Community Engagement and Sponsorship Project at a zonal level. In addition to the transition issue, it seems that staff capacity for conducting risk analysis is a challenge. Following up on Wamsler (2007) and Twigg (2015) statement, the lack of risk understanding and the lack of distributed capacities may cause ineffectiveness and non-desirable/negative out.

5.3 Relations and Institutional Capacity

Building the relations with stakeholders and partners are of great importance for development work, including in WVI context. It is rather challenging to determine which level WV is on in building relations key areas, due to the insufficient evidence how it relates to DRR mainstreaming. Firstly, looking at the documentations, building external relation is reflected as strategic partnership in the National Strategy, WV's Driver of Sustainability and Risk and Resilience Strategic Guidance. It is obvious that through the documents, WV and WVI in particular aspire to strengthen the partnership in the interest of achieving its goal. The national strategy indicator for strategic partnership aims to engage more partners and community with respect to the organizations objective and a wider impact (section 4.5.2). At the global level, WV acknowledges that partnership is one of the key drivers for sustainability.

DRR is a complex cross-cutting issue that requires the support and involvement of partners especially in a high-risk area such as Indonesia. The findings indicated that WVI may have working towards level 3: developing solutions. This is because, as suggested by respondent E,

area programme is obligated to own Partnering document in which relevant stakeholders are identified. That being said, it is likely that due to the transition process, the effort to build partnership is overlooked. Respondent A indicated that partnership were a low priority, followed by respondent F who pointed out that the organization at area programme level may be inclined to disregard the surrounding partners and the existing local capacities and structures. Respondent E explained in other key area that area programme lacks the information of government's available resources for its partners, suggesting the lack of awareness of the capacity owned by the local government. In addition to that, the relations of each level with the stakeholders can vary greatly according to context. Respondents described that it depends on each level or how hazard prone the area is. This signifies the lack of clear strategy or mechanism in ensuring partnership from the beginning of a redesign process. However, the second indicator which characterized by the linkage of stakeholders between different levels to raise awareness of the organisation's risk reduction policy and strategy can't be assessed.

Many literature discussed the importance of building relations for DRR mainstreaming (Benson, Myers, & Twigg, 2001; Chakrabarti, 2017; UNECA, 2015; OECD, 2014). UNISDR (2005) specifically acknowledge the role of NGO in promoting and raising the awareness of disaster risks. Existing literature also suggests that when it comes to partnership and coordination challenges, leadership holds an important role in bringing DRR into the spotlight. Whereas Benson, Twigg, & Rosetto (2007) discuss the role of hazard mapping and risk assessment as an advocacy tool capable of making the case and attracting the interest of partners and improve coordination. OECD stated that when it comes to building relations with the national governments, linking the international policy commitment that the country has agreed on the mainstreaming issue can be beneficial (2014).

Internal relations which originally placed at Institutional Capacity are characterized by the development of plan regarding the institutional environment for DRR mainstreaming, strong organizational commitment and ownership of policy and strategy at all levels (level 4) and strong linkage between levels (level 4). Based on the findings, it can be determined that WVI is working towards level 3.

The current approach in which DRR is incorporated within each TP does to an extent reflect that DRR is owned by different projects, which is the aim of LEAP 3 framework. However many responses indicated that organizational commitment and ownership of the strategy may only be present at the high level. Respondent E (section 4.5.1) commented that coordination is strong at the national office, contrary to respondent B experience.

It is also tricky to determine if WVI has met indicator 2 for full integration, because structurally if we refer to how they work with capacity building (section 4.6.1), it appears that there is a strong link between levels. But this may or may not be the case for coordination and communication. Respondent B highlighted that each level is free to communicate and coordinate if there's a need arise. At the time, respondent F (section 4.5.3) suggested that due to the transition process, the mechanism and structure of coordination is currently unfixed and has caused confusion among staff. This perhaps indicates the need to have a clearer mechanism on internal relations to ensure that all levels and sectoral programs are supportive of the mainstreaming issue. For example, two respondents perceived DRR specialist is to be responsible in ensuring that DRR is mainstreamed at area programme level, when ideally it should be owned by all departments and expertise in the interest of preventing DRR treated in isolation (IFRC, 2013). This indicated a lack ownership at the field level (section 4.6.3), one of which is the mindset that DRR is an additional work. WVI might want to evaluate the current internal mechanism for coordination and communication, to prevent the culture divide of development-disaster field and to ensure commitment at various levels for effective DRR mainstreaming (IFRC, 2013; Benson, Twigg, & Rosetto, 2007; Twigg, 2015)

In the institutional capacity key area, the indicators for full integration are the sufficiency of institutional capacity determined by financial resources, skills and knowledge (eg: staff training and development, materials and appropriate technical support), and the available tools are being routinely and comprehensively use to assess the organisation's progress with mainstreaming. The newly adopted DRR mainstreaming approach has automatically achieved one of the indicators, that is financial resources (section 4.6.2).

The topic of staff's capacity building appears not only in the global Risk and Resilience document as "Strengthened skills and competencies at all levels of the organization in building community

resilience”, but more importantly in the WVI national strategy (section 4.6.1). This indicated a commitment or a vision at the high management to the capacity of its staff. However, staff’s capacity as is mentioned in section 4.6.3 may need a bigger intervention. The line of responsibility which mentioned in section 4.6.1 does not guarantee that staff will gain the opportunity to develop adequate competencies. For example, respondent C explained that DRR specialists tend to receive a rigorous training, but the knowledge and the skills remain within the same individual rather than being shared to others. Many respondents also brought up that NDMT has been exclusively exposed to DRR toolkit and have a regular annual. In addition to that despite the existing learning platform and path, respondents were doubtful if it is being accessed. Respondent E captured that it all depends on the resource and the relevancy of the capacity building to the project intervention.

Many literature considers internal awareness and adequate capacity as enabling environment for effective mainstreaming (IFRC, 2013; Benson, Twigg, & Rosetto, 2007; Twigg, 2015) given the fact that in day-to-day operation, the strategy, the programs and policy are being implemented by the field staff coming from different knowledge and skills (section 4.4.1). It certainly raises a question of how does the organization ensure that there’s a strong capacity at the field level not only by the “disaster people” but also those who are working for other TP. One of the frequent responses is “DRR is an additional work” which represent a gap of understanding. Indicator 3 of full integration at the moment can’t be assessed due to the recent transition made by WVI. Wamsler (2007) warn that the lack of capacity may lead to ineffectiveness of the program or at worse counterproductive. Staff capacity may also impact other key areas such as building the internal and external relations, project cycle management and Risk Assessment. Routines such as relations, tools and guidelines, and capacity building (material, technical support, trainings) encourage resilience thinking and ability to mainstream DRR. WVI needs to evaluate the capacity building plan not only for DRM experts and NDMT, but also how to distribute the same capacity to the field staff to promote meaningful and effective DRR mainstreaming.

6 Conclusion

Mainstreaming in general has been found to be a complex and intimidating process with a risk of marginalizing the cross cutting issue or treating it as an “add-on”. This applies for DRR within development program and planning. The effort to mainstreaming DRR has now become the interest of international actors, including non-governmental organization, which have been known to be an increasingly important player within development initiative, especially in building the resilience of the community in which they work with. This study aims to contribute to the knowledge building of DRR mainstreaming from the experience of a development organization. As is always agreed with literature, DRR mainstreaming requires an institutionalization within the organization’s structures and processes. However, the effort and the approach depend on many factors, such as the size and type of an organization and the focus of interventions. This study presents findings on the investigation of WVI’s progress and experiences in mainstreaming DRR, based on the applied DRR mainstreaming tool through document analysis and semi-structured interviews with WVI’s staff. The applied tool focuses on six key identification areas (Policy, Strategy, Project Cycle Management, Geographical Planning, and Relations & Institutional Capacity). The tool in itself is useful to measure the advancement WVI is making, but it is without a doubt a flawed tool. For example, in Policy Key area, the tool fails to include the designation of mandates to the management and planners, as if often required and expected in a policy (Twiggy, 2015; IFRC, 2013).

To conclude, WVI’s has mainstreamed Disaster Risk Reduction in their development planning and program to a great extent. It appears that WVI’s substantial progress is due to the top down approach and the global strategy which have positively advanced WVI’s contextualization of DRR mainstreaming. Many of the key areas have reached level 3 but at the same time it also shows that the progress is varied across key areas and level. Policy and Strategy Key areas are placed on level 3: development of solution, despite having cross-boundaries factor such as the Risk and Resilience Strategic Guidelines which singlehandedly fulfils the some of the indicators of both Policy and Strategy key areas. The document is perceived as a global direction affecting and improving the approach of many national offices, including WVI. Furthermore, despite the transition to LEAP 3 framework, WVI’s National Strategy remains fragmented. The Geographical

Planning and Project Cycle Management key areas are also placed on level 3. Both key areas are guided by the same instruments, which is DRR toolkit. The findings show that the toolkit has not been used religiously in both the Project Cycle and Risk Assessment. Theoretically, the LEAP 3 allows DRR to be an automatic part of each project cycle therefore fulfilling some of the indicators for full integration in PCM area, but it is difficult to determine because the lack of evidence how DRR is being practiced in monitoring and evaluation phase. This is also the case in Geographical Planning key area. WVI fulfills some of the criteria of “ongoing risk assessment” only to an extent of conducting it internally and for the purpose of complementing or as a requirement to the main Area Programme Plan document. The risks assessments did not seem comply with the suggested risk assessment method (Hazard, Vulnerability and Capacity Assessment) within the DRR toolkit. The measures and strategy to DRR have been embedded within each TP, instead as an outcome of risk assessment. The Relations and Institutional Capacity are the key areas that require more attention. The results evidenced that a commitment and understanding of DRR mainstreaming mainly present at the higher level, but is not yet to be found at the field level. DRR being treated as an outsider or perceived as an additional work is a recurring issue brought up by respondents in multiple key areas. This indicates the need to increase an effort to build the awareness of the field staff that will be crucial in implementing DRR mainstreaming within WV’s development work.

WVI showcases that the top-down approach comes with its ups and down. On one hand, it allows for a progressive advancement, but on the one hand, it disregards the preparation process needed to create “*an enabling environment*”. As is highlighted in many of the key areas, there is a need for awareness raising and capacity building. DRR mainstreaming certainly is not an overnight process. WVI might be heading to the right direction but there is a need to keep the momentum going, by reflecting on its experience, understanding the gaps and opportunities in its existing conditions, and making the needed adjustment to enhance the implementation of DRR mainstreaming. All of which is for creating a resilient community and development envisioned by WVI. The strongest message emerge out of this study is that in general there is still a lack of experience for effective and meaningful DRR mainstreaming into development and how it truly be practiced on the ground.

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APPENDICES

Appendix 1

Interview Guide

Name :

Position :

Year of working with the organization:

Policy

1. Does the organisation have a policy on DRR (which supports mainstreaming in the organisation), or have modifications been made to existing policies?
2. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Hints : Is there achievable goals? it endorsed by high level management ? Is this policy reflected in internal/external documents?

Strategy

1. Is there any strategy to ensure that DRR is integrated into its development and relief processes? How strategic is it?
2. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Hints : Endorsed by level management ? Is the strategy reflected in internal/external documents?

Geographical Planning

1. To what extent are hazards, vulnerabilities, capacities, and risks assessed in different locations?
2. Are there any risk reduction strategies integrated into the strategy and programmes based on those assessments?
3. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Hints: Is it an ongoing analysis of hazard, vulnerabilities and capacities , risk assessment? Regularly?

PCM

1. How is DRR integrated into project planning, implementation, evaluation and re-design processes?
2. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Hints: Is it routinely incorporated and how does it link from each cycle to another?

Relations

1. Is there any internal collaborative or coordination mechanism to ensure that DRR mainstreaming is supported by all levels (NO, sectors programs and drr ?)
2. Is there any coordination or approach taken by the organisation to ensure that drr mainstreaming is supported by relevant stakeholders, such as community, local government, and other ngo/civil society?
3. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Institutional Capacity

1. How does organization approach capacity building/development to ensure that drr is mainstreamed in all areas? Is there any mechanism, materials available, plan or any technical support?
2. Are any links between different levels, or sector to access the capacity development?
3. Is there any finance resource allocated to achieve drr mainstreamed in all areas?
4. Is there DRR champion within the organization that pushes this process of mainstreaming?
5. What challenges (in this area) does the organisation encounter, and how could these be overcome?

Appendix 2 : Level and Indicator of DRR mainstreaming

Level	Level 1	Level 2	Level 3	Level 4
Areas	Little or no progress	Awareness of needs	Development of solutions	Full integration
Policy		<p>a. There is general awareness within the organisation of the significance of disasters for its relief and development work, including the extent of the threat that disasters pose to the organisation's long-term development goals and objectives.</p> <p>b. The organisation recognises the need for relief and development to be linked in a coordinated approach to reducing disaster risks.</p>	<p>a. Organization has conceptual framework for disaster management which recognises vulnerability as contributing to the risk of disasters</p> <p>b. wide cross-section of staff are engaged in a consultative process to EITHER: - inform the development of a policy which commits the organisation to mainstreaming drr within the organisation's relief and development operations OR - incorporate risk reduction mainstreaming into the organisation's existing policy structure</p>	<p>a. Drrpolicy with realistic, achievable goals for mainstreaming.</p> <p>b. Drr policy addresses the following issue :</p> <p>ensuring that development programmes/ projects supported by the organisation are protected through disaster risk reduction elements</p> <p>ensuring that disaster relief and rehabilitation programmes/ projects are managed in a developmental manner</p> <p>ensuring that development, relief and rehabilitation programmes/ projects do not increase people's vulnerability to disasters.</p> <p>c. Drr policy is fully endorsed by senior management.</p> <p>d. Policy is reflected in internal</p>

				and external documents
Strategy		<p>a. The organisation recognises that ad hoc decision-making for disaster risk reduction is inadequate.</p> <p>b. There is widespread awareness of the need to develop a strategic approach to risk reduction across the organisation, in response to policy directives</p>	<p>A wide cross-section of staff are engaged in a consultative process to EITHER:</p> <ul style="list-style-type: none"> - develop a strategy which mainstreams risk reduction within the organisation's relief and development operations OR - ensure that mainstreaming disaster risk reduction is a component of the organisation's existing strategy framework. 	<p>A. The organisation has a comprehensive mainstreaming strategy based on the conceptual framework and policy (see Area 1: Policy).</p> <p>B. The strategy is fully endorsed by senior management.</p> <p>C. The strategy is reflected in internal and external documents.</p>
Geographical Planning		<p>a. There is widespread understanding of the disaster-risk-vulnerability relationship at relevant geographical levels, and of the impact of disasters on the organisation's work in a given geographical area.</p> <p>b. There is widespread understanding of the need to apply policy commitment to risk reduction within geographical planning</p>	<p>The organisation is developing a process to ensure that all planning frameworks include disaster risk reduction (in order that planning is undertake</p>	<p>a. There is ongoing analysis of the disaster environment in any given location (ie: assessment of hazards, disaster impact, vulnerabilities and risks). This analysis involves the perspectives of local communities, NGOs and other stakeholders.</p> <p>b. Appropriate risk reduction strategies are developed on the basis of the above and integrated into new</p>

		(including Direct Budgetary Support mechanisms). c. The organisation is considering how existing geographical planning tools ¹⁸ can be (re)designed to take account of hazards, risks and vulnerabilities		geographical plans as a matter of course.
Project Cycle Management		a. The organisation recognises a need for reducing disaster risks within every aspect of project cycle management, for the dual purpose of: <ul style="list-style-type: none"> - protecting projects from disaster impact - ensuring that new projects do not increase disaster risks or enhance vulnerability. b. The organisation is considering how existing project cycle management tools ²⁰ can be (re)designed to take account of hazards, risks and vulnerabilities.	The organisation is developing an approach to ensure hazards, risks and vulnerabilities are addressed within project planning, implementation and evaluation according to the local context	a. Project cycles routinely incorporate disaster risk reduction in planning, implementation and evaluation, for the dual purpose b. Recommendations arising from monitoring and evaluation inform project (re)design. c. Where explicit disaster risk reduction programmes are established, these are linked to the organisation's humanitarian/development programmes.
External Relations		The organisation recognises that it cannot act alone in the field of disaster risk reduction.	a. All relevant stakeholders, including implementing partners and collaborating bodies, are being identified through a 'stakeholder analysis'. b. Linkages are being	a. The organisation supports, enables and invests in capacity development for risk reduction within its implementing partners. b. The organisation collaborates with other

			made with key stakeholders at local, national and international levels to raise awareness of the organisation's risk reduction policy and strategy; to develop collaborative work; and to learn from others' approaches/research	key players and relevant regional or global coordinating or networking bodies, and information, expertise and resources are shared as required. Common policies and shared strategies may be developed c. The 'public face' of the organisation reflects its disaster risk reduction policy and strategy.
Institutional Capacity		The organisation recognises that it must develop appropriate capacity including sufficient resources to support the process of mainstreaming risk reduction	<p>a. Plans are being made to develop a supportive institutional environment for mainstreaming disaster risk reduction.</p> <p>b. Tools are being developed to assess the organisation's progress with mainstreaming</p>	<p>a. Institutional capacity is sufficient to support all the processes :</p> <ul style="list-style-type: none"> - Financial resources. - Skills and knowledge (eg: staff training and development, materials and appropriate technical support). - Strong cross-organisational commitment and ownership of risk reduction policy and strategy at all levels. <p>b. There are strong links between HQ and field staff, who have access to services and exchange of information.</p> <p>c. Tools are routinely used</p>

				independently and comprehensively to assess the organisation's progress with mainstreaming.
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