Review of

Partners for Resilience – Kenya

Final report

By:
Inge-Merete Hougaard
Lund University

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Developed for:
PARTNERS FOR RESILIENCE

The Netherlands Red Cross · care · Cordaid · RED CROSS/RED CRESCENT CLIMATE CENTRE · WETLANDS INTERNATIONAL

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List of abbreviations

ACF	Action Contre La Faim (Action Against Hunger)
ALRMP	Arid Lands Resource Management Project
ASAL	Arid and Semi-Arid Land
CAP	Community action plan
CBO	Community-based organisation
CCA	Climate change adaptation
CDC	Community development committee
CETRAD	Center for Training and Integrated Research in ASAL Development
CFA	Community Forest Association
Cordaid	Catholic Organisation for Relief and Development Aid
CPDRR	Climate-Proof Disaster Risk Reduction
CSDES	Center for Sustainable Dryland Ecosystems and Societies
CSO	Civil society organisation
DRSRS	Department of Resource Survey and Remote Sensing
DRR	Disaster risk reduction
EC	European Community
EMR	Ecosystem management and restoration
ENNDA	Ewaso Nyiro North Development Authority
HRM	Human resource management
ILRI	International Livestock Research Institute
KEMU	Kenya Methodist University
KFS	Kenya Forest Service
KRCS	Kenya Red Cross Society
KWS	Kenya Wildlife Service
MID-P	Merti Integrated Development Programme
MoSSP	Ministry of State for Special Programmes
NEMA	National Environment Management Authority
NGO	Non-governmental organisation
NLRC	Netherlands Red Cross
PDRA	Participatory Disaster Risk Assessment
PfR	Partners for Resilience
PfR-K	Partners for Resilience - Kenya
RCCC	Red Cross/Red Crescent Climate Centre
ToR	Terms of Reference
UoN	University of Nairobi
VCA	Vulnerability and Capacity Assessment
VSF	Vétérinaires Sans Frontiéres
WI	Wetlands International
WIA	Wetlands International Africa
WRMA	Water Resources Management Authority
WRUA	Water Resource User Association

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Definition of concepts

***Community-based organisation (CBO)*:** In this review the term refers to organisations emerging from and mainly operating at community level.

Country team: The term is used about the PfR country team in Kenya i.e. the staff members from the four organisations Cordaid, NLRC, WI and RCCC who are involved in the CPDRR programme.

Implementing partners: In this review the term *implementing partners* is used to cover the two local organisations operating at community level in Kenya, namely KRCS and MID-P.

Non-governmental organisation (NGO): In this review the term NGO is used to classify national or international organisations that are operating independent from government institutions.

PfR: The PfR term is used to signify the partnership at global level.

PfR-K/PfR-K partners: In this review the terms *PfR-K* and *PfR-K partners* are used interchangeably to signify the group consisting of country team members and implementing partner, i.e. staff from Cordaid, NLRC, WI, RCCC, KRCS and MID-P, who are involved in the CPDRR programme.

Front page photo:
Partners for Resilience – Kenya monthly meeting
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0. Executive summary

Partnership:	Partners for Resilience - Kenya
Partnership organisations:	Netherlands Red Cross, Cordaid, Wetlands International, Red Cross/Red Crescent Climate Centre, Kenya Red Cross Society and Merti Integrated Development Programme.
Location:	Nairobi, Kenya
Review purpose:	Study the PfR-K, document the experiences of the six organisations and provide recommendations for the further development of the partnership.
Methodology:	Desk research, interviews, etc.
Review start and end dates:	17 September 2012 – 2 November 2012
Expected review report release date:	12 November 2012

The aim of this review is to study the alliance Partners for Resilience – Kenya (PfR-K), and document the experiences of the six partnering organisations. The review has focused on structure, roles and responsibilities, coordination/communication as well as challenges, achievements and lessons learned by the partners.

By analysing programme/partnership documents and statements from interviews with PfR-K staff, a number of findings appear. First of all, it is clear that the objectives of PfR-K are well-defined and well-communicated, and supported by relevant strategies. Moreover, the distribution of roles and responsibilities in the partnership is clearly defined and secures everyone a voice at the table. PfR-K is uniting many skills, competences and experiences, and the capacities of especially the implementing partners have enhanced significantly. The staff members are benefitting from the partnership by learning about specific subjects, getting insight to other ways of working and gaining new perspectives. The main achievements of the partnership include a) increased understanding of ecosystems and climate change aspects, b) harmonisation of disaster risk reduction tools, and c) awareness creation and attitude change at community level. The confidence of the community members has increased as they mobilise resources and participate actively in the programme implementation. In this way the partnership manages to bring about community empowerment, ownership and sustainability, and the programme approach serves as a prime example of other partnerships and organisations to follow.

However, being a young institution PfR-K is also facing a few challenges. This includes a long decision-making process, as all partners must be consulted before decisions are made, and a high staff turnover, which has also impacted on the implementation of the programme activities. Moreover, there are still some challenges in terms of effective communication among the partners, specifically concerning the procedures for communication and information sharing. Finally, the external environment – in addition to offering opportunities for programme implementation – is also posing a number of challenges, e.g. shortages and bottlenecks when it comes to law enforcement and policy implementation, conflicts among community groups and poor infrastructure and service provision in the implementation area.

All in all, despite being a young, ambitious institution, the PfR-K partners has managed to establish a functioning partnership, where the organisations and staff members support each other and benefit from each others' competences and resources. By continuously working as a team, the PfR-K can overcome current internal challenges and mitigate the external ones. In the following a few recommendations are offered for the further development of the partnership.

0.1 Recommendations

- Ensuring that monthly and quarterly meetings are conducted as planned – also when the country lead is not able to attend. This will help reduce the decision-making process, and ensure the continuous development of the programme.
- Enhancing communication efforts by agreeing on a set of administrative routines and clarify channels and procedures for communication. Ensuring that all staff members are connected to and employ SharePoint will enhance communication, ensure equal and immediate access to programme documents and reduce the decision-making process.
- Integrating human resource management into the capacity development component of the Climate Proof Disaster Risk Reduction Programme to alleviate the high staff turnover in the partner organisations. By engaging in joint trainings, skills and knowledge development, PfR-K partners can support each other, share experiences and pool resources to enhance human resource and strengthen the partnership.
- Developing a PfR-K logo to strengthen the 'partnership culture', create unity internally and support the external communication efforts.

1. Introduction

1.1 Purpose of review

The purpose of this review is to study the partnership and cooperation between the four organisations Netherlands Red Cross (NLRC), The Catholic Organisation for Relief and Development Aid (Cordaid), Wetlands International (WI), Red Cross/Red Crescent Climate Centre (RCCC), Kenya Red Cross Society (KRCS) and Merti Integrated Development Programme (MID-P) in their joint partnership *Partners for Resilience* in Kenya (PfR-K). As the six organisations bring each their own background, expertise, culture, approaches and procedures, it is of great interest to record their experiences of working as a partnership, as this can provide highly interesting and valuable lessons for this and other partnerships in the future. Focussing on the following themes, the review will contribute to the learning process of PfR-K by proposing recommendations for the further development of the partnership:

- Purpose, objectives and goals
- Partnership motivation
- Structure, roles and responsibilities
- Coordination and communication
- External relations
- Partnership development

1.2 Partnership overview

PfR is an alliance of five Dutch-based humanitarian, development and environmental organisations – Netherlands Red Cross (NLRC), Catholic Organisation for Relief and Development Aid (Cordaid), CARE Netherlands[1], Red Cross/Red Crescent Climate Centre (RCCC) and Wetlands International (WI) – that bring together their expertise in the fields of disaster risk reduction (DRR), climate change adaptation (CCA) and ecosystems management and restoration (EMR). PfR is supporting communities to become more resilient to disasters by implementing the Climate-Proof Disaster Risk Reduction (CPDRR) programme in nine countries: Ethiopia, Guatemala, India, Indonesia, Kenya, Mali, Nicaragua, Philippines and Uganda. The programme will run from 1 January 2011 to 31 December 2015, and is supported by the Netherlands Ministry of Foreign Affairs. (PfR 2011; RCCC 2012)

In Kenya the CPDRR programme is implemented in Ewaso Nyiro North River Basin where it is targeting 85,000 people in 13 communities through the local partners Kenya Red Cross Society (KRCS) and Merti Integrated Development Programme (MID-P) (PfR-K 2012a).

1.3 Methodology

As it is conducted by an RCCC-intern stationed at WI[2], the review can be considered a mixture of an external and a participatory review (Molund & Schill 2004:19). On one side the review is supported by three months' engagement in the partnership, on the other it is performed by an external actor that is not yet fully 'absorbed' by the partnership. This brings some limitations, which are outlined in 1.3.3 below.

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[1] CARE Netherlands is not part of the country team in Kenya.
[2] RCCC is not present in Kenya, but works through staff in New York, USA.

1.3.1 Data sources

The data collection took place during the months of September and October 2012 (Appendix II: Data collection plan), during which other tasks and activities also were performed. The data collection method was mainly observation and semi-structured interviews supported by desk research of programme/partnership documents. The programme/partnership documents includes publications (brochures, websites), LogFrame, progress reports and minutes from monthly and quarterly meetings. The stakeholders interviewed were PfR-K staff and regional PfR partner staff. Moreover, impressions from a number of interviews with CSOs and government officials held during a field visit to the Ewaso Nyiro North upstream area have been included in the review. A complete list of the respondents can be seen in Appendix III. The recommendations listed in the end of the review are mostly developed throughout the review, while a few were expressed by PfR-K staff during interviews.

1.3.2 Data analysis

The review questions listed in the ToR (Appendix I) were formulated to investigate the purpose/goals, structure and coordination/communication of the PfR-K as well as challenges and lessons learned from the partnership. These questions have been further refined as the data analysis model was developed. As most assessment/review models are suited for assessments of organisations, a *Partnership Assessment Model* has been compiled for the purpose of this review to reflect the issues relevant for reviewing a partnership. As seen in Appendix IV it is inspired by and includes elements from Sida's *Octagon*, Lusthaus et al.'s *Organisational Assessment* model and Linde's *Conditions for efficiency in organisations* (Linde 2012; Lusthaus et al. 2002; Sida 2002). The temporary character of the partnership means that the model does not include aspects such as vision/mission, strategic leadership and financial sustainability.

In the following table the themes from the *Partnership Assessment Model* are outlined together with the corresponding review questions, which have also informed the interview questions for the semi-structured interviews:

Themes	Questions
Purpose, objectives and strategies	What are the purpose and objectives of the PfR-K? Which strategies are employed to achieve these objectives?
Partnership motivation	What is the historical background behind the formation of PfR-K? In which stage of the 'life cycle' is the partnership currently?
Structure, roles and responsibilities	How is PfR-K structured, and what are the roles and responsibilities of the different organisations? How does the division of work help PfR-K achieve its goals and objectives? What is the background and experience of the different PfR-K staff members?
Coordination and communication	What are the main forms of communication, and how does this support a successful coordination among the partners? Has the communication and coordination changed over the course of the partnership?
External relations	How does the external environment influence the partnership? How does PfR-K communicate and cooperate with other organisations,

	stakeholders and government institutions?
Partnership development	How has the partnership influenced the different organisations and staff members?
	To what extent are norms and values shared in the PfR-K?
	What challenges has the partnership met and how have these been overcome?
	What achievements and lessons learned are identified by PfR-K?

Figure 1: Partnership Assessment Model themes and review questions.

The data generated from the semi-structured interviews has been analysed to find patterns, concepts, similarities and differences among the respondents (Zarinpoush 2006:37). The findings have been categorised according to the above themes as presented in section 2.

1.3.3 Limitations
This review focuses on an assessment of the PfR-K partnership as an entity. This means that neither the global PfR nor the individual organisations will be assessed separately.

The data collection process was the limited by time constraints and the fact that it was not possible to access the partnership's programme beneficiaries due to security concerns. Furthermore, the risk of bias is present due to the review being partly participatory – especially in connection to PfR-K partner interviews. Moreover, a lot of the communication between the partners is not recorded or written down, and has thus, not been taken into consideration in this review. To reduce issues of empathy bias, self-censorship and informant's strategy (EC 2006:74-75), the data has been triangulated by several sources, and confidentiality and a professional approach to the interviews has been applied (EC 2006:85). Moreover, to ensure confidentiality the findings in the following section will not be referenced, but should be considered general impressions from the interviews and observations.

2. Findings

In the following section the data generated from observations, stakeholder interviews and partnership/programme document review is analysed according to the themes described in the Partnership Assessment Model.

2.1 Purpose, objectives and strategies

According to PfR-K documents the main objectives of the CPDRR programme are:

- To increase the resilience of communities to disasters, climate change and environmental degradation.
- To enhance the capacity of civil society organisations (CSOs) to apply DRR, CCA and EMR measures and conduct policy dialogue.
- To make the institutional environment from international to grass-root level more conducive to integrate DRR, CCA and EMR-based approaches.

(PfR-K 2012b:1)

To achieve the above objectives, the CPDRR programme outlines three intervention strategies, each corresponding to one of the above objectives: a) Strengthening community resilience, b) Strengthening CSOs, and c) Policy dialogue and advocacy for stronger DRR/CCA policies and increased resources at all levels (PfR-K 2012b:1).

The objectives and strategies are well established among the PfR-K staff as reflected in the interviews where all PfR-K staff members mention *community resilience* and *capacity development* as the main purposes of the partnership. Though the third objective, *policy advocacy*, is only mentioned by three of the seven interviewed staff members, it is clear that the objectives of the partnership is closely related to the objectives of the CPDRR programme, which is also the uniting point of the partnership. In addition to the programme related objectives, it was mentioned during the interviews that part of the partnership purpose is to bring actors from the different sectors together, using the strengths of the different organisations, and find solutions to how they can work together. Finally, it is a vision to show governments and other NGOs that ecosystem and climate change aspects can and must be incorporated into DRR if these interventions are to be sustainable.

Based on the above it can be concluded that the purpose and objectives of the partnership are clearly defined, communicated, and strategies are relevant for the objectives of the partnership.

2.2 Partnership motivation

According to several respondents, the PfR was initiated in the Hague by five Dutch-based organisations: RCCC, NLRC, Cordaid, CARE Netherlands and WI. The background for the establishment was new priorities in the Ministry of Foreign Affairs working with development cooperation, brought about by the global financial crisis and limited public spending budgets. Since the five organisations were working for the same goal – just with different approaches – they were encouraged to form a partnership and develop a programme proposal together in order to receive funding. This was done in 2010, and by 2011 the PfR was inaugurated in nine countries – among these Kenya (RCCC 2012). After a period of consultation and communication between

headquarters in Netherlands and country offices in Kenya, PfR-K – consisting of NLRC, Cordaid, RCCC and WI – was established.

Hence, the partnership was not motivated by the organisations operating in Kenya, but a 'forced marriage' as some of the respondents expressed it. Though the organisations' country offices in Kenya were consulted before the PfR-K was established, it was a top-down process. People from very different sectors found themselves in a completely new situation and would have to find ways of working together.

As noted by many staff members during the interviews, PfR-K is still a young institution. This 'childhood' of an organisation is normally characterised by informal structures and uncertainty of procedures and roles. (Lusthaus et al. 2002:88-89). The PfR-K has been marked by a high staff turnover during its childhood, which has affected stability of the partnership and the progress in some of the programme activities. This will be elaborated upon on the following.

2.3 Structure, roles and responsibilities

As seen in the figure below the PfR-K country team consists of a representative from each of the four organisations NLRC, Cordaid, WI and RCCC. KRCS has been employed as the implementing partner of NLRC following Red Cross movement procedures, and MID-P has been employed as the implementing partner of Cordaid based on six years of earlier cooperation. RCCC and WI do not have implementing partners on the ground, but work as advisory and capacity building organisations. Together these six organisations for the PfR-K partners.
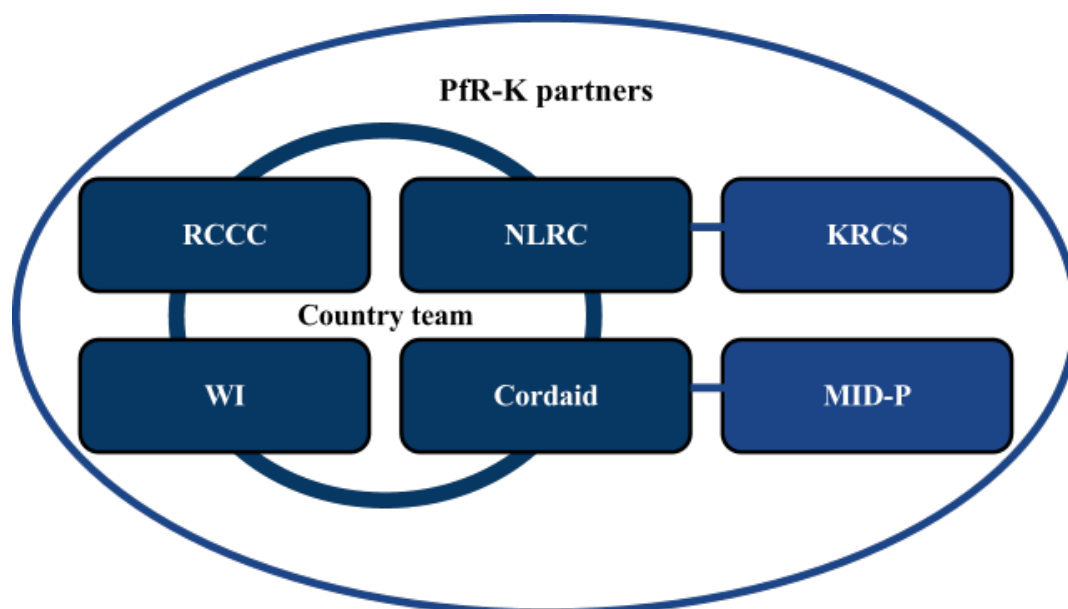

Figure 2: Partnership diagram

The CPDRR programme is managed by the country team and spearheaded by the country lead. Each of the four country team organisations represent each their field of expertise/sector, with the implementing partners complementing them. Moreover, the organisations have been assigned thematic leads as seen in the table below:

Organisation	Sector/expertise	Thematic lead
NLRC	Humanitarian/emergency	County lead/M&E
Cordaid	Community development	Policy advocacy
WI	Environment/ecosystems	Linking & Learning
RCCC	Climate change	
KRCS	Humanitarian/emergency	M&E
MID-P	Community development	

Figure 3: Division of roles and responsibilities in the PfR-K.

When asked about their roles and responsibilities in the partnership, all PfR-K staff members were very articulate about their own and other organisations' role. Hence, the roles are well defined and agreed upon, and the local country partners are very involved in the management, coordination and implementation of the programme. Moreover, it is a general opinion that the division of roles and responsibilities is contributing to the smooth running of the programme and ensures that everyone has a voice at the table. However, the decision-making becomes a long process, as all country team members must be consulted before decisions are made. The division of responsibilities also brings challenges, as the high staff turnover slows down progress in the thematic areas listed above, and it is unclear for some of the partners how much they are expected to do in the activities in which they are not leading.

As mentioned above, the organisations represents each a sector, and bring in each their staff with each their experiences and expertise. Thus the collective PfR-K staff team reflects many different backgrounds and qualifications. All staff members have several years of relevant experience in the same or other NGOs or government institutions. Thus the partnership is well equipped in term of human resources.

However, human resource management (HRM) is not only about having the right staff composition of experience and background, but also about values such as integrity, commitment, accountability and trust, which are the basis for developing cooperation and teamwork. Managing staff and meeting their needs is crucial for them to fulfil their work and for the partnership to run smoothly. (Lusthaus et al. 2002:57). As mentioned above, the high staff turnover in almost all of the organisations impedes the progress in some of the programme activities. While HRM might be an internal affair in each of the organisations, it could be relevant to integrate aspects of HRM into the capacity development component of the programme. This could involve activities such as joint training, skills and knowledge development, staff motivation and incentive structures (Lusthaus et al. 2002:57-64). In this way the organisations are not alone in their HRM effort, but are support by a network and can share experiences. By pooling resources and supporting each other, the HRM efforts of the PfR-K partners can be enhanced and the partnership strengthened.

2.4 Coordination and communication

Coordination of the PfR-K partners is done by the country lead NLRC. The country lead is responsible for officially representing PfR in Kenya, leading joint planning and joint activities, compiling reports and coordinating meetings. Country team meetings in Nairobi take place on a monthly basis or whenever there is a need for it. RCCC staff is only present at monthly meetings when possible or through Skype. One KRCS representative has also been present at some of the

monthly meetings after a consultancy report evaluating the structure of PfR-K, recommended that they should be part of the country team (van der Honing 2011:2-3). The tasks of hosting, chairing and minute taking are shared among the partners on a rotational basis. The implementing partners meet likewise on a monthly basis or when needed. All PfR-K partners are intended to meet on a quarterly basis, preferably in combination with a field visit and a following reflection meeting. Community stakeholders, government representatives and the newly formed umbrella organisation WRUEP[3] are expected to participate in the meetings. One of the quarterly meetings is conducted as a planning meeting for the following year. A few meetings have been skipped in 2012, and it was suggested during the interviews that monthly meetings are conducted even when the country lead is absent.

Between the meetings, communication is mostly via email or phone. The implementing partners are regularly in contact with the communities in which they operate – approximately once in every two weeks depending on the work-plan. Moreover, MID-P and KRCS have volunteers/champions representing the organisation in each community and managing the day-to-day activities. Thus, the PfR has four levels of operation which all need to coordinate and communicate effectively for the programme to run smoothly: international (PfR), national (PfR-K), regional (implementing partners) and local level (communities/community volunteers).

During the interviews it was noted that communication and coordination has improved over the course of the partnership and there is a better understanding among the partners now. Through continuous dialogue and joint planning, the confusion of roles and expectations that was apparent in the beginning was solved. Now interpersonal relations have developed, people understand each other, and the partners are working together as a team.

This said some inconsistencies were recorded during the interviews as to how country team staff members think the coordination and communication is functioning. Some think that programme is running smoothly and communication is not a problem, while others think that communication and coordination is the main challenge in the programme, and the procedures for how communication between the different partners should go are not clear. This means that some country team staff members are not always aware of what is happening at the community level, which can delay progress in certain programme activities.

However, as mentioned this viewpoint was not expressed by all country team members. The difference in viewpoints can be caused by the fact that some respondents may feel more comfortable in the interview situation than others and will give their honest opinion, while others may be more reluctant to do so. It could also be the case that there actually *is* a difference in the way staff members consider communication and programme progress. Hence, either progress is not reported and shared properly, or some activity areas are overlooked and not implemented because they have not been properly communicated. Whichever the case, agreeing on a set of administrative routines for communication among the partners could clarify the channels and procedures of communication: who is informed when new activities take place, who is copied in emails, which

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[3] Waso Resource Users Empowerment Platform. Initiated by the CPDRR programme the platform is one of the most recent programme outcomes.

documents are shared and accessible to all, where are documents filed, etc. Filing could for instance be streamlined by making use of the online tool SharePoint (as suggested by PfR as part of the Linking&Learning process) or another platform. This will help reduce inconsistencies in the way partners understand communication and the general progress of the programme, and could also help reduce the long decision-making process.

2.5 External relations

Organisations – as well as partnerships – do not exist in a vacuum, but are influenced by their external environment. To be able to influence and adapt to the external environment, organisations/partnerships must understand the administrative and legal framework as well as the history, norms and cultural values of the place in which they operate. (Lusthaus et al. 2002:23-24)

Due to the policy advocacy component of the CPDRR programme, PfR-K is highly influenced by the legislative framework. Instigated by the new Constitution from 2010, the legal framework is under revision offering a lot of opportunities for implementing policy activities. Moreover, Kenya is in a process of devolution, which is opening new platforms for policy influence at the new-established county level. Moreover, the government of Kenya has been criticised for reluctance in the disaster management efforts, and is interested in restoring its image. All of this opens windows of opportunity for policy advocacy of PfR-K. However, despite the efforts in improving the legal framework, there are still some shortages and bottlenecks when it comes to law enforcement and policy implementation; what is written is not always what is done. While this opens the doors for process advocacy, it also brings uncertainty about the legislative and institutional procedures, which complicates the implementation of the programme. This is especially the case as Kenya currently has around 40 ministries (due to the arrangement to settle the dispute after the 2007-08 post-election violence), which largely overlap in their mandates and areas of operation. After the March 2013 election the number of ministries is expected to decrease to around 20, however, this is not a guarantee that enforcement and implementation will be strengthened.

The area in which PfR-K operates, the arid and semi-arid lands (ASALs) in the north-eastern part of Kenya, has historically been marginalised both geographically, socially, economically and politically. However, initiatives such as the Ewaso Nyiro North Development Authority (ENNDA) and the Equalisation Fund, which is to equalise funding at county level, offer momentum for changing this trend. Nevertheless, the programme area is still marginalised in terms of infrastructure development, and the lack of proper roads, electricity and water/sanitation is influencing the implementation of programme activities and the communication between partners. Moreover, the communities in the programme area are also affected by conflict between different pastoralist groups, who are contesting over the natural resources. The unrest and insecurity it brings to the area poses a hindrance to programme execution, and is likely to worsen in the run-up to the March 2013 general elections. However, this is being mitigated as contingency plans are being developed and the volunteers/champions are being trained to work more independently from the implementing partners.

Good relations to external actors are important for the legitimacy of the partnership as well as for the implementation of the programme (Sida 2002:18-19). PfR-K is in close dialogue with the communities through the volunteers/champions, who are representing KRCS and MID-P on the

ground and are becoming central pillars of the programme. Acceptance by the target group is established through though reliance on community-based organisations (CBOs), broad participation in trainings/workshops and through monthly review meetings at community level. These meetings are conducted in open space, so any community member can join. Furthermore, communities are considering the community action plans (CAPs) developed through the CPDRR programme to be their own achievements, and use them to attract other organisations working in supplementary areas such as Action Against Hunger (ACF), World Vision (WV) and Vétérinaires Sans Frontiéres (VSF). This signifies a high level of acceptance and legitimacy. Moreover, CBOs are using PfR-K as a stepping-stone to get into dialogue with local government institutions. Finally, PfR-K is in contact with several government authorities such as ENNDA, Kenya Forest Service (KFS), Water Resource Management Authority (WRMA), Kenya Wildlife Service (KWS), and Department of Resource Survey and Remote Sensing (DRSRS) as well as knowledge institutions such as Kenya Methodist University (KEMU). In this way the message of PfR-K is communicated widely, and the partnership is recognised as an actor in the field.

Apart from this, PfR-K has sought to spread its message through media events such as the launching of the programme, which took place both in Nairobi and in Isiolo. Finally, each of the organisations in the partnership use their existing network to build relations and implement programme activities – especially in the area of policy advocacy. See Appendix V for an extensive stakeholder analysis.

2.6 Partnership development

The development of the partnership has been examined through interview questions concerning challenges, achievements, and lessons learned. The responses are outlined in the following. See also SWOT analysis in Appendix VI for an overview of the strengths, weaknesses, opportunities and threats of PfR-K.

2.6.1 Challenges

A common challenge when entering a partnership is that each partner brings its own systems and procedures for operation – people want to do as they always had done. The PfR-K staff members also identified this as a challenge when they entered the partnership. They were not used to work together, operated with different modalities, and the partnership only existed on paper. The organisations had different expectations, and communication was not functioning optimally. Furthermore, the PfR-K partners derive their thinking from different sectors – the environmental, humanitarian and development – and this influences the way they think and operate. Each of the six organisations has its own values, procedures and ways of thinking, and developing a 'partnership culture' was also identified as a major challenge. While the purpose and objectives of the partnership can be considered the formal framework of the partnership, the *culture* is the informally accepted and shared meaning that fills out the frame (Lusthaus et al. 2002:97).

One aspect of a partnership culture is to have a common language. Through continuous communication and knowledge sharing the partners have developed a common understanding of concepts such as ecosystem management and climate change adaptation. Moreover, when asked to define the words *resilience*, *disaster*, *hazards*, *vulnerability* and *climate change*, the staff from the six organisations came up with almost identical definitions. Though it was mentioned by one

respondent that there was a big debate in the PfR-K concerning the term *resilience*, the fact that all staff members at this point give the same definition shows, that a common understanding has been developed and agreed upon. This is a very big step towards developing a common partnership culture. Another step could be to develop a PfR-K logo that symbolises and represents the partnership internally and externally (Lusthaus et al. 2002:98). While a global PfR logo exist, there is no consensus on how to label PfR-K documents. Agreeing on a national PfR-K logo would strengthen the identity of the partnership, and could support the communication work by signalling unity and cohesion externally.

Thus, many of the challenges the partnership faced in the beginning have been overcome as the organisations have made compromises, harmonised the DRR approaches and found a common ground to work from.

2.6.2 Achievements
The main achievements of the PfR-K noted by the staff members include the increased understanding and awareness of ecosystems and climate change aspects, the harmonisation of DRR tools, and the planning and implementation of joint activities, such as the programme launch. Joint activities were identified to serve as a factor of unity, confidentiality and trust. Moreover, the fact that the organisations are working together as a partnership is considered an important achievement. In addition, the increased awareness change in attitude recorded at community level is considered a big achievement. Communities are no longer leaning back and waiting for organisations to work for them, but empowered to mobilise resources locally and participate actively in the programme implementation. Through the programme they are learning to make informed decisions about their natural environment. Moreover, they are approaching other organisations outside the partnership with the CAPs to fundraise for projects that go beyond the scope of the CPDRR programme (e.g. health and education). All of this shows programme implementation at a very high level; it indicates community empowerment, ownership and sustainability, which are all crucial elements for developing community resilience. This programme approach is a role model for other programmes to follow.

2.6.3 Lessons learned
One of the respondents described the partnership as an 'eye-opener', and the PfR-K staff members have learned a lot, both technical and management-wise. The staff members have increased their knowledge about the area of expertise of the other organisations, for instance ecosystem management, climate change adaptation, community-based interventions and policy advocacy. In this way they have gained new perspectives on their own work that they also can use in future programmes. Furthermore, especially the implementing partners have gained from capacity development of their organisations.

Concerning organisation and programme management, the staff members have a lot of experience from working in a partnership. They have learned that it is important to have a common goal and clear assignment of roles and responsibilities among the partner organisations. Partners need to make compromises and all members should be engaged in constructive and participatory way. Furthermore, it is crucial that organisations realise the time needed to form a partnership. It was recommended that all the practical matter concerning reporting, accounting, etc. be sorted out at the

donor level before proceeding to the national level, and then again before proceeding to community level. It was also noted that partners should in cooperation develop clear rules or regulations on how to operate and coordinate, while still allowing for flexibility. Moreover, the organisations should be sensitised on the need for internal communication, and proper channels for communication should be established. It was suggested that the partners regularly update each other and disseminate information about programme activities and progress. Finally, it was noted that the partnership should build on values such as transparency and openness, mutual respect and mutual trust to ensure the smooth functioning of the partnership.

Hence, being part of the PfR-K is a big learning experience both for the organisations and for the PfR-K staff members individually. Though there are still challenges, e.g. the long decision-making process and the high staff-turnover, the organisations have made substantial progress and evolved into a team that works together as a partnership both on paper and in practice.

3. Conclusion

In this review, the PfR-K partnership between NLRC, Cordaid, WI, RCCC and the implementing partners KRCS and MID-P has been studied. The aim was to document the experiences of the six organisations from working in partnership, with special focus on structure, roles and responsibilities, coordination/communication as well as challenges, achievements and lessons learned by the partners.

From the above analysis it can be concluded that the PfR-K has clearly defined and well-communicated objectives, as well as relevant strategies to achieve the objectives. Roles and responsibilities are clearly defined, and the coordination of partners is well organised and institutionalised. While everyone has a voice at the table, the decision-making process is though considered long, as every partner must be consulted before decisions are made. Another challenge is the high staff turnover that has affected almost all of the partners, and impacted on the partnership as some of the programme activities are delayed. Moreover, while the partners have managed to establish a common vocabulary and increase understanding among them, there are still some challenges concerning the procedures for communication and information sharing. In addition, while offering opportunities for programme implementation, the external environment also poses a number of challenges, in form of shortages and bottlenecks when it comes to law enforcement and policy implementation, conflicts among community groups and poor infrastructure and service provision in the programme areas.

PfR-K is still a young institution, but it is uniting many skills, competences and experiences, and the capacities of especially the implementing partners have enhanced significantly. Furthermore, the PfR-K staff members are gaining knowledge about the areas of expertise of the other organisations, learning about other ways of working, and gaining new perspectives on their own work. Moreover, the partners have gained many lessons about organisational and programme management by working in a partnership. The main achievements of the partnership are the increased understanding of ecosystems and climate change aspects, the harmonisation of DRR tools, and the increased awareness and changes in attitudes experienced at community level. Community members are empowered to mobilise resources locally and participate actively in the programme implementation. The partnership manages to bring about community empowerment, ownership and sustainability, and the programme approach serves as a prime example of other partnership and organisations to follow.

Though the partnership was not initiated by the partner organisations, they have managed to find a common ground and work together as a team. PfR-K is a functioning partnership, where the organisations and staff members support each other and benefit from each other's competences and resources. By continuously working as a team, the PfR-K can overcome current internal challenges and mitigate the external ones. In the following a few recommendations are offered for the further development of the partnership.

3.1 Recommendations

- Ensuring that monthly and quarterly meetings are conducted as planned – also when the country lead is not able to attend. This will help reduce the decision-making process, and ensure the continuous development of the programme.

- Enhancing communication efforts by agreeing on a set of administrative routines and clarify channels and procedures for communication. Ensuring that all staff members are connected to and employ SharePoint will enhance communication, ensure equal and immediate access to programme documents and reduce the decision-making process.
- Integrating human resource management into the capacity development component of the Climate Proof Disaster Risk Reduction Programme to alleviate the high staff turnover in the partner organisations. By engaging in joint trainings, skills and knowledge development, PfR-K partners can support each other, share experiences and pool resources to enhance human resource and strengthen the partnership.
- Developing a PfR-K logo to strengthen the 'partnership culture', create unity internally and support the external communication efforts.

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Appendices

Appendix I: Terms of Reference

Appendix II: Data collection plan

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Appendix I: Terms of Reference

Inge-Merete Hougaard
Lund University

5 September 2012

Terms of Reference
Review of Partners for Resilience - Kenya

Summary

Partnership:	Partners for Resilience - Kenya
Partnership organisations:	Netherlands Red Cross, Cordaid, Wetlands International and Red Cross/Red Crescent Climate Centre
Location:	Nairobi, Kenya
Review purpose:	Outline lessons learned, good practices, challenges and experiences of the four organisations in the partnership.
Methodology:	Desk research, interviews, etc.
Review start and end dates:	17 September 2012 – 2 November 2012
Expected review report release date:	12 November 2012

Purpose

The purpose of this review is to study the partnership and cooperation between the four organisations Netherlands Red Cross (NLRC), The Catholic Organisation for Relief and Development Aid (Cordaid), Wetlands International (WI) and Red Cross/Red Crescent Climate Centre (RCCC) in their joint partnership *Partners for Resilience* (PfR) in Kenya. As the four organisations join the partnership with each their individual experiences, expertise, approaches and procedures, their experiences so far of working a partnership can provide interesting and valuable lessons for the further cooperation. The review will include an outline of:

- Purpose, objectives and goals for the PfR Kenya
- Structure of PfR Kenya including roles and responsibilities
- Coordination and communication among PfR Kenya partners

The review will highlight lessons learned, good practices and challenges to date. Moreover, the review will outline how challenges have been overcome, and as an outcome of the exercise suggest ideas for how the coordination and communication efforts can be strengthened. The assessment will focus on the PfR as a partnership and the cooperation among the four organisations, acknowledging each of them have their own mandates and other commitments.

Partnership background

The Partners for Resilience (PfR) is an alliance of five Dutch-based humanitarian, development and environmental organisations that bring together their expertise in the fields of disaster risk reduction (DRR), climate change adaptation (CCA) and ecosystems management and restoration (EMR). The PfR consist of the Netherlands Red Cross (NLRC), The Catholic Organisation for Relief and Development Aid (Cordaid), CARE Netherlands, Red Cross/Red Crescent Climate Centre (RCCC) and Wetlands International (WI). PfR is supporting communities to become more resilient to disasters by implementing the Climate-Proof Disaster Risk Reduction Programme (CPDRRP) in nine countries: Ethiopia, Guatemala, India, Indonesia, Kenya, Mali, Nicaragua, Philippines and Uganda. The programme will run from 1 January 2011 to 31 December 2015, and is supported by the Netherlands Ministry of Foreign Affairs.

In Kenya the CPDRRP is implemented in Ewaso Nyiro North River Basin through the local partners Kenya Red Cross Society (KRCS) and Merti Integrated Development Programme (MID-P) CARE Netherlands is not part of PfR Kenya, which thus consist of NLRC, Cordaid, RCCC and WI. The country team consists of representatives from the four organisations and is responsible for the implementation of the overall country programme. NLRC is the country lead, WI is responsible for Linking & Learning (supported by RCCC), and Cordaid is responsible for Lobby & Advocacy. KRCS is responsible for Monitoring & Evaluation.

Review questions

The review of PfR Kenya will take point of departure in the following questions:
- What are the purpose, goals and objectives for the PfR Kenya?
- What is the background for the partnership to be formed?
- How is PfR Kenya structured, and what are the roles and responsibilities of the different organisations?
- How does the division of work help PfR Kenya achieve its goals and objectives?
- How does each of the organisations benefit from being part of the partnership?
- What are the main forms of communication, and how does this support a successful coordination among the partners?
- What good practices and lessons learned can be identified in the PfR Kenya partnership?
- What challenges have the partnership faced and how have these been overcome?
- What other recommendations can be drawn from the partnership?

Recommendations and lessons

The recommendation from this review will focus on good practices and lessons learned from the PfR Kenya partnership. Moreover, additional ideas developed along the course of the exercise on how coordination effort can be strengthened will be presented.
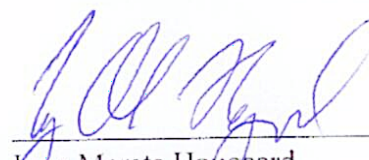
Methodology

The review will be based on desk research of project documents supplemented by observations from meetings as well as interviews and personal communications with PfR Kenya staff.

Work plan and schedule

The data collection for the review will commence 17 September 2012, and will be concluded by 2 November 2012. The review will take place along with other programme activities.

Reporting

The assessment will result in a 5,000 words draft report, which will be presented to the PfR Kenya team in early November 2012. Following this, there will be space for feedback and comments from the partner organisations, before the final report is released 12 November 2012.

Inge-Merete Hougaard
Student, Lund University

Sirak Abebe Temesgen
Netherlands Red Cross (PfR Kenya lead)

Appendix II: Data collection plan

Week	Location	Activity
Previously	Nairobi	Observations, meetings and personal communications.
Week 37	Nairobi	Observe internal communication and coordination.
	Nyahururu	Observe external relations and communication with external actors. Interviews with external actors (FOLO, PFN, TIL, KWS, KFS, WRMA).
Week 38	Nairobi	Observe internal communication and coordination. Review partner/programme documentation.
Week 39	Nairobi	Observe internal/external communication and coordination. Review partner/programme documentation. Interview staff from WIA, KRCS, MID-P and RCCC.
Week 40	Nairobi	Observe internal/external communication and coordination. Review partner/programme documentation. Interview staff from WI and Cordaid.
Week 41	Nairobi	Observe internal/external communication and coordination. Review partner/programme documentation. Interview staff from NLRC.
Week 42		*Out of office*
Week 43	Nairobi	Observe internal/external communication and coordination. Review partner/programme documentation. Interview staff from WI.
Week 44	Nairobi	Observe internal/external communication and coordination. Review partner/programme documentation. Write and circulate draft report.
Week 45	Nairobi	Receive and incorporate feedback from PfR-K partners.
Week 46	Nairobi	Deliver final review report.

Appendix III: Interview respondents

Name	Organisation/institution	Date of interview
Abdi, Safia	Cordaid	05-10-2012
Adan, Malik	Kenya Red Cross Society	26-09-2012
Arrighi, Julie	Red Cross/Red Crescent Climate Centre	28-09-2012
Gichuhi, Thomas	Tree is Life	12-09-2012
Guyo, Daniel	Kenya Forest Service	13-09-2012
Kamau, Peter	Wetlands International Africa – Kenya Office	03-10-2012
Karanja, Samuel	People for Nature	12-09-2012
Mwaura, P. Kiarie	Friends of Lake Ol' Bolossat	12-09-2012
Nasirwa, Oliver	Wetlands International Africa – Kenya Office	22-10-2012
Ndiaye, Abdoulaye	Wetlands International Africa – Regional Office (Senegal)	24-09-2012
Nyururu, Rehab	Water Resource Management Authority	13-09-2012
Saita,	Kenya Wildlife Service	13-09-2012
Shandey, Abdullahi	Merti Integrated Development Programme	27-09-2012
Sow, Fatima	Wetlands International Africa – Regional Office (Senegal)	24-09-2012
Temesgen, Sirak	Netherlands Red Cross	09-10-2012
Wahome, Judy	Kenya Forest Service	13-09-2012

Appendix IV: Model for data analysis

Partnership Assessment Model	Inspired by		
	Sida's Octagon	**Lusthaus et al.**	**Linde**
Purpose, objectives and strategies	Organisation's base: Identity	Organisational motivation: Vision & mission	Purposes & goals
Partnership motivation		Organisational motivation: History	
Structures, roles and responsibilities	Organisation's base: Structure Capacity development: Professional skills	Organisational capacity: Structure, Human resources	Roles & functions
Coordination and communication	Capacity development: Systems	Organisational capacity: Infrastructure	Routines & procedures Relations & climate
External relations	Organisation's relations: Acceptance and support by target group, Relations with external environment	Environment: Administrative framework, Institutional ethos, Capabilities	
Partnership development		Organisational motivation: Culture	

Appendix V: Stakeholder analysis

Stakeholder	Relation	Level of interest	Level of influence	Stakeholder interest	Capacity to support programme /partnership	Strategy for cooperation
Beneficiaries						
Communities	Supporter	High	High	Become resilient towards disasters. Reduce impact of disasters. Build resilient livelihoods.	Willingness to engage in programme activities. Willingness to change attitudes.	Engage communities in trainings, workshops and development and revision of community action plans.
Implementers						
PfR-K	Supporter	High	High	Implement programme activities and achieve programme objectives. Ensure sustainability of programme.	Commitment to implement programme. Human and financial resources to implement programme. Expertise in areas of DRR, EMR and CCA.	Planning, implementing, monitoring and evaluating the programme.
CSOs/CBOs (WRUEP, WRUAs, CFAs, CDCs, etc.)	Supporter	High	High	Ensure sustainable development of communities. Ensure sound management of natural resources.	Willingness to engage in programme activities. Build on existing organisational structures and competences in communities.	Build in existing structures and organisations in communities. Engage communities in trainings, workshops and development and revision of community action plans.
Development agents						
Other NGOs (ACF, WV, VSF, etc.)	Supporter /neutral	Medium	Medium	Ensure sustainable development of communities.	Expertise in complementing areas. Human and financial resources to implement complementary projects.	Communities advocate for funding with CAPs. Invite to launch, workshops and conferences.
Private sector (tourism, forestry, fisheries, etc.)	Supporter /neutral /opponent	Medium	High	Development of communities. Engage in profit-making activities.	Knowledge and skills in alternative livelihood options.	Incorporate in trainings and workshops to share experience and knowledge.
District /county government	Supporter	Medium	High	Ensure law enforcement and implementation of government policies.	Administrative structures and financial resources to secure long-term effect of programme.	Advocacy work to ensure DRR/EMR/CCA is included in budgets and development plans as well as implementation. Invite to launch,

						workshops and conferences.
Lead agencies (ENNDA, WRMA, KWS, KFS, ALRMP, NEMA, etc.)	Supporter /neutral	Medium /low	Medium	Ensure law enforcement and implementation of government policies. Develop government policies.	Administrative structures and financial resources to secure long-term effect of programme.	Advocacy work to ensure DRR/EMR/CCA is included in budgets and development plans as well as implementation. Invite to launch, workshops and conferences.
Ministries (of Environment and Mineral Resources, Development of Northern Kenya and other Arid Lands, Water and Irrigation, Forestry and Wildlife, Special Programmes, etc.)	Supporter /neutral	Medium /low	High	Ensure law enforcement and implementation of government policies. Develop and revise legislative framework and government policies.	Administrative structures and financial resources to secure long-term effect of programme. Develop legislation to ensure that DRR/EMR/CCA is included.	Advocacy work to ensure that DRR/EMR/CCA is incorporated in legislation and policies. Invite to launch, workshops and conferences.
Financier						
Netherlands Ministry of Foreign Affairs	Supporter	High	High	Programme implemented according to plan and achieves its objectives.	Provide financial resources and support to partnership.	In continuous dialogue about programme achievements.
Other interested parties						
Knowledge institutions (research centres, universities, e.g. KEMU, UoN CSDES, ILRI, etc.)	Supporter /neural	Medium /low	Medium /low	Conduct research and increase knowledge about disaster management, drought, floods, alternative livelihoods, etc.	Support programme and provide knowledge and information.	Cooperate in knowledge generation and research. Invite to launch, workshops and conferences.
Media	Supporter /neutral	Medium /low	High /medium	Increase awareness and spread information.	Platform for reaching politicians and the wider public and increase awareness of the PfR-K and the CPDRR programme.	Invite to launch, workshops and conferences. Engage in journalist training on DRR/EMR/CCA approaches.

Appendix VI: PfR-K SWOT analysis

Strengths	Weaknesses	Opportunities	Threats
Combining expertise and experience from different sectors	Young institution: partnership is still under development	Momentum for introducing new DRR approaches due to high prevalence of disasters and following attention	Elections in 2013 attract attention in the public and can delay programme activities
Implementing partners have long experience and thorough knowledge of programme area	Integrating procedures, systems and cultures of the different organisations	Government interested in revising image concerning disaster management	Revision of legislation focuses on administration and election legislation due to upcoming elections
Working together as a team	High staff turnover in partner organisations	Policy advocacy opportunities in new constitution: new counties, revision of legislation	High number of ministries with overlapping mandates
Division of roles and thematic leads	Communication channels and procedures not clear to all partners	Other NGOs and government institutions open to support community action plans	Infrastructure deficiencies (roads, electricity, water/sanitation)
Integrating approaches and using the best of both worlds	Partners work on other programmes and must divide their attention between these and the PfR-K.		Conflict among different groups in programme area
Strong representation on the ground through volunteers/champions			Risk of disasters (drought, flood) during programme implementation
Participatory and inclusive approach securing acceptance, legitimacy, ownership and sustainability of programme			