Integrating Disaster Risk Reduction and Climate Change Adaptation in Theory and Practice. A Case Study of the Red Cross and Red Crescent Movement in Asia

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Abstract

This study seeks to explore the coherence of guidance and practices on disaster risk reduction (DRR) and climate change adaptation (CCA) within the Red Cross and Red Crescent (RC/RC) Movement. More specifically, it analyses how different National Societies in both their role as Host National Society and as Partner National Society are implementing policies and guidelines of the International Federation of Red Cross and Red Crescent Societies (IFRC) at the local level. Countries discussed include Bangladesh, Pakistan, the Philippines, Tajikistan and Vietnam. To complement the research findings, the perspective of the RC/RC Climate Centre is considered as well. As a result, this study possesses utility in supporting a greater uniformity and coherence of integrated DRR and CCA approaches and practices within the RC/RC Movement.

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Content

List of Acronyms

BDRCS	Bangladesh Red Crescent Society
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Corporation and Development)
CBDP	Community-based Disaster Preparedness
CBDRM	Community-based Disaster Risk Management
CBDRR	Community-based Disaster Risk Reduction
CBHFA	Community-based Health and First Aid
CCA	Climate Change Adaptation
CRED	Centre for Research on the Epidemiology of Disasters
DFID	Department for International Development
DIPECHO	Disaster Preparedness Programme of ECHO
DM	Disaster Management
DP	Disaster Preparedness
DRM	Disaster Risk Management
DRRM	Disaster Risk Reduction and Management
DRR	Disaster Risk Reduction
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
ERC	Emergency Response Centre
FCSR	Framework for Community Safety and Resilience
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GRC	German Red Cross
HFA	Hyogo Framework for Action
HNS	Host National Society
HQ	Headquarter
ICRC	International Committee of the Red Cross
IDNDR	International Decade for Natural Disaster Reduction
IEC	Information Education Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
INGO	International Non-Governmental Organization
IPCC	Intergovernmental Panel on Climate Change
LDC	Least Developed Country

M&E	Monitoring & Evaluation
MDGs	Millennium Development Goals
MOFA	Ministry of Foreign Affairs
MoU	Memorandum of Understanding
NAP	National Adaptation Plan
NAPA	National Adaptation Programme of Action
NDRT	National Disaster Response Team
NFI	Non-Food Item
NGO	Non-Governmental Organization
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PAR Model	Pressure and Release Model
PCM	Project Cycle Management
PFR	Partners for Resilience
PHAST	Participatory Hygiene and Sanitation Transformation
PNS	Partner National Society
PRC	Philippine Red Cross
PRCS	Pakistan Red Crescent Society
RC/RC	Red Cross/Red Crescent
RCST	Red Crescent Society of Tajikistan
SARD	South Asia Regional Delegation
SLF	Sustainable Livelihoods Framework
SOD	Standing Orders on Disaster
ToT	Training of Trainers
UDRR	Urban Disaster Risk Reduction
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
USAID	United States Agency for International Development
VCA	Vulnerability and Capacity Assessment
WASH	Water, Sanitation and Hygiene

1. Introduction

1.1. Study background

Every year, millions of people are affected by droughts, floods, tropical storms, earthquakes and other natural hazards (UNISDR 2007). Due to increasing vulnerabilities created by such factors as population growth, environmental degradation, poverty, unplanned urbanization and climate change, the scale and frequency of so called natural disasters is rising on a global scale making DRR and CCA a fundamental concern for both the humanitarian and the development sector (IFRC 2007a; Climate Centre 2007; UNDP 2014). To reduce vulnerabilities of the society and the environment, and to increase the resilience of those communities at risk, DRR and CCA are aimed at systematically addressing the risks associated with disasters and climate change to all processes of policy-making, planning, budgeting, implementation and monitoring (IFRC 2013b).

In its annual report of 2012, the Centre for Research on the Epidemiology of *Disasters (CRED)* points out that Asia was by far the continent most frequently hit by natural disasters, and also accounted for more than 64% of global disaster victims. Six out of the top ten countries in terms of disaster mortality were located in Asia, and the types of the disasters that struck Asia had to more than 84% a hydrological, meteorological or climatological nature (CRED 2012). Due to the fact that climate change will influence climate-related hazards and will alter disaster risks in Asia, a comprehensive approach is needed to address both DRR and CCA (Shamsuddoha et al. 2013; ProVention 2009; UNSIDR Asia and Pacific 2011; Sterrett 2011).

Since the past decade, both policy-makers and practitioners have been calling for a more integrated approach to DRR and CCA to use synergies of both fields more effectively (Turnbull et al. 2013; Gero et al. 2010; Venton and La Trobe 2008; Benson and Twigg 2004). However, as it is emphasized by Birkmann and Teichman (2010) and Schipper and Pelling (2006), crucial differences between DRR and CCA exist that have widely hampered their integration in practice.

One of the key stakeholders involved in both DRR and CCA is the IFRC, the world's largest volunteer-based humanitarian network (IFRC 2013a). In order to reach its overall objective of building safe and resilient communities, National Societies are not only involved in disaster response, but also in DRR and CCA (IFRC 2008a). The IFRC calls on its National Societies to systematically scale up DRR and CCA actions, and to implement one common approach to create a greater coherence and uniformity within the RC/RC Movement. It developed various DRR and CCA frameworks that National Societies should implement across all programme areas (IFRC 2004; IFRC 2008a; IFRC 2009; IFRC 2013a; IFRC 2013b).

As Meyer and Rowan (1977) pointed out, policies and actual activities of institutionalized organizations often lack conformity and congruence. In fear of losing legitimacy, such structures would hardly be evaluated. Studies that assess the compliance of National Societies with the IFRC's approach are rare. There is clearly a gap in the literature

concerning the congruence of international guidelines of the IFRC and their interpretation and implementation in practice.

The purpose of this thesis is to contribute to this lack of knowledge and to clarify, how National Societies approach DRR and CCA integration at the country level, and subsequently, if there is a gap between policy and practice within the RC/RC Movement. Consequently, the present work puts the following questions: Do the frameworks developed by the IFRC really serve as guidance for RC/RC actions at the country level? Are different RC/RC components¹ always adhering to the standards put by the IFRC? Are there challenges to adapt these rather general frameworks to country-specific contexts? Does the IFRC's shared vision of uniformity and coherence of DRR and CCA approaches within the RC/RC Movement really exist? In case National Societies fully implement the IFRC's approach, it can further be discussed if the IFRC approach is really adaptable to different contexts, meaning if a shared vision among all National RC/RC Societies is actually desirable.

Due to the fact that Asia is the continent most frequently hit by natural disasters, this study focuses on National Societies in Asia and intentionally excludes National Societies working in other regions that are not of interest to this research. In order to manage time constraints, this study does neither include IFRC frameworks that are not directly addressing the subject matter nor hazards other than natural ones (e.g. technological hazards or conflict settings).

1.2. Research question and objectives of the study

From the study background, the following **research question** has been derived in order to guide this research:

How do different components of the RC/RC Movement working in Asia put the IFRC's approach to DRR and CCA integration into practice?

Based on the research question, the **overall objective** is:

To assess how different components of the RC/RC Movement working in Asia put the IFRC's approach to DRR and CCA integration into practice.

The following four **specific objectives** have been set in order to achieve the overall objective of this study:

1. *To establish a framework of how DRR and CCA are conceptually understood and integrated in practice using emerging literature on the subject matter.*
2. *To establish a framework of how the IFRC conceives DRR and CCA integration and critically assessing it based on the conceptual framework developed beforehand.*
3. *To survey how different National Societies working in Asia currently conceive and integrate DRR and CCA in practice.*

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¹   When talking about RC/RC components, it is always referred to National Societies in both their role as HNSs and PNSs, the IFRC and the Climate Centre.

4. *To provide a set of recommendations on how the IFRC and National Societies could improve the coherence of polices and practice within the RC/RC Movement.*

1.3. Research design

The research design is a systematic plan that directs the research action, and ensures that all aspects of the study are addressed and executed in the right sequence (Sarantakos 2013). Due to the limited knowledge on the subject, and the lack of research on the congruence of policy and practice within the RC/RC Movement, this study employs an exploratory design to gain insights into the research topic. In line with the anti-positivist research design and the case study approach employed, a qualitative methodology was selected as being the most appropriate for answering the research question.

An exploratory design requires that methods of data collection allow gaining insights and collecting in-depth data (Neuman 1997). In order to analyse how different National Societies working in Asia put the IFRC approach into practice, semi-structured expert interviews with staff from different Asian National Societies, the GRC as a PNS, the IFRC and the RC/RC Climate Centre build the foundation of this study's data collection. Besides, document analysis and participant observation were chosen to triangulate the data and to provide a more holistic picture of the research topic. Following the iterative model of data analysis, information was analysed during and after the process of data collection until saturation point was reached. This allowed greater freedom of adjusting, for instance, concepts, methods or data analysis as new knowledge emerged.

1.4. Utility

By attaining its overall objective, this study provides an example of how different National Societies working in Asia conceive and implement DRR and CCA, and assesses whether there is one common approach to DRR and CCA integration within the RC/RC Movement or not. It firstly addresses and strives to fill the "gap" emerged from the background at the basis of the study. By providing a set of recommendations of how to adapt actions of National Societies more coherently to the IFRC's vision, this study has utility for improving the uniformity and coherence of integrated DRR and CCA approaches and practices within the RC/RC Movement.

2. Literature Review

2.1. Current discourse on DRR and CCA integration

This section reviews existing literature on the concepts of DRR and CCA as well as approaches of how to integrate both fields in practice. Consequently, this study presents a conceptual framework that expresses current thinking on DRR and CCA integration, and is used for critically analysing the IFRC approach. Due to the fact that some authors (e.g. Mercer 2010; Kelman and Gaillard 2008) promote embedding CCA within DRR, DRR was reviewed first, because CCA may potentially be a part of DRR and not on the contrary. Besides, the concept of DRR developed earlier than the one of CCA, hence, it also makes sense, to discuss them based on their successional emergence.

2.1.1. Disaster risk reduction

During the past decade, on an average more than 230 million people per year were affected by disasters, more than 100 million of others were killed and more than US$ 100 billion in economic damages were caused (Turnbull et al. 2013). Additionally, countless small-scale unreported disasters put a cumulative strain on people's lives and livelihoods. Experts point out that the frequency and intensity of disasters is increasing, while developing countries are disproportionately affected (CRED 2012; DFID 2004; UNISDR 2007; UNDP 2014). Disasters are not unavoidable events, but a result of unmanaged risks. In order to decrease people's vulnerabilities to hazards in a sustainable way, humanitarian organizations that typically deal with immediate relief have to consider the relevance of long-term risk reduction strategies.

2.1.1.1. Disasters and disaster risk

The concept of a "disaster" remains one of the most debated ones in the field of DRR. Some scholars focus on the levels of casualties and losses, some emphasize the geographical extent and significance in regard to 'normal conditions', while others determine a disaster based on certain predefined thresholds (CRED 2012; USAID 2011; Twigg 2004).

Until the 1960s, disasters were primarily seen as geophysical hazards or acts of God and hence as unavoidable events (Manyena 2012; Cardona 2003). With the introduction of the vulnerability paradigm[2] during the late 1970s, disasters were seen as socio-economic and political in origin and as strongly linked to development problems (Mercer 2010).

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[2]   Vulnerability is determined by social, economic, environmental, political and cultural inequalities that influence the way in which people can cope with, resist and recover from the impact of a natural hazard (Blaikie et al. 1994). However, it is less a matter of whole societies being vulnerable but rather particular groups such as children, the elderly, pregnant women or the disabled that tend to be more likely to suffer from the impact of a disaster (Gallopín 2006; Cardona 2003; Lewis and Kelman 2010).

More recently, disasters have been interpreted in the context of the resilience approach[3]. Disaster thinking has steadily moved towards a more participatory model that values local knowledge and expertise. Instead of perceiving disasters as acts of God or acts of nature, they are currently understood first and foremost as acts of man (Mercer 2010; UNDP 2014; Twigg 2004; Manyena 2012).

Disasters result from a complex interplay of social, political, environmental and economic factors that interact with hazards[4] to become disasters (Mercer 2010; Lewis and Kelman 2010). Thus, they can be understood as unsolved development problems (Cardona 2003, DFID 2004; USAID 2011). UNDP (2014) points out that DRR delivers sustainable development, saves lives and livelihoods, plays a fundamental role in achieving the Millennium Development Goals (MDGs) and should thus be a central component of future development agendas.

A globally accepted definition of a disaster is provided by the United Nations International Strategy for Disaster Reduction (UNISDR)[5], which conceptualizes a disaster as a "serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources." (2009a, p. 9). This definition classifies disasters as events that overwhelm local capacities (capabilities and resources within a community, e.g. infrastructure, knowledge and skills) so that communities become unable to function without outside assistance. However, disasters are not only determined by societal capacities, but also by underlying vulnerabilities.

There are two influential schematic models representing current ways of conceptualizing disaster risk: the Disaster Pressure and Release Model (PAR Model) developed by Blaikie et al. (1994) and the Sustainable Livelihoods Framework (SLF) adopted by the 1992 Rio Earth Summit on Environment and Development. The PAR model puts stronger emphasis on how a particular disaster occurs, while the SLF is rather connecting risk and development and focuses on the vulnerability context (Manyena 2012). Both illustrate that disasters are embedded within social, economic and political processes, which make them products of human activity.

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[3]   Resilience refers to the ability of a system to "bounce back" or "bounce forward" from a shock and is determined by the necessary resources and capabilities of a community to organize itself both prior to and during times of need (Gallopín 2006; Lewis and Kelman 2010). In comparison with vulnerability, which focuses on 'what is missing', resilience rather refers to 'what is already in place' (O'Brien et al. 2006).

[4]   A hazard is a geophysical, atmospheric or hydrological event that has the potential to cause harm or loss (Twigg 2007).

[5]   The UNISDR was created in 1999 to proceed after the 1990s IDNDR and has an official mandate to coordinate DRR efforts (UNISDR 2007; UNISDR 2009a).

Disaster risk[6] refers to a *potential* impact depending on the vulnerabilities and capacities of communities to cope with a natural hazard, and is commonly described by the interaction of three determining factors (USAID 2011, p. 15):

$$Risk = Hazard \times Vulnerability/Capacity.$$

2.1.1.2. Tools and approaches

The concept of disaster risk reduction is relatively new. It is generally understood as the "broad development and application of policies, strategies and practices to minimise vulnerabilities and disaster risks throughout society, through prevention, mitigation and preparedness" (Twigg 2004, p. 13)[7]. However, its key terms are not clearly defined, which hampers a common agreement and a standardized approach (Mitchell 2003; USAID 2011).

In 2005, the *Hyogo Framework for Action 2005-2015: Building the Resilience for Nations and Communities to Disasters* (HFA) was adopted by 168 United Nations member states that committed themselves to substantially reduce disaster losses by 2015 (UNISDR 2007). The HFA is a globally accepted, multi-stakeholder and multi-sectoral plan to invest in DRR in order to build disaster-resilient societies. This shall be achieved by implementing five priorities for action (UNISDR 2007, p. 6):

- o   *Strengthening policies and institutions*
- o   *Identifying, assessing and monitoring risk and enhancing early warning*
- o   *Using knowledge, innovation and education to build resilience*
- o   *Reducing underlying risk factors*
- o   *Strengthening preparedness for effective response.*

Nevertheless, few member states have hardly moved beyond the scope of formal commitment to declarations and do not always comply with the agreed terms of the HFA (Feinstein International Center 2012). This is why the goals of the HFA are still far from being reached, especially in terms of addressing the causes of risk, ensuring the participation of affected communities and the provision of adequate funding resources (Wilkinson 2012; Gaillard and Mercer 2012).

The numerous tools and practices DRR uses can be conceptualized as prevention, mitigation and preparedness (Twigg 2004). Prevention measures aim to avoid adverse impacts of hazards and related disasters through action taken in advance[8]. Mitigation is

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[6]   However, different people perceive, experience and evaluate risks in different ways depending on the social, cultural and institutional context (Hewitt 2012; Cardona 2003). Anthropological studies on disasters have emphasized that risk is primarily a socio-cultural construct affected by social organization and values that guide behaviour and influence judgments about what is considered to be a risk (Oliver-Smith 1996, Hewitt 2012). The anthropological perspective on risk is relevant for analyzing whether different National Societies interpret and regulate risk in different ways and whether cultural contexts shape perceptions of risk and adaptation.

[7]   A commonly used definition is also provided by the UNISDR (2009, p. 10f.), which describes DRR as "[t]he concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.".

[8]   Examples for disaster prevention are dams that eliminate flood risks or seismic engineering designs that allow for earthquake-resilient construction (UNSIDR 2009a).

any structural (e.g. hazard-resistant construction) or non-structural measure (e.g. training in disaster management) undertaken to minimize the extent of disasters (Twigg 2004). Preparedness means activities and measures taken before the disaster strikes to issue timely and effective warnings, evacuate people and property when they threaten and ensure effective response, for instance, through stockpiling supplies and food (Twigg 2007)[9].

2.1.2. Climate change adaptation

In the past decade, more than 200 million people have been affected by extreme weather events (Feinstein International Center 2012). Statistics show that the increase in disasters due to natural hazards has been caused mainly by weather-related events (such as tropical storms, floods or droughts), while the number of geophysical disasters (such as earthquakes, volcanic eruptions) has remained steady (CRED 2012). This disproportional rise of weather-related disasters is also illustrated in figure 1.
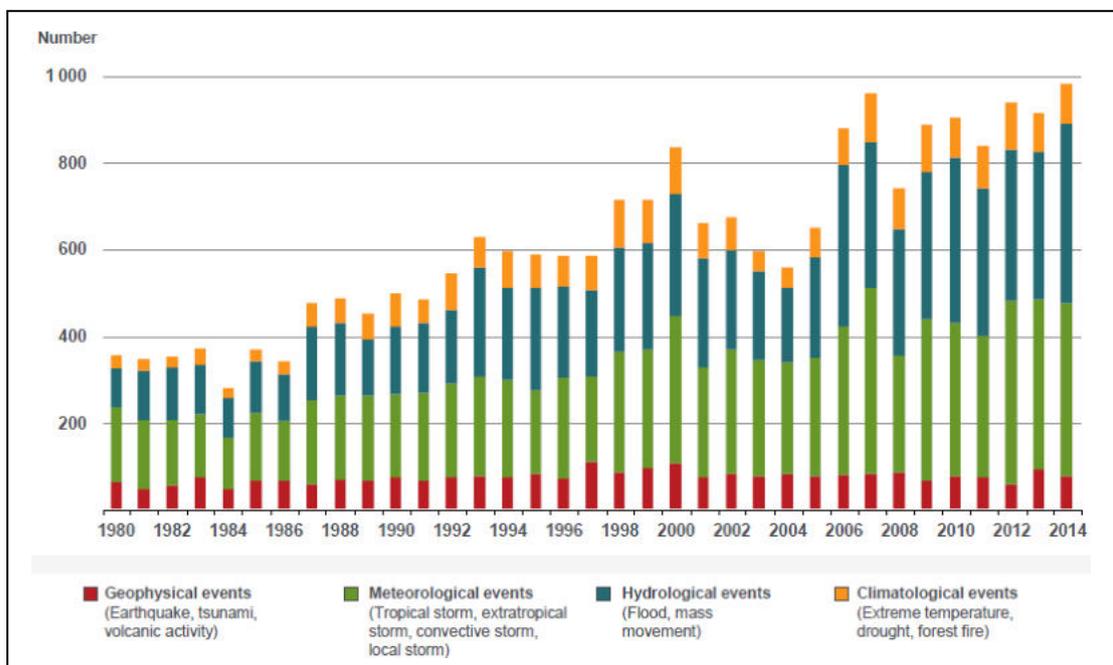
Figure 1: Annual number of natural disasters 1980-2014
Source: MunichRe (2014, p. 3).

Hence there is "an obvious relationship between climate change and the increase in climate-related hazards, implying, in general, that a higher disaster risk must be asserted" (Birkmann and Teichman 2010, p. 172). Due to the fact that climate related hazards are major triggers for the majority of disasters, concerns about climate change and its consequences are increasing on a global scale (IPCC 2014; Thomalla et al. 2006; UNISDR 2009b).

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9   Preparedness measures are cost-effective, institutionally simple and do not require complex (re-) construction and are thus often the most effective DRR measures available (Wilkinson 2012). However, due to their 'invisibility', public support is often lacking.

2.1.2.1. Climate change and climate risk

Climate change is a significant change in the average pattern of weather over a long period of time (Turnbull et al. 2013). However, in the last two centuries, the average temperature has risen extremely fast by about one degree Celsius (IPCC 2014). Experts agree that this process is not internally driven but a result of direct or indirect anthropogenic interference that alters the composition of the global atmosphere (UNFCC 2014; Birkmann et al. 2009; DFID 2004). Thus, current climate change can be understood first and foremost as an act of man and not of nature (O'Brien et al. 2006; Hulme 2010)[10]. Schipper and Pelling (2006) emphasize that human-induced climate change is a consequence of industrialization and thus of development. However, there is an inequitable impact of climate change on developing countries. As Birkmann and Teichman (2010) point out, sources of climate change often lie in other regions than its effects, meaning that there is a mismatch of countries primarily responsible for climate change and those that carry the burden of more extreme weather events.

O'Brien et al. (2006, p. 68) characterize climate change as "a multifaceted (from drought to flood) and multidimensional (from local to global) hazard that has short-, medium- and long-term aspects and unknown outcomes". Climate change is intensifying hazards that affect human livelihoods, settlements and infrastructure and that can potentially trigger a disaster. Effects of this process are already observable and include, for instance, increased temperatures that aggravate the problems of drought-prone areas, sea-level rise that impacts on low lying land, and also changing and irregular rainfall patterns (O'Brien et al. 2006; Mercer 2010). As a result, existing climate-related hazards such as heat waves, droughts, floods, cyclones, and wildfires are increasing in frequency and intensity (Feinstein International Center 2012; IPCC 2007).

People's vulnerabilities to natural hazards and in particular to climate-related hazards are growing on a global scale (Feinstein International Center 2012; IPCC 2007).

There is already evidence that climate-related impacts are exhausting the coping capacities of many communities (O'Brien et al. 2006). Such impacts can cause, for instance, loss of life and destruction of homes, infrastructure and critical services such as water supply and electricity, or decreases of crop yields leading to food insecurity (IPCC 2014). But climate-related hazards do not have to result in disasters. Addressing present and future climate risks as well as systemic underlying vulnerabilities to current climate change can improve people's adaptive capacities. This can be facilitated by either mitigation[11] or adaptation.

In 1994, the United Nations Framework Convention on Climate Change (UNFCCC), the main environmental treaty on climate change on the international level, entered into force to provide governments with a framework to collectively address climate risks by

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[10]   Regardless of whether climate change is an act of man, vulnerability and thus the risk is human induced.

[11]   In comparison with DRR, climate change policies use the term "mitigation" differently and refer to it in the context of reducing the emissions of greenhouse gases as the source of climate change (UNISDR 2009a).

stabilizing the emissions of greenhouse gases (UNFCCC 2014)[12]. Thus, initial efforts dealing with climate change focused mainly on mitigation processes (reduction in greenhouse gases), while current climate responses have shifted more towards adaptation recognizing that climate impacts are already happening and are unavoidable due to past emissions (IPCC 2007; Mercer 2010; Birkmann and Teichman 2010).

2.1.2.2. Tools and approaches

CCA measures are aimed at adapting to climate change by managing and reducing actual or expected climate risks and their effects. The numerous involved stakeholders often perceive and define CCA in different ways (Adger et al. 2013). While narrow definitions only focus on climatic factors, more broad ones also apply to non-climatic factors such as soil erosion or surface subsidence (UNISDR 2009a). The Intergovernmental Panel on Climate Change (IPCC)[13] defines CCA as a "process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or exploit beneficial opportunities." (IPCC 2014, p. 5).

CCA measures are implemented in multiple settings across the globe and hence its tools are as diverse as the contexts in which they are applied (Turnbull et al. 2013). Such as in DRR, CCA activities are implemented in various societal sectors such as agriculture, health and infrastructure and combine both hard and soft solutions like, for instance, replanting mangroves, reinforcing sea walls or climate change education (Gero et al. 2010; Birkmann and Teichman 2010).

Turnbull et al. summarize the variety of existing CCA measures and identify two core areas which are "[a]dapting development to gradual changes in average temperature, sea-level and precipitation" and "[r]educing and managing the risks associated with more frequent, severe and unpredictable extreme weather events" (2013, p. 4). Consequently, CCA can be described as a combination of adaptation to climate change and climate risk reduction by minimizing vulnerabilities to expected impacts of climate change.

At the community level, CCA strategies include, for instance, improvements to agricultural systems such as crop diversification or the introduction of hazards resistant crop varieties, risk assessments and early warning systems as well as education and awareness measures (Mercer 2010; IPCC 2014). At the national level, some of the Least Developed Countries (LDCs) have adopted National Adaptation Programmes of Action (NAPAs) that identify areas of the most urgent and immediate needs to adapt to climate change (Mercer 2010; Birkmann et al. 2009). NAPAs function as types of reporting envisaged by the UNFCCC and are practical CCA approaches applied at the national

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[12]   Its focus on mitigation was reinforced in 1997, when parties to the UNFCCC adopted the Kyoto Protocol, a legal instrument to enforce the reduction of greenhouse gas emissions using a top-down approach (Hulme 2010).

[13]   The IPCC was established in 1988 and is a climate change science assessment body leading the international debate on climate change knowledge. On a regular basis, it assesses the "scientific basis of risk of human-induced climate change, its potential impacts and options for adaptation" (IPCC 1998, p. 1).

level[14]. Additionally, the concept of National Adaptation Plans (NAPs) was introduced in 2010. NAPs focus on identifying key sectors in strengthening resilience to support national governments in planning and prioritizing medium- and long-term adaptation activities (UNFCCC 2012). Despite these efforts, LCDs remain poorly equipped to deal with climate-related impacts, lack adaptive capacities and are thus more vulnerable to climate change (O'Brien et al. 2006).

2.1.3.   Integrating DRR and CCA

Climate change is influencing the frequency and intensity of natural hazards with direct implications for disaster risk (Mitchell and van Aalst 2008; CRED 2012; IPCC 2014; DFID 2004; USAID 2011; Schipper and Pelling 2006). Despite the fact that there is substantial literature on DRR and CCA integration, there is a huge gap of how this integration should be put into practice. Some advocate for increased convergence whilst recognizing existing differences between DRR and CCA agendas (Mitchell 2003, Turnbull et al. 2012, Gero et al. 2010; Venton and La Trobe 2008; Birkmann and Teichman 2010; Birkmann et al. 2009), others outline the need to embed CCA within DRR making it one factor amongst many (Mercer 2010; Kelman and Gaillard 2008)[15].

However, despite the comprehensive theoretical knowledge on the rationale, barriers and enablers for effective integration, only few studies exist that cover DRR and CCA integration in practice (Handmer et al. 2014). This section presents approaches that aim to link DRR and CCA, discusses how they can be put into practice, and develops criteria crucial for an integrated approach.

2.1.3.1.   Defining DRR and CCA integration in practice

Despite significant convergences of DRR and CCA, the implementation of both fields remains largely separate to date, which produces gaps and overlaps and hampers the efficiency and sustainability of aid (Thomalla et al. 2006; Turnbull et al. 2012). Both policy-makers and practitioners increasingly emphasize the shortcomings of such silo approaches and call for the systematic integration of DRR and CCA in practice (UNISDR 2009b; Mitchell and van Aalst 2008, Venton and La Trobe 2008; Birkmann and Teichman 2010; Turnbull et al. 2012; Gero et al. 2010; Birkmann et al. 2009).

Both DRR and CCA aim to reduce vulnerabilities and to strengthen people's resilience to prepare for potential disaster impacts and adapt to uncertain climate change impacts in the future. They both conceptualize risk as a product of exposure and vulnerability and thus, risk reduction activities should include disaster as well as climate risks so that neither approach compromises the other (Mitchell and van Aalst 2003; Schipper and Pelling 2006; Venton and La Trobe 2008). Climate change is already altering the face of

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[14]   However, the majority of countries "called for structural or technical measures that focus primarily on natural hazard detection, rather than on the broader context of strategies and measures for DRR." (Birkmann and Teichman 2010, p. 173).

[15]   DRR puts major emphasis on natural disasters and disaster management, while CCA is understood to be interlinked with various sectors such as health, livelihoods or agriculture. It might not be that easy to comprehensively embed CCA within DRR and not giving up the connections to others sectors and thus CCA should rather be mainstreamed into all relevant sectors resulting in climate-smart DRR, climate-smart health etc.

disaster risks and CCA must thus strengthen and expand existing DRR efforts (Turnbull et al. 2013; Mercer 2010)[16].

However, consensus about how to combine both approaches in practice is far from being reached. The majority of experts stresses the need to construct an integrated approach (Turnbull et al. 2012; Mitchell and van Aalst 2008, Venton and La Trobe 2008; Birkmann and Teichman 2010; Gero et al. 2010; UNISDR 2009b; Birkmann et al. 2009), but definitions of what integration actually means and how to achieve it are rare. There is clearly a gap in the literature on conceptual understandings of DRR and CCA integration in theory and practice. Dictionary definitions refer to integration as the process of 'coming together' for the purpose of either building a complete whole or remaining separate but in harmony (e.g. Cambridge Dictionary Online 2014; Oxford Dictionary 2014; Merriam Webster 2014).

In the context of DRR and CCA, the idea of 'coming together' is related to other concepts used in the humanitarian or development sector including mainstreaming, which refers to the incorporation of one element within another (IFRC 2013b), or coherence, the idea of elements that are different but work synergistically (Clark 2012). The three concepts of integration, mainstreaming and coherence all describe the combination of two or more elements in order to improve processes and use mutual benefits of single components. In relation to DRR and CCA, the concept of coherence is widely ignored while integration receives far more attention than mainstreaming. However, the concepts of integration and mainstreaming are not well-defined and sometimes even used interchangeably[17].

Within organizations, integration and mainstreaming are both handled in different ways. In terms of institutional integration, some argue for mainstreaming DRR and CCA across each sector, while others integrate DRR and CCA into one administrative unit (Handmer et al. 2014). In programming, integrated approaches treat e.g. DRR, water/sanitation and hygiene (WASH) or livelihoods as different results within one programme (e.g. OXFAM 2009; CARE Bangladesh 2014), while mainstreamed programmes incorporate one activity within a programme, such as, for instance, incorporating gender within WASH but without including it in a result frame (IFRC 2013b).

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[16]   DFID points out that in case DRR does not take into account future risks, it could even generate risks referring to an example of a mal-adaptive DRR project in Bangladesh, where poorly maintained flood defences trapped floodwaters and prolonged floods during the 1999 disaster (in Venton and La Trobe 2008).

[17]   For example, the IFRC that has a strong focus on mainstreaming and does not provide any guidance on DRR and CCA integration. In its mainstreaming guide, the IFRC states that "[t]he rationale for integrating a gender perspective in DRR and CCA lies in the Red Cross/Red Crescent humanitarian mandate" (IFRC 2013b, p. 51). In this context, the IFRC speaks about integration when actually referring to mainstreaming. Another example is provided by the UNISDR Asia and Pacific (2010, p.5), which define mainstreaming as "integration of policies and measures that address DRR and CCA into ongoing sectoral planning and management". CARE Bangladesh (2014, p. 8) simplifies integration far too much when explaining it as follows: "Integrating DRR/CCA into development is, quite simply, the process of identifying climate related risks and adjusting activities/approaches to reduce these risks." Such examples contribute to the conceptual and definitional confusion when it comes to DRR and CCA integration in practice.

In addition to the lack of precise definitions, integration literature is clearly biased towards institutional and policy concerns and does not pay a lot of attention to integration in practice (UNISDR 2010; Kehlman and Gaillard 2008; Mercer 2010; Benson and Twigg 2007). However, this study seeks to assess how DRR and CCA integration is put into practice and thus 'integration in practice' needs to be analysed more detailed.

Projects are designed and managed based on a sequence of interrelated phases (including analysis, design, implementation, monitoring and evaluation) of project cycle management (PCM). Integrated approaches to DRR and CCA must thus consider and address disaster and climate risks in all sectoral PCM phases using a DRR and CCA lens to design and implement risk-informed and climate-smart projects (IFRC 2012b). Context-specific DRR and CCA activities incorporate past, present and future hazards, risks and vulnerabilities in the project cycle in order for them to be flexible enough to respond to the unpredictable nature of many hazards and to bridge the divide of different time scales of DRR and CCA (Feinstein International Center 2012; IPCC 2014; Benson and Twigg 2007). Handmer et al. (2014, p. 26) point out that, for instance, in Australia "integration is mainly done through mainstreaming CCA and DRR within government sectors". The IFRC puts strong emphasis on DRR and CCA mainstreaming but does not provide any guidance on the integration of both approaches so far.

Based on integration literature and the mainstreaming guide of the IFRC, this study will construct an integrated approach to DRR and CCA suited for the RC/RC Movement and to be adopted by National Societies. Before assessing how integration could be put into practice, a clear working definition is needed. For this purpose, this study will conceptualize DRR and CCA integration in practice as

> *the process of combining DRR and CCA policies, strategies and practices and addressing context-specific disaster and climate risks in all sectoral PCM phases to tackle disasters and climate change in a systematic and sustainable manner.*

2.1.3.2. Constructing an integrated approach

Given the fact that DRR and CCA operate in multiple sectors and various contexts and that they are implemented by numerous stakeholders with potential conflicting perceptions or interests, the construction of an integrated approach to DRR and CCA is not an easy task. Literature on DRR and CCA integration is well advanced but to date it does neither provide clear guidance on conceptual understandings nor on criteria relevant for effectively integrating both fields in practice.

Some advocate for linking the three categories of space and time scales, normative systems and types and sources of knowledge more coherently (Birkmann and Teichman 2010; Shamsuddoha et al. 2013; Birkmann et al. 2009). Others list crucial differences of both approaches and establish 'signs of convergence' (Venton and La Trobe 2008; Mitchell and van Alst 2008; Mercer 2010). However, detailed discussions on similarities and differences of DRR and CCA do not answer the question of how to design and implement integrated programmes in practice.

Thomalla et al. (2006, p. 42) emphasize that "[t]he institutional frameworks, political processes, funding mechanisms, information exchange fora and practitioner

communities have developed independently and remain largely separate to date." (2006, p. 42). This point of view is largely supported in the integration literature (e.g. UNISDR 2010, Mitchell and van Aalst 2008; Venton and La Trobe 2008).

DRR originated in disaster response, an issue of national concern, which is addressed by bottom-up approaches at the local level. CCA developed in relation with scientific theory and in the context of top-down driven policy with a rather global scale of operations or strategies developed at the country level (for instance, the NAPAs) (Thomalla et al. 2006; Gaillard and Mercer 2012; Mercer 2010; Birkmann et al. 2009)[18]. Both approaches are developed out of different normative settings and are thus linked to different institutional frameworks that hamper effective collaboration and produce institutional overlap with differences in language and methods (Schipper and Pelling 2006; Shamsuddoha et al. 2013). Often, a myriad of frameworks, policies and regulations are in place which are supposed to showcase the most prominent priorities and directions (Handmer et al. 2014).

These institutional differences influence the political relevance and recognition of DRR and CCA. In comparison with the HFA, the UNFCCC is far more of note resulting in increased funding streams for CCA while DRR funding is rather ad hoc, insufficient and often very short-term (Birkmann and Teichman 2010, Venton and La Trobe 2008; Feinstein International Center 2012)[19]. Institutional frameworks and policies have to be linked more coherently, and flexible funding schemes, which shift from short-term and project-oriented financing to the support of forward-oriented strategies that ultimately lead to long-term sustainability, need to be developed (Birkmann and Teichman 2010; Mitchell and van Aalst 2008).

DRR focuses on reducing disaster risk and addresses all natural hazards, including non-climate related hazards (e.g. earthquakes), as well as technological hazards such as nuclear radiation or chemical spills (Venton and La Trobe 2008). CCA puts emphasis on reducing climate risk and thus only addresses climate-related hazards. Besides, it includes non-disaster related climatic impacts such, for instance, as sea-level rise or saline intrusion, while DRR is predominantly interested in extremes (Mitchell and van Aalst 2008).

Both fields do not only have these exclusive elements regarding the hazard type they address, but also differ in terms of their time scale. Disaster impacts are relatively immediate and concentrated, whereas the consequences of climate change may evolve over a longer time (Schipper and Pelling 2006). Thus, DRR rather focuses on reducing existing risks based on previous experience and often ignores longer term risks, whereas CCA is concerned with future risks, long-term adaptation and may neglect shorter term risks (Venton and La Trobe 2008; UNISDR 2009b; Mercer 2010). Due to its focus on past hazards and risks, DRR is often ignoring changing risks and does not sufficiently take into account future uncertainties. These differences in time scales make an impact

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[18]   Differences of command-and-control strategies using technocratic strategies and community-based strategies advocating for local participation have to be linked more systematically (Gaillard and Mercer 2012).

[19]   There is an inherent danger that the political prominence climate change receives internationally leads to over-focusing CCA and undermining vulnerable conditions identified by the communities themselves (Mercer 2010).

on the collaboration of stakeholders and effective information exchange, as well as on the implementation of integrated programmes in practice (Birkmann and Teichman 2010; Shamsuddoha et al. 2013; O'Brien et al. 2006).

Table 1 summarizes the key conceptual and practical differences between DRR and CCA (some inevitable generalizations are made) and indicates whether there are signs of convergence where difference is seen.

Differences		Signs of convergence
DRR	CCA	
Relevant to all hazard types	Relevant to climate-related hazards	N/A
Origin and culture in humanitarian assistance following a disaster event	Origin and culture in scientific theory	CCA specialists now being recruited from engineering, WASH, agriculture, health and DRR sectors
Most concerned with the present, i.e. addressing existing risks	Most concerned with the future, i.e. addressing uncertainty/new risks	DRR increasingly forward-looking. Existing climate variability is an entry point for CCA
Traditional/indigenous knowledge at community level is a basis for resilience	Traditional/indigenous knowledge at community level may be insufficient for resilience against types and scales of risk yet to be experienced	Examples where integration of scientific knowledge and traditional knowledge for DRR provides learning opportunities
Traditional focus on vulnerability reduction	Traditional focus on physical exposure	N/A
Community-based process stemming from experience	Community-based process stemming from policy agenda	N/A
Full range of established and developing tools	Limited range of tools under development	Increasing recognition that more adaptation tools are needed and must learn from DRR
Incremental development, low to moderate political interest	New, emerging agenda, high political interest	None, except that climate-related disaster events are now more likely to be analyzed and debated with reference to climate change
Funding streams often ad-hoc and insufficient	Funding streams sizable and increasing, though still not proportionate to size of problem	DRR community engaging in CCA funding streams

Table 1: Differences between DRR and CCA and signs of convergence
Source: Modified from Mitchell and van Aalst (2008, p. 5).

In order to ensure that the assessment of hazards, risks and vulnerability context is conducted in an integrated way, both DRR and CCA have to develop shared tools and standards (Birkmann et al. 2009). Participatory approaches that involve communities at risk to assess vulnerabilities and capacities in a bottom-up way, contribute to projects that are based on actual needs, increase local commitment, as well as ownership and thus the sustainability of programmes (Gero et al. 2010; Mitchell 2003). International stakeholders involved in DRR and CCA have to be aware of the limits of their knowledge

and hence encourage knowledge exchange with local communities (Birkmann and Teichman 2010)[20].

2.1.3.3. Conceptual framework on DRR and CCA integration

The fact that climate change is influencing the rate and intensity of natural disasters and further exacerbating their impacts calls for an integrated approach of DRR and CCA. However, the diversity of stakeholders involved in different normative, spatial and temporal scales presents challenges to a successful integration. Linkages of both approaches should be fostered, systematic dialogue must be encouraged and lessons learnt need to be shared to allow a more efficient use of financial, human and natural resources and to increase the effectiveness and sustainability of both approaches. One comprehensive and internationally accepted framework has to be developed which integrates experiences and knowledge from policy-makers, experts and practitioners from both DRR and CCA.

Due to that fact that the DRR and CCA integration literature does not provide coherent and precise criteria relevant for constructing an integrated approach, this study adopts Thomalla et al.'s (2006) point of view and argues that the integration of DRR and CCA must effectively connect:

> *(1) institutional frameworks;*
> *(2) political processes;*
> *(3) funding mechanisms;*
> *(4) information exchange fora;*
> *(5) and practitioner communities.*

2.2. The IFRC's approach on DRR and CCA integration

The RC/RC Movement is the world's largest humanitarian network which is made up of nearly 100 million members, volunteers and supporters in currently 189 National Societies that annually reach around 150 million people (IFRC 2013a). The Movement consists of three main components: The International Committee of the Red Cross (ICRC), the IFRC and the member National Societies.

In comparison with other organizations in the field of humanitarian action or development, the RC/RC Movement has both access to local communities gained through their extensive network of volunteers as well as to policy-makers due the role of National Societies that function as independent auxiliaries to their country's government (IFRC 2007a; 2010). The IFRC is governed by a general assembly of National Societies deciding on its policies and strategies that aim to "define specific roles, strengthen cooperation and coherence between components, enhance their shared identity, and elevate their combined effectiveness and efficiency in the service of mankind." (IFRC 2010, p. 7).

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[20]   As pointed out by Adger et al. 2013, cultural dimensions of CCA are often overlooked by contemporary adaptation policies leading to maladaptive outcomes and undermining the resilience of communities.

In 2009, the IFRC adopted *Strategy 2020*, a collective plan to tackle the major humanitarian and development challenges of this decade that provides a basis for the strategic plans of National Societies to achieve a common vision aimed at reducing vulnerability, building resilience and function effectively as the overall RC/RC Movement (IFRC 2010). Strong National Societies can function as PNSs in order to strengthen the capacities of National Societies with fewer capacities, also referred to as HNSs. PNSs provide for instance funding or technical assistance for food, nutrition and livelihoods activities in order to enable HNSs to implement *Strategy 2020* and tackle the reduction of vulnerability in a sustainable and effective manner.

In order to ensure a common understanding and systematic action of the RC/RC Movement, the IFRC developed several strategies and frameworks (IFRC 2003; 2004; 2006; 2007a; 2008a; 2009; 2010; 2013a; 2013b) that shall guide all DRR and CCA actions of National Societies at the country level. An overview of all IFRC documents reviewed is also provided in appendix 1. Based on these publications, this section first discusses the IFRC's approach on DRR and CCA and then presents its mainstreaming approach.

2.2.1. IFRC approaches to reduce disaster risk

When defining DRR, the IFRC refers to the commonly used definition provided by the UNISDR describing DRR as

> [...] *the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors* [emphasis added by the IFRC] *of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (in IFRC 2013b, p. 3).*

Since the 1980s, the DRR efforts and commitments of the RC/RC Movement are increasing steadily and are underlined by the explicit priority of s*caling up action on DRR* (IFRC 2004; 2006; 2007a; 2008a; 2009). The IFRC views DRR as being at the core of most National Societies' work to address the specific vulnerabilities to which communities are exposed (IFRC 2009).

Both Twigg (2004) and the IFRC name preparedness and mitigation as main components of DRR, however, Twigg's third element of prevention is replaced by protection. This might be the case, because the term of prevention is not widely used due to the fact that the complete avoidance of losses is often unrealistic (Twigg 2004). The IFRC's commitment to the strengthening of preparedness is reflected in numerous additional guidance documents, for instance, on early warning in order to take action before a disaster strikes (IFRC 2008b)[21] or on preparedness for health emergencies (IFRC 2011b).

In December 2003, the 28th International Conference of the RC/RC Movement adopted the *Agenda for Humanitarian Action*, a plan that acknowledges the importance of DRR

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[21] Comprehensive guidance on roles and responsibilities of the RC/RC Movement at different levels as well as methods and tools that can be used for early warning work is provided as well (IFRC 2011a).

measures to reduce the vulnerability of communities at risk and to improve their preparedness and response mechanisms (IFRC 2006). Due to the fact that states party to the Geneva Convention participated in this conference as well, the actions outlined in the Agenda have a very strong focus on roles and responsibilities of member states and refer only marginally to National Societies (IFRC 2004)[22]. Finally, the Agenda calls on the IFRC itself to support DRR efforts of National Societies through "continued knowledge sharing on best practices, resource mobilization and advocacy on disaster risk reduction issues with States [sic] and other relevant international, regional and national actors, including with the private sector." (IFRC 2004, p. 2).

As it has already been pointed out, the HFA is the leading DRR framework on the international level and it has been endorsed by most governments, international agencies and NGOs as well as by the RC/RC Movement. As a non-binding agreement, the success of the HFA is critically dependent on its implementation among communities at risk. The IFRC (2006) stresses that due to the role and their subsequent access to both local communities and policy-makers, National Societies can function as a crucial actor in the process of putting the HFA into practice. Hence, the IFRC emphasizes its commitment for the HFA and ensures to "work through its member National Societies and in partnership with the UN, governments, donors and civil society, to meet the objectives of the Hyogo Framework for Action." (IFRC 2006, p. 1).

In addition, the IFRC launched the *Global Alliance for disaster risk reduction*, a comprehensive framework intended to support the implementation of the HFA on the community level (IFRC 2007a). It supports country-based National Society programming that should be informed by local contexts and that intends to build resilience among the most vulnerable groups (IFRC 2007a).

Since the global meeting on DRR in 2006, the IFRC's approach to DRR is shaped by the aim of *building safer and more resilient communities* to prepare for, respond to and cope with the impacts of future disasters (IFRC 2008a; 2007a). In line with this aim, the IFRC developed the *Framework for Community Safety and Resilience (FCSR)* in 2008, which intends to establish a foundation of all RC/RC action in DRR and all actions contributing to the building on safe and resilient communities[23] (IFRC 2008a; 2009). Central to the FCSR is the focus on households and communities, especially those at risk, to strengthen local capacities, to respond to vulnerabilities and to build back better in order to diminish future disaster risks. National Societies are called upon to use this framework in programming for safety, resilience and DRR, while all actions should always be linked to the five priorities of the HFA. In result, one common approach of reducing disaster risk and "our brand in DRR" (IFRC 2008a, p. 4) can be identified.

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[22]   However, National Societies should cooperate with states when implementing DRR activities and can promote the incorporation of DRR as a central feature in national development plans and strategies.

[23]   According to the IFRC, safe and resilient communities understand the disaster risks they face and can assess and monitor them, they can protect themselves to minimize losses and damage when a disaster strikes, can sustain their basic community functions and structures despite the impact of disasters and can build back after a disaster. The IFRC lists several more characteristics of safe and resilient communities (see IFRC 2008a, p. 2).

2.2.2. IFRC approaches to adapt to climate change

When defining CCA, the IFRC refers to the IPCC definition, which is also used in this study and describes CCA as

> [t]he **adjustment** in natural or human systems in response **to actual or expected climate stimuli** or their effects, which **moderates harm** or **exploits beneficial opportunities** [emphasis added by the IFRC] (in IFRC 2013b, p. 3).

In line with its overall aim of building safer and more resilient communities, the IFRC increasingly stresses the need to scale up its work on reducing the causes and possible impacts of climate change and strengthen the CCA capacities of local communities to build resilience in the face of climate risk (2013a). Besides, National Societies are encouraged to cooperate with government authorities in order to proactively raise public awareness about climate change, its possible consequences and options for adaptation (IFRC 2003; 2007a).

In 2002, the RC/RC Centre on Climate Change and Disaster Preparedness (in short also Climate Centre) was established in the Netherlands to raise awareness about climate change and the humanitarian consequences and to develop concrete strategies and programmes related to climate change and disaster preparedness (IFRC 2003). It was officially created to advocate for the integration of DRR and CCA and it represents one of the few institutions that bridge the divide between the scientific and the humanitarian community[24]. In 2007, the Climate Centre published the Climate Guide, which presents climate change and its implications in the context of RC/RC work, and provides not only profound knowledge from more than thirty National Societies working in the field of climate-related adaptation, but also summaries of their experiences in specific step-by-step guidance to support other National Societies.

In 2003, the IFRC published the study called *Preparedness for climate change* which assesses the future impact of climatic changes upon the frequency and severity of disasters and the implications for the IFRC's humanitarian response and preparedness activities[25]. In 2013, the IFRC published its *Plan of Action* to address risks brought by climate change in a more systematic and coordinated way, calling for the integration of climate change issues into its programmes, policies and operations. The overall goal of this Plan is maximizing the capacities of the RC/RC Movement to address climate change related issues and to support greater resilience in light of a changing climate (IFRC 2013a)[26].

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[24] The Climate Centre published numerous DRR and CCA tools and materials in the context of climate change issues to support National Societies (see e.g. Climate Centre 2007; 2012; 2013). However, it is not an institution solely created by the IFRC and does thus not exclusively represent IFRC perspectives.

[25] It promotes the reduction of climate risks and thus outlines a sample of practical risk reduction options such as the construction of elevated seeds storages and stronger homes in flood-prone areas, the improvement of evacuation routes and early warning systems, the reinforcement of terracing strategies to prevent landslides and soil erosion or the support of rainwater harvesting programmes in drought-prone areas (IFRC 2003).

[26] In order to provide National Societies with an overview of different funding opportunities for climate change and information on how to access these available funds, the IFRC published a guide on climate finance (2013c).

Moreover, the Plan is intended to provide a clear vision of the IFRC key priorities for CCA, to identify key activities for scaling up the work on climate change, and to provide an overall framework in order to increase coordination and knowledge sharing within the IFRC (IFRC 2013a). This overall vision should guide National Societies in their CCA actions on the country level and support a better dialogue with partners at all levels, in particular with national governments (IFRC 2013a). Due to the fact that NAPs will play a major role in determining the future path that CCA will take in a given country, the IFRC calls upon its National Societies to engage in national level policy discussions regarding CCA, particularly through the development of NAPs by their respective governments (IFRC 2013d).

2.2.3. The IFRC approach to DRR and CCA mainstreaming

Since the 30th International Conference in 2007, the IFRC promotes the mainstreaming of DRR and CCA into disaster management policies and plans (IFRC 2008a). In order to provide a systematic guidance for National Societies, it developed a comprehensive manual entitled "*A guide to mainstreaming disaster risk reduction and climate change adaptation*" (IFRC 2013b), which does not only consider disaster management, but also various key sectors (e.g. health and care, WASH, migration, shelter and settlement, livelihood and food security and natural resource management), contexts (e.g. conflicts, urban settings) and cross-cutting issues (e.g. gender) relevant for DRR and CCA mainstreaming.

The IFRC does not provide specific guidance on the integration of DRR and CCA and only mentions the integrated programming approach marginally in one of its guidance documents[27]. Of course, a clarification of terms and concepts is necessary, but definitions alone are not useful for National Societies when it comes to design and implement integrated programmes. There is specific IFRC guidance needed on how to integrate different sectors in practice. Due to this lack of IFRC guidance on integration, this study will use the mainstreaming guide for further analysis.

Due to the fact that both DRR and CCA share a conceptual understanding of the components of risk and the processes of building resilience, the IFRC (2013b) argues that there is a need to link them in a more holistic way of programming in order to maximize the effectiveness and sustainability of efforts and to achieve the overarching goal of the RC/RC Movement, the reduction of vulnerability and the strengthening of resilience. Thus, the IFRC emphasizes that National Societies as well as the IFRC itself must mainstream effective DRR and CCA measures into both policies and practice to ensure that all strategies, programmes and projects are designed with due consideration for potential disaster and climate risks (IFRC 2013b). The IFRC defines DRR and CCA mainstreaming as follows (2013b, p. 5):

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[27] Within its *Recovery programming guidance*, the IFRC (2012, p. 16) defines integrated programming as an approach "to designing disaster response programmes using a people-centred approach so that planning combines different sectors in such a way that their combination better addresses people's needs. This includes disaster preparedness efforts that can contribute towards building safer, more resilient and better-prepared households and communities, thus reducing existing and future risk and vulnerabilities."

Considering and addressing risks associated with disasters and climate change in all processes of policy-making, planning, budgeting, implementation, and monitoring. This entails an analysis of how potential risks and vulnerability could affect the implementation of policies, programmes and projects. Concurrently, it also analyses how these, in turn, could have an impact on vulnerability to hazards. This analysis should lead on to the adoption of appropriate measures to reduce potential risks and vulnerability, where necessary, treating risk reduction and adaptation as an integral part of all programme management processes rather than as an end in itself.

The IFRC calls on its National Societies to be well aware of the added value of DRR and CCA mainstreaming and suggests six general steps (see also figure 2) to be taken by all National Societies to mainstream DRR and CCA into policies, strategies and programmes (IFRC 2013b):

Learn: First of all, National Societies have to familiarize themselves with the concepts of DRR and CCA and must understand the need of their linkage in practice. The IFRC encourages them to use its comprehensive guidance in order to have basic knowledge for further modus operandi (2007b; 2007c; 2008c; 2014). National Societies can use vulnerability and capacity assessments (VCAs)[28] to help local communities understand the hazards they face and enable them to prepare for hazards and prevent them from turning into disasters.

Enable: The IFRC determines several activities National Societies should undertake in order to create an enabling environment for DRR and CCA mainstreaming. They include, for instance, *internal advocacy* work to help RC/RC staff and volunteers have a better understanding of disaster and climate risks and the way to address them. Further relevant elements are a *strategic policy framework* to set out a broad goal and objectives, *commitment of leadership* and management, *adequate institutional capacities* of the National Society itself, as well as mainstreaming of DRR and CCA into all sectoral phases of *project cycle management (PCM)* to design risk-informed and climate-smart activities.

Screen: After learning about DRR and CCA mainstreaming and having created an enabling environment, the activity in question must be screened with a DRR and CCA lens to check whether it has considered and addressed existing or future risks associated with disasters and climate change. The screening should be rapid and rough to make a decision whether to proceed with a detailed assessment. It should be done at the beginning of the planning process, of a new activity or during the review of a running activity. In order to ensure a systematic screening process, the IFRC provides a checklist of relevant questions.

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[28]   A VCA is a method of participatory investigation designed to assess and address major risks that people face, their vulnerability to those risks and their capacities to cope and recover from disasters (IFRC 2007b; 2008c).

Assess: When the initial screening has indicated the need for an assessment, disaster and climate risks associated with the planned activity have to be analysed in detail. Such an assessment includes data collection on climate hazards, socio-economic conditions and factors influencing vulnerability to identify most relevant present and future risks and opportunities for the planned activity. Besides, the IFRC developed context-specific frameworks (e.g. for conflicts or urban settings) that indicate specific action to be taken to ensure a systematic assessment of disaster and climate risks among all National Societies.

Adjust: After having identified the most appropriate option for DRR and CCA integration based on the detail assessment, the planned activity has to be adjusted accordingly. Adjustment should be made if the assessment shows that disaster and climate change risks, context, sector or gender have not been duly considered or addressed.

Monitor: As soon as DRR and CCA measures have been selected and incorporated into a planned activity, a monitoring and evaluation (M&E) framework must be developed. It should define realistic and measurable outputs

LEARN
What is DRR? What is CCA? What is mainstreaming? How to mainstream?

ENABLE
Ensure commitment and adequate institutional capacity of National Society; Advocate within National Society and among partners

SCREEN
Screen current and planned projects with a DRR/CCA lens and decide weather detailed assessment is required

ASSESS
Identify present and future hazards and risks, vulnerabilities and capacities

ADJUST
Adjust programming according to assessment

MONITOR
Monitor risks, evaluate appropriateness of activities and re-adjust, if necessary

Figure 2: IFRC approach on DRR/CCA Mainstreaming
Source: Modified from IFRC (2013b, p. 15).

and outcome indicators, as well as specific measures of monitoring and evaluating the integration process. Risks should be monitored regularly and activities should be reviewed, evaluated, and re-adjusted if necessary.

2.2.3.1. Conceptual framework of the IFRC on DRR and CCA mainstreaming

The review includes relevant IFRC frameworks on DRR, CCA and their mainstreaming in practice that provide guidance for all National Societies in implementing activities related to DRR and CCA. The overarching goal guiding all RC/RC action is scaling up DRR and CCA activities to build safe and resilient communities. The frameworks provided by the IFRC are not legally binding, but rather guidance documents. Nevertheless, they apply for all National Societies to shape one common vision among the RC/RC Movement and are thus to a certain extent top-down driven. As emerged
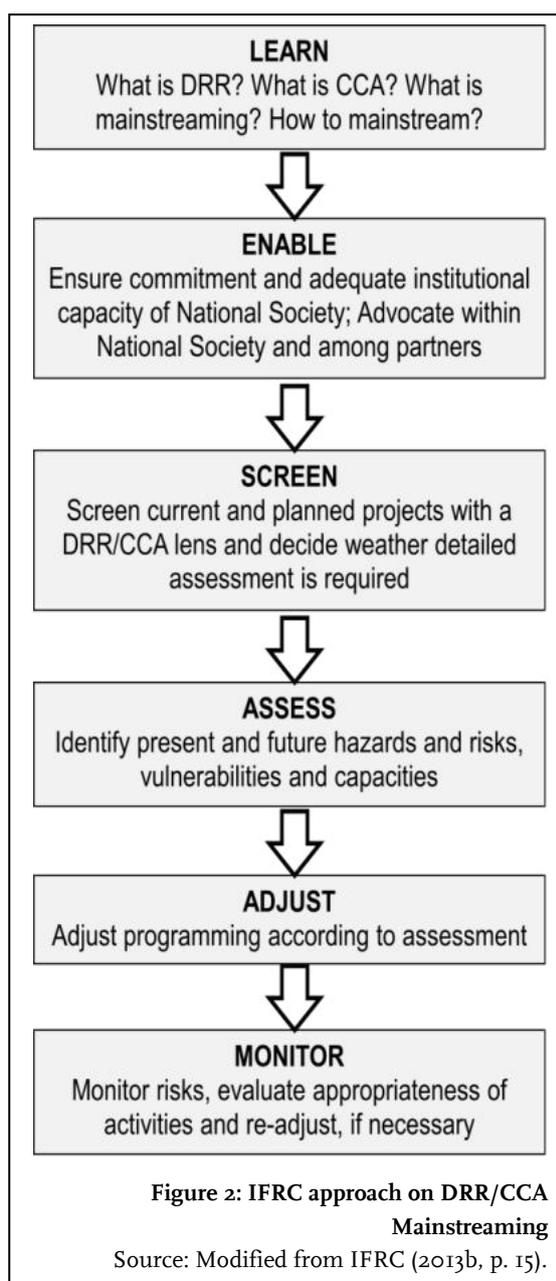
from the literature, four thematic subject areas have been identified as representing the IFRC's approach on DRR and CCA mainstreaming:

1. *Understanding the concepts of DRR and CCA and the need for their integration;*
2. *Creating an enabling environment for DRR and CCA integration;*
3. *Screening current and planned activities; and*
4. *Assessing, adjusting, monitoring and evaluating given activities.*

The IFRC does not provide comprehensive guidance on the last to steps of the guide and hence they were added to the former step of assessing given activities. Hence, the fourth subject area is concerned with assessing, adjusting, monitoring and evaluating given activities.

In comparison with the conceptual framework developed based on general integration literature, IFRC literature is characterized by one major difference about how the linkage of DRR and CCA shall be achieved. The guidance provided by the IFRC focuses on mainstreaming DRR and CCA into the existing work of the RC/RC Movement, whereas frameworks developed by e.g. Turnbull et al. (2013), Gero et al. (2010) or Venton and La Trobe (2008) provide guidance for designing *new activities* that integrate both DRR and CCA approaches. In its publications, the IFRC does not answer, whether there is a reason for this approach and why it does not provide specific guidance for designing integrated activities but only for screening, assessing and adjusting the *existing ones.*

However, the IFRC mainstreaming guide is far more practical than the majority of literature on integration. The IFRC refers to the PCM phases and it has established a practical step-by-step guide, while integration literature is rather listing cross-cutting components that must be considered when integrating DRR and CCA (e.g. local participation, collaboration of all stakeholders). On the one hand, the structured IFRC guide allows a systematic implementation of the IFRC vision by all National Societies but on the other hand, the predetermined steps may also limit opportunities, for instance, to adapt the framework comprehensively to local contexts. The IFRC guide also includes a section on differences and areas of convergence of DRR and CCA, but it only acknowledges differences concerning the hazard types they address and thus fails to consider other crucial criteria such as institutional frameworks, political recognition or funding mechanisms.

Additionally, there is a difference of how the IFRC and general integration literature interpret the creation of an enabling environment. General literature refers to conditions external to the work of organizations, which influence project implementation such as governance structures determining how people access resources, skills and technology to protect themselves from hazards and help them recover (Turnbull et al. 2013; Gero et al. 2010; Wilkinson 2012; Benson and Twigg 2007), or advocacy as a tool to promote DRR and CCA integration among governments and to empower vulnerable communities to speak for themselves (Turnbull et al. 2013; Venton and La Trobe 2008).

The IFRC, in its turn, highlights internal conditions, which means using criteria that are relevant for creating an enabling environment within the RC/RC Movement itself such as internal advocacy work to strengthen the understanding of risks of RC/RC staff and volunteers, capacity-building of the National Society including a strategic policy

framework and commitment of leadership and management. In fact, both internal and external factors make an organization's success and should be incorporated into a holistic approach of DRR and CCA integration, but until now, integration and mainstreaming literature does not take this sufficiently into consideration. This is another gap in the literature.

To sum up, the IFRC provides a comprehensive guidance on how to mainstream DRR and CCA, including practical steps related to the PCM phases. However, its approach is more concerned with organizational integration and fails to include e.g. informal and formal collaboration with other stakeholders to exchange information and share lessons learnt. Besides, the IFRC approach does not consider the myriad of national frameworks, strategies and policies on DRR and CCA and does not provide guidance for National Societies on how to connect these existing approaches to the IFRC vision.

After having presented the IFRC framework, the question remains how it is implemented by different National Societies. RC/RC programmes and projects are mainly assessed in terms of, for instance, outcomes and impacts, whereas studies that look at National Societies' compliance with the IFRC approach are rare. Thus, the literature does not indicate how IFRC guidelines are interpreted and implemented on the country level and whether a common understanding of DRR and CCA integration exists in practice. Meyer and Rowan (1977) point out that policies and practices of institutionalized organizations often lack conformity. Besides, such organization would fear losing their legitimacy and thus hardly evaluate the congruence of policies and the way they are actually implemented. The following chapter translates the IFRC framework on DRR and CCA mainstreaming into researchable thematic questions in order to analyse the congruence of IFRC guidelines and their interpretation and implementation by National Societies.

3. Methodology

This chapter is dedicated to the methodology and provides a theoretical underpinning for understanding the selection of methods employed. It also presents and justifies the research design chosen to achieve the overall objective underlying this study. Providing research transparency is essential for the reader to judge the internal validity, reliability and, consequently, the quality of this study.

3.1. Introduction

Social research is complex, diverse and pluralistic and because of this, the way research is conducted, its goals and its basic assumptions vary significantly (Sarantakos 2013). Methodologies provide the standards and principles of research practice that prescribe the logical process of how to conduct the research. Based on the research parameters, the most suitable and appropriate methodology has to be selected in order to answer the research question (Neuman 1997).

This chapter reviews the methodology of this study including theoretical orientation and practice. Based on the study parameters and the evidence presented in the theoretical framework, it is argued that a qualitative approach and a flexible research design are most appropriate in order to achieve the overall objective of this study. Eventually, the IFRC framework developed in the literature review is translated into a set of researchable topics, each with their own set of questions. Finally, methods of sampling, data collection and analysis are presented and discussed.

3.2. Research methodology

Methodologies determine the appropriate types of research methods, designs and instruments and thus prescribe the way in which research is conducted. They are structured by epistemology which itself is constructed by ontology[29]. Methodological, ontological and epistemological principles of the same nature are organized into paradigms, sets of underlying presuppositions and world views which guide social research (Neuman 1997).

Most researchers use either a quantitative or a qualitative methodology, or both. They are equally valuable and useful in their own context and provide the parameters for a systematic and valid research design (Curtis and Curtis 2011). Quantitative methodologies are guided by a positivist paradigm containing a realist ontology that is linked to an empiricist epistemology and a fixed research design (Sarantakos 2013). Thus, quantitative research aims to generate objective knowledge through the value-free collection of empirical data (David and Sutton 2011).

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[29]   Ontology is concerned with the nature of reality or what the research is focusing on. Epistemology is concerned with the nature of knowledge or what kind of knowledge the research is looking for (Sarantakos 2013).

In contrast, qualitative methodologies are guided by elements from many different schools of thought such as, for instance, symbolic interactionism or phenomenology[30]. These paradigms usually contain a constructivist ontology, an interpretivist epistemology and employ rather flexible research designs to study reality, which is perceived as a subjective one (Sarantakos 2013). Qualitative research is more diverse and pluralistic, because it does not study a fixed and uniform reality, but rather many forms of reality constructed through meanings, experiences and social action of people (Creswell 2003).

The literature review demonstrated the variety of how DRR and CCA are perceived and implemented. Besides, a knowledge gap was identified concerning the congruence of IFRC guidance and how it is put into practice by different National Societies. Hence, the objective of this study is to explore the topic for the purpose of gaining insights and ideas.

Qualitative methodologies are often chosen in exploratory studies, because they are flexible enough to capture complex processes and multiple realities and aim to understand the participant's perceptions and experiences (McNabb 2008). They allow researchers "to investigate and understand, first, the actor's reasons for social action, second, the way they construct their lives and the meanings they attach to them, and third, the social context of social action." (Sarantakos 2013, p. 42). These three criteria are important to this study, because DRR and CCA might mean different things to different people in different contexts. A positivist stance would limit capturing these complex meanings in the diverse contexts in which they occur. Consequently, a qualitative methodology was selected for this study.

3.3. Research design

The research design is a systematic plan that directs the research action and ensures that all aspects of the study are addressed and executed in the right sequence (Sarantakos 2013). It expresses the logic behind the research process involving the collection and analysis of data and its linkage to the research question (David and Sutton 2011). In line with the qualitative paradigm, the exploratory nature and the anti-positivist stance, this study employs a flexible research design which follows an inductive logic. This will allow greater freedom during the research process, which means that, for instance, methods of data collection or analysis can be adjusted as new knowledge emerges. Such flexibility is necessary to capture complex social actions and the meanings that construct them (Creswell 2003).

3.3.1. Case study approach

This study is a case study of the RC/RC Movement including a literature review of IFRC guidelines on DRR and CCA integration and an assessment of how these guidelines are put into practice by different National Societies working in Asia. Case studies are in-depth studies of specific units such as individuals, organizations or communities (David

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[30]   Interactionism is concerned with the study of social groups in terms of their interaction patterns and how they assign meanings to their actions. Phenomenology deals with the way people make sense of their world and how they construct their everyday world (Sarantakos 2013).

and Sutton 2011). Case study research is widely used in organizational studies to investigate one or more organizations or groups within organizations in detail and to explore either new processes or behaviours or the ones that are little understood (Meyer 2001). Hence, the approach is particularly useful for exploratory studies.

According to Stake (1995 in Sarantakos 2013) there are three different types of case studies: the *intrinsic* (having value in its own), the *instrumental* (to be applied beyond the study) and the *collective* study (multiple-case design to understand a phenomenon or to test theory). This research is an intrinsic case study, with the RC/RC Movement having value in its own. Because of the nature of case studies, depth is prioritized over generalizability (Creswell 2003). Hence, the results of a case study are applicable only to the case examined and no inferences can or should be made from the results (McNabb 2008). The findings of this research are thus only valid for the RC/RC Movement.

Yin (1994) identified five key characteristics of an exemplary case study: a case study must be *significant* as defined by public interest or importance to theoretical or practical terms; it should be *complete,* which means that all relevant information should be collected and interpreted in an appropriate way; *alternative perspectives* on the topic have to be considered; sufficient *evidence* must appear in the final narrative; and it should be composed in an *engaging manner* to attract readers. Due to the fact that there is no literature available on the research topic, Yin's criterion of the significance of a study is met. In order to ensure the completeness of this case study, interviews were not only conducted with staff from HNSs, but also with the GRC as a PNS and representatives of the IFRC. Research participants came from different Asian National Societies to ensure a holistic picture of the regional focus area. Besides, the review of IFRC literature on DRR and CCA contributes to achieve completeness of the case. Alternative perspectives on the subject matter were included by interviewing one representative from the RC/RC Climate Centre. Collected data was clearly arranged and presented precisely. In the result, a salient case study, based on the criteria determined by Yin, was chosen.

3.3.2.   Operationalizing the IFRC framework

This study uses two main steps to answer the research question. First, DRR and CCA integration was explored based on general and IFRC literature to determine key criteria relevant for an integrated approach. Later, the assessment was made of how different National Societies in Asia implement integrated DRR and CCA activities in practice. The literature review identified a lack of knowledge and theory within DRR and CCA integration. The relation of integration and mainstreaming remains unclear, and, in addition to the conceptual blurring of terms and understandings, there is a huge gap concerning how concepts are put into practice. Besides, the existing literature is very biased regarding institutional and policy concerns.

This thesis wants to contribute to fill this gap by analysing how National Societies implement the comprehensive guidelines provided by the IFRC. As already pointed out, there is no common understanding on what integration actually means and how it is related to DRR and CCA mainstreaming. Therefore, the thematic areas for questions were designed in such a way that they cover both conceptual understandings and

decision-making contexts on DRR/CCA policy and practice within the RC/RC Movement:

1. *DRR and CCA within the RC/RC Movement*
2. *Relation of Mainstreaming and Integration*
3. *Barriers and Opportunities of Integration*
4. *Integration of DRR and CCA within the RC/RC Movement*
5. *Compliance of Policies and Practices within the RC/RC Movement*

These thematic areas were operationalized by developing specific research questions for each of the five subject areas. By using such thematic areas, qualitative researchers are able to "narrow their focus of attention from the whole of a text to just those areas they feel are significant" (David and Sutton 2011, p.339). The questions were designed based on all the IFRC frameworks reviewed in the sense that not only the mainstreaming guide was used, but also other IFRC guidance documents on DRR, CCA and related issues such as VCAs. The research questions will be used throughout the entire research process to obtain consistency in the data collection and allow comparison of the research findings. The learning objectives from the interviews, the thematic areas and the respective research questions are specified in the box below.

Thematic areas and research questions

Overall research question: *How do different components of the RC/RC Movement working in Asia put the IFRC's approach to DRR and CCA integration into practice?*

Learning objectives from interviews:
The overall objective is to understand how DRR and CCA integration is perceived and implemented by different National Societies working in Asia, the IFRC and the Climate Centre to have a basis for analysing the coherence of policy and practice within the RC/RC Movement. Specific objectives of the interviews are to understand:
- how integration is perceived and where it is in policies and programming;
- how DRR and CCA are integrated in practice and which challenges exist in this process;
- what the strengths and weaknesses of IFRC guidelines are and how they could be further improved;
- how National Societies could be supported in adapting their DRR and CCA practices more coherently to IFRC guidelines.

General structure of interviews
Each interview has five main sections that are based on the thematic areas developed. Besides, each interview starts with a brief introduction and it ends with a concluding discussion. The introduction entails a brief overview of the purpose of the research and objectives of the interviews in relation to the study.

Introduction/Background
What is your occupational background? For how long are you already engaged in the field of DRR/CCA? What is your current job? For how long have you already worked for the RC/RC Movement?

DRR and CCA within the RC/RC Movement
What is the relation of DRR and CCA? What DRR/CCA activities is your National Society currently engaged in? When did your National Society first start engaging in these activities? How did you come up with these activities? Within which department did DRR/CCA emerge and where is it located?

Relation of Mainstreaming and Integration
What does mainstreaming mean? What does integration mean? What is the relation of the two concepts? Are there any major differences between them or are they mainly similar? Is your National Society involved in mainstreaming/integration of DRR and CCA? How did you come up with these activities?

Barriers and Opportunities of Integration
How can you tell when something is integrated? Is integration useful? When is it not useful? What are the barriers to integration? Which factors are relevant when creating an enabling environment for integration?

Integration of DRR and CCA within the RC/RC Movement
What is the goal of DRR and CCA integration? How do you generally integrate DRR and CCA? Does your National Society integrate DRR and CCA in programming? When did your National Society first start engaging in these activities? How did you come up with these activities? Which guidance does the IFRC provide for DRR and CCA integration?

Compliance of Policies and Practices within the RC/RC Movement
What is the relation between head and country office approaches concerning DRR/CCA? How similar/different are your National Society's approaches to others? How much guidance/freedom does the head office provide? How much guidance/freedom does the IFRC provide? How do you learn about DRR/CCA (within the country, from other National Societies, from colleagues)? How do you adapt approaches and tools to fit the country context?

Conclusion/Discussion:
Is there something you would like to add? Are there further DRR/CCA policies or practices in your country that I should consider for this research?

3.3.3. Sampling, methods of data collection and analysis and the researcher's role

In order to strengthen the reliability of qualitative research, the selection of participants, the methods for collection and analysis as well as of the researcher's role should be described in detail to provide a clear and accurate picture of the research process (Creswell 2003).

Access to research participants was gained through the GRC's "CCA and Resilience Workshop" which took place in Dhaka, Bangladesh from October 13th - 16th, 2014. The participants were from six Asian National RC/RC Societies[31]. The workshop was a great opportunity to overcome study constraints of limited access, time or travel. Research participants were selected based on purposive sampling, a qualitative sampling technique that selects participants based on their specific knowledge and expertise in a particular area (cf. Sarantakos 2013). Thus, suitability was prioritized before representativeness in the sense that a smaller sample was chosen to be studied in-depth. Sampled participants included staff from different Asian National Societies, the GRC as a PNS, the IFRC and the Climate Centre. Due to time constraints, research participants were selected with the help of staff from the GRC headquarters.

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[31]   The GRC regularly organizes CCA workshops in Asia, Africa and Latin America. They are designed to train and update GRC delegates and HNS staff that are dealing with CCA in their project countries in areas such as differences of DRR and CCA, CCA mainstreaming and building community resilience. This year, participants were working for National Societies of Bangladesh, Pakistan, the Philippines, Sri Lanka, Tajikistan and Vietnam.

Because of the study's exploratory nature, methods of data collection should be selected based on their ability to gain insights and to collect in-depth data (McNabb 2008). Therefore, expert interviews build the foundation of this study's data collection. Besides, document analysis was chosen to triangulate the collected information and provide a more holistic picture of the research topic.

Both data collection and data analysis were guided by the thematic areas developed that provided a basis to organize data precisely. David and Sutton (2011) point out that qualitative research often involves ongoing modification. This is the case, because the process of data collection might lead to emergent theories which themselves redirect the collection of data (Schnell et al. 1999). This study followed the iterative model which means that data was analysed during data collection. This helped to modify the research process as new knowledge emerged.

Qualitative research is fundamentally interpretative, because the qualitative researcher filters the data through a personal lens based on values, assumptions and biases (Creswell 2003). The researcher is aware of such potential biases and systematically reflected on how the personal biography shaped the study. However, as Creswell (2003, p.182) points out, "all inquiry is laden with values" and personal insights and perspectives do not have to be a limitation per se. For instance, the researcher's background in cultural anthropology was beneficial for this research, because it enabled a deeper understanding of the diverse contexts and socio-cultural settings under study. It enhanced awareness of, knowledge of and sensitivity towards many challenges encountered during data collection in the field and was a useful backup for the work with research participants.

3.4. Research methods

Methods are instruments employed in the collection and analysis of data (Sarantakos 2013). The choice of methods has to be guided by the research question and the chosen research design. In line with the exploratory nature, the qualitative methodology and the flexible design, data was primarily collected through expert interviews and triangulated with document analysis and participant observation. This ensured that multiple perspectives on the research topic were addressed and allowed for building a coherent justification of research findings. Consequently, method triangulation also strengthened the internal validity and reliability of the study (cf. Yin 1994; Singleton and Straits 2010).

Another element reinforcing the internal validity of the research is provided by ensuring that methods are employed systematically with proper planning, execution, analysis and reporting (Schnell et al. 1999). Data was collected based on the thematic areas which provided consistency and made comparative analysis easier. However, the themes and questions were not fixed in the sense that, for instance, their order could be adapted to the respective context. This enabled greater depth of understanding, because the researcher had more freedom to allow the researched to dictate the direction of the research. Thus, this research was emergent rather than tightly prefigured.

The process of collecting data about people and their opinions raises ethical issues concerning the focus of the chosen attention, the adopted methods and the form and use of the findings (David and Sutton 2011). In line with the ethical principles of social

research, free and informed consent was ensured and documented in all cases. Prior to their involvement, participants were fully informed about the nature and purpose of the study. Confidentiality of the data was ensured throughout the entire research process.

3.4.1. Expert interviews

There is a great variety of interviews depending on their structure, their purpose, the role of the interviewer, sample size and presentation (Sarantakos 2013; Schnell et al. 1999). As determined by the research parameters, this study is aimed at collecting in-depth data. Expert interviews offer the possibility of discussing a topic in greater details and thus gathering rich data by being able to follow-up interesting points, or by including information given by participants, that the researcher may not have anticipated (McNabb 2008).

Interview participants were selected with the help of GRC HQ staff and included programme managers and project coordinators from the Bangladesh Red Crescent Society (BDRCS), the Philippine Red Cross (PRC) and the Red Crescent Society of Tadjikistan (RCST) as well as from GRC delegations working in Bangladesh, Pakistan, the Philippines and Vietnam in a PNS context. Interviews with one representative from the IFRC department of Community Preparedness and Risk Reduction and another from the South Asia Regional Delegation allowed for gaining expert opinions on opportunities and challenges of IFRC guidelines and the shared vision approach. A final interview was held with one representative from the RC/RC Climate Centre in order to complement the collected data and to draw more comprehensive conclusions. This broad range of RC/RC experts offered different perspectives and insights on the research topic and contributed to explore the subject matter in a qualitative manner. A detailed overview of the interviews conducted is provided in appendix 2.

In-depth interviews are frequently used in exploratory studies, because they are "of most value in exploring an issue about which little is known, or to get a detailed picture about what people think." (Curtis and Curtis 2011, p. 30). Besides, in-depth interviews also allow for greater internal validity. In line with the explorative nature of the study, the objective of the interviews was to assess the research topic from the participant's point of view and to understand why he or she holds this particular perspective.

Semi-structured interviews are particularly suited for exploring specific complex issues in depth (Sarantakos 2013). Therefore, this study used semi-structured interviews with open-ended questions that allowed for more detail and greater freedom of expression. Except for two telephone interviews, the rest of the interviews were held in face-to face type. On the one hand, the interviews had a pre-determined focus on DRR and CCA integration, but on the other hand, the open-ended questions were flexible enough to probe information in-depth. The order of the questions was not fixed so that they could be adapted to what seemed most appropriate in the situation. Besides, the flexible design offered the possibility to adjust questions during the course of the study.

A limitation of in-depth interviews with open-ended questions is that they produce large amounts of data of which the transcription and evaluation is time-consuming (Sarantakos 2013). Nevertheless, the transcription of interviews provides a level of accuracy and richness of data and allows the researcher to primarily focus on asking

questions (Meyer 2001). Besides, data can be made available for reanalysis by others and allows for closeness and a good grasp of the data. Due to this, experts interviews were recorded electronically and transcribed in full (see appendix 3). In addition, the researcher used an interview protocol to record secondary information (e.g. reflective notes) while interviewing.

3.4.2. Document analysis

By dealing with first-hand original data, document analysis allows the production of high-quality findings while remaining less costly and time-consuming than most other methods of data collection (Sarantakos 2013). This study used document analysis to triangulate the information collected during the expert interviews and to gain a deeper insight in DRR and CCA integration approaches embedded in documents. The content of the documents was studied with the help of the thematic areas to draw conclusions on issues beyond text and language.

Due to time constraints, analysed documents were sampled according to their specific relevance to the research topic. During interviews, experts were asked about which documents should be included in this study (e.g. project reports on DRR/CCA practice; national policies in Asia), which also helped with triangulation. The study of documents helped to discover discrepancies between IFRC policy and practice of National Societies that the interview participants may not be aware of. Thus, document analysis was helpful in counteracting the biases of the interviews (Meyer 2001; Yin 1994). A limitation of this method, that one should be aware of, is that documents may be biased since they represent the view of their authors, and data is studied without the knowledge and participation of those who produced it (Singleton and Straits 2010).

3.4.3. Participant observation

In participant observation, the researcher is partly participating and partly observing and can thus access real life data (Sarantakos 2013). This allows collecting information when other methods are not effective, for instance, when respondents are unwilling or unable to offer information. Besides, unusual aspects can be noticed during observations and the researcher can record information as it is revealed (Creswell 2003).

Participant observation was used throughout the entire study, both during the internship at the GRC in Berlin and during the field visit to Bangladesh. This helped to complement the collected information that provided a basis for understanding social action, attitudes and behaviours in the subject under study adding depth and meaning to the results of the interviews and the document analysis. As suggested by Creswell (2003), an observational protocol was used for recording observational data. This protocol included demographic information (e.g. time, place and date), descriptive notes (e.g. reconstruction of a dialogue, description of the setting) as well as reflective notes (the researcher's personal thoughts and feelings). The groups under study were fully informed about the intentions of the researcher and the purpose of the study.

3.5.   Presentation and analysis of data

As pointed out by David and Sutton (2001, p. 324), the process of qualitative data analysis is the attempt to "identify the presence or absence of meaningful themes, common and/or divergent ideas, beliefs and practices". For identifying such meaningful themes, this study followed the iterative model of data analysis meaning that analysis was conducted during data collection. This ensured that new knowledge could be used as a basis for further data collection and analysis, and allowed for "moving deeper and deeper into understanding the data, representing the data, and making an interpretation of the larger meaning of the data" (Creswell 2003, p. 190). Iterative analysis was conducted until saturation point was reached, that is, when no new data is uncovered and the case is complete (Sarantakos 2013). Thus, analysis was not precisely predetermined but rather data-driven.

Meyer (2011) emphasizes that case study research is tailor-made to the use of conceptual categories that guide the collection and analysis of data. Data was organized based on the thematic areas developed. As suggested by McNabb (2008), data was systematically categorized by similar topics within the data being clustered and topics being abbreviated as codes, which were then tested in further coding processes to identify relationships between clusters. Such a spiral process of data analysis allowed to explore the case study in-depth as well as to test the validity of the conclusions drawn so far. Finally, conflicting results were considered. Creswell (2003) points out that discrepant information that runs counter to the themes adds to the credibility of an account for a reader and should be presented as well.

In line with the method in which data was gathered, results were summarized based on the thematic areas. The data obtained from different National Societies working in Asia and from the IFRC was presented separately which helped to establish a basis for comparison and to develop the set of recommendations. Additional data collected through the interview with one representative from the RC/RC Climate Centre was used for comparison and to validate findings. The set of recommendations developed will add to the existing literature on DRR and CCA integration and can be used to further align policies and practices within the RC/RC Movement.

The conclusions were explicitly linked with the quotations and extracts from documents to support and illustrate the interpretations of the data. This helped to trace intersubjectivity of the study and strengthened the reliability of the results (Meyer 2001). Anonymity of research participants was protected by labelling them by their organization and their general job category in order to avoid their identity to be traced back.

4. Findings and Analysis

This chapter presents and analyses the findings of this study based on the IFRC framework developed in the literature review. The data obtained from different National Societies is discussed separately from the data obtained from the IFRC and the Climate Centre to facilitate a basis for comparison. In conclusion, the compliance of RC/RC policies and practices on DRR and CCA integration is discussed.

The research question that is guiding the analysis of the data collected is: *How do different components of the RC/RC Movement working in Asia put the IFRC's approach to DRR and CCA integration into practice?*

Thus, this chapter has the objective to assess the integrated DRR and CCA approaches of different National Societies working in Asia, to clarify whether there are differences between them and to conclude if there is one shared vision on DRR and CCA integration within the RC/RC Movement.

4.1. Understanding the concepts of DRR and CCA as well as the need for their integration

4.1.1. The relation of DRR and CCA

The IFRC headquarters in Geneva consider DRR and CCA as two independent fields within the department of community preparedness and risk reduction (see interview 9). In contrast, National Societies often regard CCA rather as a cross-cutting issue and not as an autonomous field. The Climate Centre respondent pointed to the challenge of the segmented structure of many National Societies that often have different departments taking care of different agendas (see interview 10).

There was a disagreement among the respondents on the relation of DRR and CCA. Some mentioned that CCA was only introduced recently as a cross-cutting issue of traditional DRR projects (see interview 1, 3, 5 and 8), others stressed that CCA was rather a component of DRR and not a stand-alone issue (see interview 4, 5, 7 and 9). In general, National Societies seemed to have less experience in CCA programming than they had with DRR, which is understandable as CCA historically emerged after DRR.

Some respondents noted that the effects of climate change were influencing the frequency and the intensity of disasters in the long-term and thus DRR and CCA had a complementary relation (see interview 5, 8 and 10). The same opinion was shared by one IFRC respondent who described DRR and CCA as "different sides of the same coin" (see interview 9). The majority of research participants highlighted that both fields have some overlaps, especially when it comes to their common goal of reducing underlying vulnerabilities (see interview 2, 4, 8, 9 and 10). One GRC respondent noted that there are no major differences between DRR and CCA and that different terminologies are "just a match of semantics" (see interview 2). Both of the IFRC respondents held the opinion that there are different interpretations of terminology and that the relation of DRR and CCA is, thus, defined differently depending on whom you ask (see interview 4 and 9). Altogether, the respondents described the relation of DRR and CCA mainly in regards to the hazard types they address and less in the context of other crucial factors

such as institutional frameworks, political recognition or funding mechanisms which were identified in the integration literature.

4.1.2. The need to integrate DRR and CCA in practice

Despite the lack of a common agreement on the relation between DRR and CCA, all respondents saw the need to link both fields in practice in order to prepare for, adapt to and bounce back from the impacts of disasters in the long-term. The Climate Centre respondent noted that "[i]f we want to do good disaster risk reduction and the risks are changing and we are not taking that into account, we fail in our objectives of reducing the risk of disasters. You have to take climate change adaptation into account when you do good DRR, given that most of the disasters are climate- and weather-related."

Both of the IFRC respondents emphasized that integrated programming prevents working in silos. One of them also stressed that this additionally implied a shift of focus of RC/RC action from traditional relief operations towards longer term resilience-building (see interview 4). However, the RC/RC Movement is "a very big organization and a very old organization. And it is like a big ship that needs to change course, it takes time. At the moment, we are somewhere halfway. We are still trying to get rid of this old silo approach to this new integrated approach. You can find a bit of everything, I think, at the moment in Federation programming." (see interview 4).

4.1.3. The relation of mainstreaming and integration

Likewise with the relation of DRR and CCA, almost all respondents had major difficulties to explain the concepts of mainstreaming and integration. This confusion about terms and concepts was emphasized by expressions such as "we integrate the mainstreaming of DRR" (see interview 8) or "mainstreaming means that it should be integrated." (see interview 7). One IFRC respondent acknowledged that "there is a lot of overlapping and confusion in understanding, what is what and is one term replacing the other or are they somehow different?" (see interview 4). This confusion calls for clarifying the concepts of mainstreaming and integration.

In general, respondents found it much easier to define mainstreaming, which was often discussed as the process of incorporating one cross-cutting element into different activities (see interview 1, 2, 4, 5 and 7). Others understood mainstreaming as related to activities of awareness-raising and advocacy (see interview 1 and 3). One IFRC respondent highlighted that DRR was not a cross-cutting issue, which needed mainstreaming, but that it was rather a programme in itself, which needed dedicated focus (see interview 4). In contrast, the Climate Centre respondent believed that DRR itself was an integrated concept and thus "[i]f you are talking about integration of climate change adaptation within that, that is in a way an integration into an integration process to some extent." (see interview 10).

Most respondents struggled to define the concept of integration. Some described integration as the process of merging two activities together in order to create a new third thing by combining two (see interview 1 and 8). Thus, integration would be more systematic and sustainable, because its elements are not just connected, but merged

together. Due to this, one GRC respondent explicitly pointed out that "mainstreaming is not anymore a goal" (see interview 8). The respondent further mentioned that you need "some common tools that can take into consideration three completely different, separated and isolated things and bring them together. And this is the process, one plus one is normally three." (see interview 8).

However, others believed that there are no differences between mainstreaming and integration, because both would describe the process of linking different elements (see interview 3, 6, 7, 9 and 10). Therefore, both concepts can be used "like a synonym", the RCST respondent noted additionally. This statement was in line with the perception of one IFRC respondent who stressed that the two different terms were rather about "an English language issue" (see interview 9). The Climate Centre respondent believed that the term mainstreaming had a political connotation of "an additional burden on project development" and also was "a bit of a donor language", while the term integration "sounds a bit more natural and less like an additional burden." Due to this, there was a shift of wording from mainstreaming towards integration. However, when it comes to the actual process, both concepts would describe one and the same process, the respondent further explained (see interview 10). Other respondents did not mention burdens in regards to conceptual wordings.

Altogether, some HNS and GRC respondents saw differences between the two concepts and other respondents of these two groups didn't. This shows that there is disagreement on what mainstreaming and integration actually are not only among different National Societies, but also within one National Society.

4.2. Creating an enabling environment for DRR and CCA integration

4.2.1. Barriers for integration in practice

The lack of a precise definition and a common understanding of DRR and CCA integration, which was already identified in the literature review, causes immense problems when these concepts shall be put into practice. One IFRC respondent stated that "we talk a lot about integrated programming, but we still struggle in practical terms, how to really make sure that when we look at a situation, a programme, a community, whatever, that we really, really do consider all elements." (see interview 4). This sentiment was shared by many respondents, who mentioned that integration in practice is often non-systematic, especially when resources and capacities are lacking and when there is no clear understanding what integration actually means or entails.

Other barriers to integration were identified as organizational policies, which are reluctant to changes and new ideas as well as national policies that consider DRR and CCA as separate issues (see interview 2 and 5). All respondents from different National Societies pointed to the lack of proper guidelines and practical tools. Another challenge that was discussed by some respondents was the problem of translating scientific knowledge into practical tools that could be applied and understood at the local level (see interview 3, 8 and 9). Others worried about the funding for integrated programming and complained that funds are insufficient, often restricted to one specific sector or only approved for short-term programming (see interview 4, 5, 8, 9 and 10).

4.2.2. Enabling integration in practice

The respondents agreed on several factors that are crucial for integration in practice. One GRC respondent noted that integrated programmes should link different sectors (e.g. WASH, shelter, livelihood, DRR) at different levels (e.g. village, community, household) with the involvement of key stakeholders on the international, national and local level (see interview 1). This statement stresses that integration should be implemented both vertically and horizontally. Another GRC respondent highlighted that integration did not exclusively refer to the linkage of different sectors, but that it was also applicable to different organizations working together based on the same objective (see interview 8).

There was a consensus on the importance of effective cooperation and coordination of all relevant stakeholders in order to avoid gaps and overlaps and to follow one common approach (see interview 1, 2, 3 and 6). One GRC participant stated that "the logic to work integrated means that you have to share knowledge and resources" (see interview 8). Thus, key stakeholders should agree on certain standards and one shared strategy (see interview 1). Other respondents discussed the willingness and the commitment of local communities and authorities, a comprehensive understanding of the local context as well as following bottom-up approaches to create local ownership in the long-term as relevant factors for effective integration (see interview 1, 2 and 3).

The respondents identified most factors for creating an enabling environment that were also identified in the integration literature. However, they did not refer to the need for connecting DRR and CCA frameworks more effectively. As discussed in the review, the IFRC has a strong focus on internal conditions when it comes to creating an enabling environment. The respondents also mentioned many external conditions such as funding, access to resources and skills or governance structures. In this case, practitioners on the ground seem to be already one step ahead of the IFRC and have a more comprehensive understanding of an enabling environment for integration.

4.2.3. When not to engage in integrated programming

Despite all advantages of integrated programming, most respondents agreed that integration was not always the unique approach which was working everywhere. Several respondents held the opinion that integration was easier when the subjects in question were related and if they could take advantage of the same resources (see interview 2, 3 and 5). One GRC respondent said that integrated programming was not useful in emergency situations, in which the focus was on addressing immediate needs and not on considering all elements in a holistic manner. The respondent noted: "I don't see the logic to address immediate needs with an integrated approach (...). [For the design of integrated programmes,] we need to plan and we need to think about how you can make one plus one more than two. In the first three or four months of an emergency situation, this can't be done." (see interview 8). One major challenge of this approach is certainly to manage the shift from non-integrated response to long-term integrated programming. This was also acknowledged by another GRC respondent, who emphasized in contrast to the former statement that integration allowed linking relief and development more effectively (see interview 1).

4.3. Screening current and planned activities

4.3.1. DRR/CCA and the influence of global trends

Instead of providing guidance on how to design and implement integrated programmes, the IFRC focuses on screening existing programmes with a DRR and CCA lens to check whether the existing or future risks have been considered sufficiently. According to the respondents, current RC/RC projects in Asia are often DRR focused and only include a component of CCA as a cross-cutting issue (see interview 1, 2, 5, 6 and 7). Particularly, all HNS respondents mentioned that their National Societies still lacked knowledge and expertise in CCA, because CCA had only been introduced recently as a new focus area. This shift was caused by either new national policies that prioritized more CCA aspects (see interview 5) or by the fact that climate change effects are increasingly affecting local communities (see interview 6 and 7). The CCA debate within their respective countries is mainly led by the PNSs who fund CCA related activities and support HNSs with technical advice on DRR and CCA (see interview 3, 5, 6, 7 and 8).

GRC respondents discussed two reasons for an increasing engagement of the GRC in DRR and CCA projects in Asian countries. The first is related to the "global trend" of DRR and CCA because more funding was available for such projects and donors were particularly looking for DRR and CCA (see interview 1, 3 and 8). The other reason for an increasing GRC engagement is related to a particular event that changed the focus of projects, for instance, the 2010 floods in Pakistan triggered a shift of GRC projects from health to DRR (see interview 2). Thus, both HNSs and PNSs got more involved in DRR and CCA as a consequence of policies, actual impacts of climate change, or more funding that was available.

One IFRC respondent emphasized that the RC/RC Movement had already been engaged in DRR and CCA actions "for over twenty or maybe even thirty years" (see interview 4). The other IFRC respondent agreed with this opinion and noted that the Movement had been engaged in DRR and CCA "since the 1980s". These two comments are very interesting in regards to the fact that DRR and CCA is only credited as being ten to fifteen years old. Disaster risks have been addressed long time before the emergence of DRR and thus it seems that rather terminologies changed over the years (e.g. preparedness, disaster management) than the actual programming itself.

In contrast to this, both IFRC respondents further explained that DRR and CCA gained more and more importance through the recent trend of resilience building and that the RC/RC Movement "had to simply catch up with that trend" (see interview 4). Currently, its DRR and CCA commitment would be reflected in both policies and actions on the ground (see interview 4 and 9). In contrast to this IFRC opinion, as noted above, representatives from different National Societies stressed that CCA was still a new field and comprehensive knowledge and expertise were still lacking.

In line with the IFRC statement, the respondents from National Societies described resilience building and vulnerability reduction as major goals of DRR and CCA integration (see interview 1, 3, 4, 5, 6 and 9). Some respondents emphasized that the risks and vulnerabilities that are growing on a global scale require integrated

programming to address these needs in a holistic and sustainable manner and to ensure the long-term engagement with the affected communities (see interview 3, 4 and 8).

4.3.2. Integrated programming and the influence of global trends

All HNS and GRC respondents discussed typical activities of current DRR and CCA projects in Asia and mentioned awareness raising on climate change and its effects, trainings on DRR and CCA in schools, the creation of community-based disaster committees, the distribution of IEC materials on DRR and CCA as well as capacity building of local communities and HNSs in terms of disaster preparedness (see interview 1, 2, 5 and 7).

All of them described their current DRR and CCA programmes as integrated activities. Nevertheless, they had substantial difficulties to explain the integrated nature of those activities in greater detail. HNS respondents pointed to the fact that their respective National Societies had only been involved in integrated programming for about one year and, due to a lack of practical experience and technical knowledge, they still needed support from PNSs when it came to DRR and CCA integration (see interview 5, 6 and 7). Other respondents also saw the concept of integrated programming as a global trend and an answer to the need of addressing growing risks and vulnerabilities in a systematic manner (see interview 5, 7, 8 and 9).

Some thought that the increase of integrated programmes was also related to the fact that more and more donors were looking for such activities (see interview 5 and 8). One GRC respondent worried that "most people are just jumping on the bandwagon, because they don't want to be left behind, because that's the trend. People are going there, because there is money, so you have to be there." (see interview 2). This concern was shared by one IFRC respondent, who noted that "we need not become victims of trends." (see interview 4) and thus the RC/RC Movement should not undermine and sideline its strong capacity in disaster response and relief.

In contrast to the opinion of National Societies, one IFRC respondent believed that integrated programming had already existed for the last three decades, but that it was labelled differently due to different understandings and thinking on risks and vulnerabilities (see interview 9). One GRC respondent agreed with this statement and mentioned that "if not by strategy, by the organization itself or by donors, (…) experienced humanitarian aid workers use this approach already for a long time, under a different name, but it shows us (…) that projects only can be sustained and successful, if they are integrated." (see interview 1).

In summary, National Societies often incorporate CCA components in existing DRR programmes, but are also often involved in setting up new integrated programmes. This shows that IFRC guidance on screening existing programmes to make them risk-informed and climate-smart is insufficient for actual practice on the ground. The lack of appropriate guidelines that fit to the reality of programming hampers effective DRR and CCA integration in practice.

4.4.   Assessing, adjusting, monitoring and evaluating given activities

4.4.1.   Applicability of general guidance at the country level

When the initial screening has indicated the need for an assessment, disaster and climate risks associated with the planned activity have to be analysed in detail to adjust the given activity accordingly, the IFRC advises. Such an assessment needs to consider not only all disaster and climate change risks, but also the country-context, all relevant sectors as well as all relevant cross-cutting issues.

Most respondents from National Societies acknowledged the need to adapt rather general IFRC guidelines to specific country-contexts, but they also stated that this process was often difficult (see interview 2, 3, 4, 5, 6, 7 and 8). One GRC respondent mentioned: "Very often I personally received this feedback from communities that say: you come with your Western idea. You have done this in your culture, with your tradition, with your background. It might have worked there. Now you bring this here and you assume it is also working here." (see interview 1). Different countries thus require contextualized approaches and there is no single integrated DRR and CCA approach, which is appropriate across all settings.

The Climate Centre respondent stressed that National Societies should not expect that tools were theoretical blueprints, because they always have to be adapted to the specific context, which was in general a challenge. In line with this statement, one IFRC respondent believed that guidelines had to be general because "you cannot make a perfect tool and guideline for 189 National Societies that is relevant equally to all of them (...).When you talk about guidelines, the fact that it is general is not the problem. It is that how well it is adapted to specific needs? Is there that additional technical support? This is where we can improve and use the lessons learnt better." (see interview 4).

4.4.2.   Utility of IFRC guidelines

Despite the fact that all respondents described the programmes in their respective countries as integrated, most of them struggled to explain the characteristics of integration in practice in greater detail. Besides, none of the respondents was able to name particular IFRC documents that could be helpful for planning and implementing integrated DRR and CCA programmes in practice. Some referred to, for instance, "the CCA framework" (see interview 8) or "the DRR strategy" (see interview 7), which are rather broad and overall terms and not specific IFRC guidance notes.

Particular IFRC documents such as the *Global Alliance for disaster risk reduction* (2007), which provides comprehensive guidance on how to consider local contexts within DRR programmes, the *FCSR* (2008), which should be used by all National Societies to create a RC/RC brand in DRR, or the *Plan of Action* (2013), which provided support for integrating climate change issues into programming, were unknown to the respondents although these documents are intended to guide the DRR and CCA actions of National Societies on the ground.

On the one hand, the respondents mentioned challenges to adapt IFRC guidance to specific country-contexts, but on the other hand, they were hardly aware of particular

IFRC documents in regards to DRR and CCA. One IFRC respondent acknowledged that "there are so many tools, so many materials, approaches. The problem is that they are not all systematized. They all come from different initiatives and different periods and different contexts (...). [There is a need to] really take stock of everything that is available and consolidate these tools." (see interview 4).

Many respondents from different National Societies admitted that they were often not aware of all IFRC materials because they simply didn't have the time to catch up with all IFRC publications. Nevertheless, several respondents named the VCA as an important tool for considering different sectors, needs and capacities and linked them in a comprehensive and holistic manner from the beginning onwards (see interview 2, 3, 8). One GRC respondent suggested to transfer the results of a multi-sectoral assessment into an integrated logframe (see interview 8). The Climate Centre respondent stressed the need to have well-trained facilitators for conducting a proper VCA, which have the capacities to incorporate technical information and properly apply existing guidance.

One GRC respondent highlighted the need to take into consideration tools and materials available outside of the RC/RC Movement, in particular those from the UN system (see interview 2). This is specifically relevant because according to the IFRC, all RC/RC actions on DRR and CCA are supposed to be in line with the priorities of the HFA, and the IFRC ensures to work on the implementation of the HFA through its National Societies. However, the respondent further noted that the term "Hyogo framework of action (...) is actually new to most people in Red Cross, because (...) the RC/RC Movement is closing itself up from the outside world." (see interview 2). The fact that no other respondent mentioned the HFA during discussions on DRR and CCA integration reinforces this statement.

4.4.3. Knowledge exchange and coordination

When it comes to sharing knowledge and practical experiences in relation to DRR and CCA integration, the respondents identified several sources that are relevant for information exchange. Most of them pointed to the importance of other National Societies within the country, the RC/RC Climate Centre as well as the IFRC (see interview 1, 3, 5, 7, 8).

One IFRC respondent working in the regional office of South Asia said that regional offices played an essential role in providing National Societies with guidelines and trainings (see interview 4). However, none of the respondents from National Societies particularly mentioned regional RC/RC offices as an important source for knowledge-exchange. In addition to RC/RC components, national networks and working groups, other humanitarian actors, donor organizations and local institutions such as meteorological departments were mentioned as important sources of exchanging and discussing current materials, best practices and lessons learnt (see interview 1, 3, 5, 6, 7 and 8). In contrast, one GRC respondent stated that there was hardly any interaction and sharing of knowledge and experience with other stakeholders in the respective project country (see interview 2).

Several respondents from different National Societies had the feeling that the IFRC delegations within project countries were neither capable of taking the lead role in the

discussion on strategies nor of coordinating between the different National Societies on the ground (see interview 1, 6 and 7). One GRC respondent pointed to "a lack of coordination and a lack of information exchange and a lack of adjusting our activities. Within the PNSs we coordinate better (…). So you find other ways to coordinate and to communicate with the other actors on the ground, but here in this case, IFRC is not taking the lead." (see interview 1).

The BDRCS respondent stated that the IFRC country delegation would not sufficiently support BDRCS and "sometimes they act like they are the donor." Because of this attitude, BDRCS would not fully trust the IFRC anymore (see interview 7). However, in other countries, the lead of the IFRC was described as very effective (see interview 3) and in general, the need for the role of the IFRC in providing policy documents as well as in coordinating National Societies was widely acknowledged.

4.5. Discussion: Compliance of policies and practices within the RC/RC Movement

4.5.1. Applying IFRC guidance in practice

One task of the IFRC is the provision of technical guidance in order to create one common vision the National Societies can follow. However, even one IFRC respondent acknowledged that there was sometimes "a disconnect of the guidance they [National Societies] receive, what is happening on the ground, what type of guidance they need, [and] what type of support they need" (see interview 4). In line with this statement, one GRC respondent stated that the IFRC was making efforts, but not enough, because many of the IFRC materials were not practical and hard to read for non-specialists, because they were very technical and academic (see interview 8). The respondent noted further that "there are studies, case studies, research, policies, concepts that are not so easy to read for the National Societies (…). With the Climate Centre, the things improved a lot, because one of the things they are doing is taking the concepts and trying to make them eatable, through interactive games, through teaching of learning. Their tools are much more interactive and participatory instead of the typical documents that are often lying on the table and stay there. And this is what we would like to request more from the Federation." All respondents from National Societies agreed with this opinion and emphasized that the tools and materials provided by the RC/RC Climate Centre were much more applicable and useful at the local level than IFRC guidance documents.

The IFRC is theoretically "guided by what National Societies require in terms of guidance and tools" as one IFRC respondent noted (see interview 9). If National Societies have the feeling that guidance is missing in one particular field, they have to demand it in order that the IFRC starts to develop such materials, the respondent explained. "We are not really producing any global guidance and tools unless they are very requested or we have a specific request to update tools then we do that." (see interview 9).

Several respondents from different National Societies stated that they sometimes felt overwhelmed by the amount of guidance notes that exist. Because of this, country delegations are not always able to read all documents, follow-up and select purposefully (see interview 3 and 5). One IFRC respondent stated "I wouldn't be surprised if they [the

National Societies] are unaware of some of the materials and tools available that they could use. So they struggle in redefining and reinventing. How much time and energy and resources have been spent on recreating things that already exist?" (see interview 4). The respondent also stressed that the IFRC was always communicating new guidelines and materials, but "people change, systems change and things sometimes get shelved and forgotten. And what really needs to be done is systematizing the knowledge that is available and ready to use basically and use it. Take the dust off and use it! It doesn't really require so much effort. It needs to be systematized." (see interview 4).

DRR and CCA approaches of National Societies have considerable differences, depending on the level of resources and knowledge available as well as the conceptual understanding of these two terms and their integration in practice. Nevertheless, the majority of respondents from different National Societies described their approaches and strategies on DRR and CCA as similar to what other National Societies are doing. One GRC respondent highlighted that "[t]he ABC is pretty similar" (see interview 8). Of course, there are differences between National Societies, which largely depend on the level of resources and knowledge available (see interview 5, 6 and 7).

The BDRCS respondent pointed out that they were often forced to "do everything at ad hoc basis" and were thus not able to develop and implement strategic and systematic approaches. Therefore, BDRCS would depend fully on the relation to PNSs that are the key decision-makers when it comes to projects (see interview 7). The respondent highlighted, that "[e]ven sometimes, when we don't think like this, we say okay, if German Red Cross chooses the area C, we say okay. We never say no, the B is more vulnerable than A (...). We always consider our relationship." (see interview 7).

This is a very crucial statement in regards to the fact that all National Societies are independent bodies, which means that none of them is allowed to exercise authority over another. In contrast to this view from the BDRCS respondent, one GRC respondent mentioned that PNSs were solely supporting and strengthening the capacities of HNSs and thus it would make sense to develop common standards for joint programmes (see interview 8).

This sentiment was shared by the other IFRC respondent, who stressed that "there is recognition that you can develop tools, you can develop guidelines and training materials, but you cannot expect that the integration is then the same way everywhere in the world. It has to be contextualized, so there has to be flexibility." (see interview 4). However, contextualization often seems to be more a matter of RC/RC management lines and not of actual risks and vulnerabilities on the ground, which became apparent when looking more closely on communication lines within the Movement.

4.5.2. RC/RC layers and the level of their harmonization

The internal structure of the RC/RC Movement is complex and multi-layered and during the past five years, the Movement "has gone through a quite considerable restructuring process (...), in the sense that it has decentralized." (see interview 4). There are the IFRC headquarters in Geneva, regional offices, zone offices, country offices and ultimately the National Societies. Due to this federal and decentralized structure, "[a] lot of things are managed now between countries and directly let's say the zone, which is really our main

management point, not anymore Geneva. And there is (…) a common agreement that this is wrong." (see interview 4). The IFRC respondent further explained that regional offices were closer to the field and thus more aware of real issues on the ground than zone offices or the headquarters in Geneva, but unfortunately "a lot of potential has been sucked out of regional offices." (see interview 4). This statement shows that internal communication lines are much more top-down than bottom-up driven.

This was also verified by the other IFRC respondent, who mentioned that IFRC headquarters did not directly communicate with National Societies, but only with the regional and the zone offices, which then communicate with the National Societies in that particular area (see interview 9). Direct interaction of the IFRC and all its members is only facilitated during global meetings such as the general assembly, international conferences or governing board meetings (see interview 9). This also means that National Societies can only request missing guidance during such international meetings, where they interact with the IFRC face-to-face.

All respondents stressed the need that the IFRC more often communicates directly with its National Societies. One IFRC respondent pointed out that the current form of interaction leads to "this disconnect between our big global commitments and the reality on the ground, which is much more limited" (see interview 4). The respondent stated further that the big challenge for the IFRC was to develop strategies in a bottom-up way and not just providing National Societies with concepts and guidance that they have to operationalize on the ground (see interview 4).

Most respondents of National Societies described the communication between their respective head and country offices or branches as balanced and supportive. Two GRC respondents emphasized that strategies were developed jointly and that there was a lot of information exchange, close communication and feedback on DRR and CCA related matters (see interview 1 and 3). However, another GRC respondent also stressed that there were remarkable differences of how different GRC country offices worked and to what extent they interacted with the headquarters (see interview 2). The respondent mentioned differences in bottom-up or top-down way of communication which were caused by the leadership of the respective head of office (see interview 2).

Among the HNSs, there were remarkable differences in terms of communication lines between national headquarters and branch offices. The PRC respondent stated that there was usually an effective communication and knowledge exchange between headquarters and branches, but that this interaction was less effective in times of disasters due to a lack of human resources (see interview 5).

The BDRCS respondent pointed out that many branches lacked resources and knowledge and were thus completely dependent on the national headquarters. Another challenge would be the fact that the majority of branches is not following (or not able to follow) the guidance the headquarters are providing them with. The reason for this would be their limited capacities and the top-down way of governance within BDRCS (see interview 7). "Everything completely depends on the desire of the chairman and the desire of the managing board. If we are thinking that this area is the most vulnerable and we want to do something in this vulnerable area, we are not able to do it if the chairman does not agree." (see interview 7).

In contrast, the RCST respondent stated that there was hardly any direct communication between headquarters and branches, because all interaction was channelled through ten country-wide so called emergency response centres (ERCs). However, the respondent also admitted that local branches sometimes refuse to implement guidelines the headquarters are providing them with due to limited resources or the feeling that they don't fit the context (see interview 6). Differences in communication structures within National Societies seem to depend on the level of resources and capacities available.

One IFRC respondent stated that the RC/RC Movement had "simply quite a lot of layers, of management, of programmes, of guidance, of communication (…). Obviously, with so many layers, there are quite a lot of challenges in assigning roles and responsibilities, in not duplicating work, in making sure that everybody is on board with whatever initiative. And ultimately, what is the biggest challenge, is trying to constantly remind ourselves that all these initiatives should be coming from the ground and should not be coming from the top." (see interview 4).

In agreement with this, the other IFRC respondent acknowledged challenges and a work towards improving them and mentioned that "we are getting much better in terms of harmonization across the members (…), we are getting quite good and we are improving a lot in terms of following global guidance, implementing together and reporting together" (see interview 9). The respondent also acknowledged the current top-down driven planning and advocated for more flexibility within the RC/RC Movement (see interview 9).

5. Conclusion and Recommendations

5.1. Discussion of research findings

The overall objective of this study is to assess how different components of the RC/RC Movement working in Asia put the IFRC's approach to DRR and CCA integration into practice with the final aim to determine the level of coherence of strategies and practices within the Movement.

It was established that there is a common agreement within the RC/RC Movement that DRR and CCA should be linked in practice, however there was a major disagreement on how this should be done. All respondents expressed confusion about the concepts of mainstreaming and integration in regards to their relation and potential differences between them. Despite the fact that most respondents from National Societies described their current DRR and CCA activities as integrated programmes, they had major difficulties to explain the integrated nature of those activities in greater detail. It was discovered that the lack of specific IFRC guidance on integrated programming hampers effective DRR and CCA programming in practice.

The IFRC's DRR and CCA mainstreaming guide was unknown to all respondents from different National Societies. This is of course a huge gap between IFRC policies and practices of National Societies. All respondents from National Societies noted that they mainly use materials and tools provided by the Climate Centre, because IFRC guidance on DRR and CCA integration is less practical and thus more difficult to apply in practice. Hence, they advocated for more practical IFRC tools, case studies and lessons learnt. Besides, the respondents also stressed that existing IFRC materials must be systematized in order to enable National Societies to select purposefully the most appropriate materials.

In addition to the urgent need for practical IFRC guidance, most of the National Societies still lack practical experience, technical knowledge and financial support on integrated programming. This is why DRR and CCA integration is often implemented in a less systematic and effective way than it could be. However, not only National Societies lack resources and capacities, but also the IFRC itself often struggles to lead the discussion on DRR and CCA strategies and to coordinate all National Societies on the ground. Because of this, PNSs have to step in and take over traditional IFRC tasks.

The communication between IFRC and National Societies, which is predominantly top-down driven, affects the level of how much IFRC guidance reflects the reality on the ground. Thus, direct communication between National Societies and the IFRC has to be strengthened in order to develop joint strategies that are more useful for National Societies in their daily work. Besides, such measures will further improve the compliance of policies and practices within the RC/RC Movement.

IFRC policies and strategies, which are intended to guide the actions of National Societies on the ground, do not always fulfil their function. This lack of proper IFRC guidance causes differences of how National Societies implement integrated DRR and CCA programmes. Additionally, the level of National Societies' resources and capacities further intensifies such discrepancies.

Interestingly, all National Societies, which pointed to these structural challenges that cause differences during implementation, also believed that their integrated DRR and CCA activities are similar to those of other National Societies. Although DRR and CCA integration is differently perceived and implemented in practice, there is one overall vision of coherence existent, which unites all RC/RC components of the Movement. In order to maintain this vision and to minimize gaps of how IFRC strategies are put into practice, both the IFRC and the National Societies have to undertake some specific measures, which are listed in the recommendations below. These recommendations aim to strengthen the effectiveness of RC/RC actions in DRR and CCA integration and to closer align IFRC commitments with the reality on the ground.

5.2. Recommendations for the IFRC

The IFRC needs to provide specific guidance on integrated programming

Unlike on mainstreaming, there is no explicit IFRC guidance available on integrated programming. Due to this, there is confusion among National Societies on whether there are differences between the two concepts or whether they refer to one and the same process. Such confusion hampers the effective implementation of integrated DRR and CCA programmes. Thus, IFRC guidelines on integrated programming are urgently needed to create a common understanding of DRR and CCA integration in practice. Such guidelines should also take into due consideration potential differences of integrated programming in relief and development situations.

The IFRC needs to support National Societies in translating overall guidance into practical tools that are applicable on the ground

After having clarified terminologies and the RC/RC approach on integration, specific tools are needed to support National Societies in putting IFRC guidance into practice. DRR and CCA integration is a growing field of importance within the RC/RC Movement and thus the IFRC needs to provide not only guidance, but also practical tools that support National Societies in properly contextualizing general guidance and in better aligning their actions on the ground with overall IFRC policies.

The IFRC needs to intensify its direct communication with National Societies

New and updated IFRC guidelines have to be communicated more effectively among all RC/RC components. If National Societies are simply not aware of available IFRC guidance, they are not able to implement programmes in compliance with IFRC approaches. Besides, bottom-up ways of communication between RC/RC components need to be intensified to develop more strategies that are coming directly from the ground. This will keep headquarters more in line with the field and the field more in line with the headquarters, and, hence, it will help to align IFRC strategies more to RC/RC actions at country level.

The IFRC needs to better coordinate National Societies, also in terms of resources and knowledge

In several countries, the IFRC is not capable of taking the lead role of effectively coordinating all National Societies on the ground. This lack of capacity must be

improved in order to prevent that PNSs have to overtake traditional tasks of the IFRC. Besides, National Societies need more technical and financial support for being able to implement integrated DRR and CCA programmes in conformity with IFRC guidance. This will additionally minimize discrepancies of how different National Societies implement guidelines in practice. The IFRC has to consolidate and systematize its existing guidance materials in order to help National Societies to choose appropriately and purposefully.

5.3. Recommendations for National Societies

National Societies need to request IFRC guidance on integrated programming

New IFRC guidelines are not developed unless National Societies request them. All respondents of this study agreed upon the need for more practical guidance in the field of DRR and CCA integration. Hence, National Societies need to become more vocal in case there is a conceptual lack of clarity or lack of IFRC guidance. Besides, they also need to jointly communicate their demands to the IFRC on a more regular basis.

National Societies need to regularly update themselves on IFRC publications and use them more frequently

National Societies are often not aware of new IFRC guidelines and prefer using tools that are provided by the Climate Centre. In order to maintain and strengthen one shared vision on DRR and CCA integration, National Societies have to consider and use IFRC guidelines to a greater extent. The fact that all RC/RC action in DRR and CCA integration is supposed to be in conformity with the five HFA priorities is not sufficiently taken into account during programme planning and implementation. Different National Societies that work within one country should update each other more extensively on IFRC publications to ensure that they comply with overall IFRC strategies.

National Societies need to advocate for integrated programming

The broader public, donor organizations as well as affected communities might often not be fully aware of the purpose and the benefits of integrated DRR and CCA projects and thus, National Societies need to stronger advocate among those groups. Increased political interest could facilitate more fundraising to specifically design and implement DRR and CCA smart projects. Besides, a greater understanding and level of awareness among local communities could strengthen their engagement into the project and thus reinforce local ownership and subsequently the sustainability of actions.

National Societies need to strengthen the alignment of policies and practices within their own organization

The study clearly demonstrated that there is also a lack of common understanding of DRR and CCA integration within National Societies themselves. National headquarters must clearly communicate which policies and strategies should be followed and implemented at the field level to ensure that projects in different branches (for a HNS) and countries (for a PNS) follow the same logic in practice. In addition, staff must be trained more comprehensively and needs to be equipped with proper tools (e.g. practical

guidance on how to carry out multi-sectoral assessments and how to translate this data into multi-sectoral log frames).

5.4. Conclusion

This study showed that there is currently a conceptual confusion on the relation of DRR and CCA as well as on the relation of mainstreaming and integration resulting in a gap between policies and practices on DRR and CCA integration. This lack of knowledge and theory necessitates further research that clarifies those relationships as well as potential differences and similarities of those concepts in order to develop one common approach to DRR and CCA integration that is used both in theory and practice. More tools are needed that will let humanitarian practitioners on the ground better contextualize strategies and overall guidance, put them more effectively into practice and, thus, align their actions closer to organizational policies. This thesis was aimed at adding to the limited body of theory and knowledge on DRR and CCA integration in practice. It examined a number of internal and external factors leading to inconsistencies between the headquarters and the field, and, hence, this study's findings seek to contribute towards a better alignment of policies and practices in DRR and CCA integration.

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6. Appendix

6.1. Overview of IFRC documents reviewed

Document name	Document type	Year produced	Focus areas
Preparedness for climate change	Study	2003	Climate change, CCA
Outcomes of the 28th International Conference of the Red Cross and Red Crescent	Fact Sheet	2004	DRR
The Hyogo Framework for Action and the International Federation	Strategy	2006	DRR
Global Alliance for disaster risk reduction	Strategy	2007	DRR
How to do a VCA	Guidelines	2007	VCA
VCA toolbox with reference sheets	Guidelines	2007	VCA
A framework for community safety and resilience	Framework	2008	Resilience, DRR
Early warning. Early Action	Guidelines	2008	DRR
VCA training guide	Guidelines	2008	VCA
The Red Cross Red Crescent and the Hyogo Framework for Action	Study	2008	DRR
Disaster: how the Red Cross Red Crescent reduces risk.	Study	2009	DRR
Strategy 2020	Strategy	2010	Overall strategy
Global Guidelines for Engaging in Early Warning & Early Warning Systems	Guidelines	2011	DRR
International first aid and resuscitation guidelines	Guidelines	2011	DRM
Recovery programming guidance	Guidelines	2012	Recovery, DM
Plan of Action. Climate Change 2013-2016.	Strategy	2013	Climate change, CCA
A guide to mainstreaming disaster risk reduction and climate change adaptation	Guidelines	2013	Mainstreaming, DRR, CCA
Assessing climate finance	Guidelines	2013	Climate change, finances
How to engage with National Adaptation Plans	Guidelines	2013	Climate change, CCA
Integrating climate change and urban risks into the VCA	Guidelines	2014	CCA, DRR, VCA

6.2.   Overview of interviews conducted

No.	Organization and country office	Position	Type of interview	Date	Place	Interview length
1.	GRC, Bangladesh	Programme management	Face-to-face	13/10/2014	Dhaka	38 minutes
2.	GRC, Pakistan	DRR project coordinator	Face-to-face	13/10/2014	Dhaka	32 minutes
3.	GRC, Vietnam	Programme management	Face-to-face	14/10/2014	Dhaka	36 minutes
4.	IFRC, SARD regional office	Regional programme coordinator	Face-to-face	15/10/2014	Dhaka	28 minutes
5.	PRC, the Philippines	Project coordinator	Face-to-face	15/10/2014	Dhaka	32 minutes
6.	RCST, Tajikistan	DRR project coordinator	Face-to-face	15/10/2014	Dhaka	32 minutes
7.	BDRCS, Bangladesh	DRM management	Face-to-face	16/10/2014	Dhaka	31 minutes
8.	GRC, the Philippines	Programme management	Face-to-face	16/10/2014	Dhaka	42 minutes
9.	IFRC, HQ Geneva	Upper level management, policy research	Telephone	21/10/2014	Berlin and Geneva	30 minutes
10.	RC/RC Climate Centre, The Hague	Upper level management	Telephone	28/10/2014	Berlin and The Hague	21 minutes

6.3. Transcription of interviews

6.3.1. Interview 1: GRC/Bangladesh

Ronja Keweloh (RK): The interview will have five main sections. It will start with a brief introduction, where I ask you a bit about your background, how long you are already with the Movement. Then, I will ask different sections about DRR and CCA integration. At the end, we can have a final discussion, if you feel that something was missing. So first of all, could you tell me bit about you occupational background, how long are you already with the RC/RC Movement and how long are you already in this field of DRR/CCA integration?

Participant 1 (P1): I started to work with the German Red Cross here in Bangladesh two years and four months ago. I have been working together with them before, for example, in Haiti. I was working for a different organization, but we have had consortia or we cooperated together. So there is already a long history and interest from my side. And I am very happy now to have the possibility to be part of the organization and to work within this big family of Red Cross and Red Crescent organizations.

RK: Does your National Society here in Bangladesh have some specific DRR and CCA activities that you are implementing at the moment?

P1: Yes. All projects we implement and the main strategy of German Red Cross here in Bangladesh is DRR and climate change adaptation. And what we do at the moment, geographically it is in the area Hatiya, it is in the district of Noakhali, an island in the bay of Bengal. And there, we are working since 2010. We started with projects in repair of cyclone shelters and providing training in community-based DRR. And today, we are implementing at the moment a project financed by the European Union, DG ECHO. It is a DRR/climate change adaptation project in the sectors of shelter, WASH, livelihood and DRR. And besides of this ECHO project, we implement a DRR project in schools, where we provide trainings for students and teachers, where we form disaster committees in schools, provide them with equipment and together with the communities initiate mock drills and rescue trainings.

RK: Was this the first project your National Society is engaging in or are there other projects of DRR and CCA related activities? And for how long is your National Society already engaging in such activities?

P1: I think it goes back quiet far. What I remember, German Red Cross, for example, implemented a project in Cox's bazaar in 2006 until 2009, where also community-based DRR was the main sector of the project. So the Bangladesh Red Crescent Society has a long history working together with their partner National Societies in DRR and climate change adaptation projects.

RK: And is there a specific department in your National Society? Do you have specific sections dealing with either DRR or CCA or both of them together?

P1: In the Bangladesh Red Cross Society there is a department, disaster risk management, where DRR/climate change adaptation is their focus area. And this department is well established. There is director and a deputy director and I think it is up to eight national staff working at the national headquarters. And then you have in the branches again focal persons and all the unit level offices. They are also trained in DRR and climate change adaptation. So you have it not only at the national headquarters, you have it also in the branches. BDRCS itself, they also have a training component DRR/climate change adaptation, where they train volunteers, where they train Red Cross youth and therefore it is a theme which is well integrated in the daily work of BDRCS

and this not only in the headquarters, but also in the branches and then back at the projects.

RK: How would you describe the relation of DRR and CCA in general? Is it sometimes not so clear, is it the same, is overlapping?

P1: It's developed back historically, I think, first it started with disaster risk reduction and then later it shifted to look how these activities can be improved by adjusting them to climate change. For example, thinking about shelter, in the past it was the construction and repair of the shelter, today it is looking how we can improve to prevent the risk of flood. So we elevate the building and improve the building for stronger storms. There are more and more elements in our DRR response, which respond to climate change. And this is an ongoing process where we are learning, observing and trying continuously to improve.

RK: And nowadays everybody is talking about mainstreaming DRR and CCA or integrating them in different programmes. Do you see a difference between mainstreaming and integration of DRR and CCR or is it the same? How would you understand these two terms, mainstreaming and integration?

P1: Mainstreaming is, I think, to raise more awareness and to think about the activities and then to have these aspects improved in there. I think that climate change adaptation is not a single project. It is always something which integrates and merges with other activities. And this is in sectors, as I said, in shelter, in WASH in livelihood, there it is always an aspect, which should be integrated in there and which is an element of all the activities. We need to have this knowledge in the background and to adjust. So mainstreaming is raising further awareness and improving knowledge in communities, learning for communities to observe and to understand, what are the impacts, what are the changes and merging it together, it's the importance that these are not single activities. It's integrated in all activities we do ask ourselves what is the impact in our response and how was the adaption to climate change.

RK: So mainstreaming would be more related to awareness-raising and integration? Is there something particular how you would describe integration? Because I was looking in a lot of texts, like how do people describe integration, and there is rarely definition actually. What is integration? Everybody is talking about it, but there is not really a clear understanding. If you look at articles and texts, it is never really defined. So this is why I also want to ask a bit about how you would define integration? Is there something particular, when you recognize, now we integrate something into a programme, is there something particular about this integration progress from your understanding?

P1: Integration is, I think, the main activity and then you have a new activity and the response to climate change, and to integrate this into another activity. There is the integration to merge one activity including thinking about the other activity. So, two activities come together and merge to one and this would be integration for me, to create a new third thing by combining two.

RK: Ok, perfect. Is your National Society involved in mainstreaming or integrated programmes? Do you have some activities that have this kind of process: mainstreaming or integration?

P1: We support the Bangladesh Red Crescent Society at headquarter level in their promotion of these activities, but our main focus is then during the project implementation and the main focus are the communities. So there we promote, there we train, share information and conduct mock drills, for example, or search and rescue drills, this is the main focus of us. It is on the community level and to share this information there by awareness-raising, training and providing of equipment. And this

is the main focus. Beside of that, we support Bangladesh Red Crescent Society and their activities on district and on country level.

RK: And how did you come up with these mainstreamed or integrated activities? Was it more that you saw a need for it? Was it that national headquarters kind of pushed you in this direction? Was there some kind of a change on how you designed these activities? How did this develop?

PI: It is on one side within the Germen Red Cross that we developed this strategy to say: what is the main need in Bangladesh, what is our strength and how can we respond? How can we support the Host National Society? This is one aspect. But also here in the county, the discussion with other humanitarian actors and donor organizations like ECHO, and this project that we implement in Hatiya now at the moment is financed by ECHO. In coordination with other humanitarian actors and donor agencies, strategies are further developed. And it is a requirement or it is a focus of donor organizations, DRR and climate change adaptation. So there is a close coordination with them, developing the strategies in the response in the country and this is combined with the strategy within the German Red Cross and the strategy within the Movement, with our partners, IFRC, ICRC and the other PNSs. So many actors are coming together and work on this and improve and develop this further.

RK: What could be advantages of integrated projects? When is integration particularly useful and when is it maybe not?

PI: I think, it is this linking relief and development in this way. If you want to achieve a long-term impact and again this sustainability, then it is necessary to look above just single indicators and single activities. You need to integrate it in existing activities, in a long-term development plan. And therefore, it is necessary to do it. It is even with all actions we do. We need to think what was there before, what will come afterwards and how can we prepare that the activity itself has a long-term impact, is sustainable and can be continued further from the project duration itself.

RK: Could there also be challenges of integrated projects, maybe even barriers to integration, when integration might be not very useful to implement in a programme?

PI: Integration requires that you understand the context better than if you are going for short emergency missions and just distributions of shelter kits, for example. Then it is a response to the first and urgent need. But if you want to have a long-term impact and that it is sustainable, then it is necessary to understand the whole context. Here in Bangladesh, for example, we are able to respond to disasters as we are on the ground as we are working in long-term programmes and long-term projects, where we integrate. This gives us the possibility to respond to short-term disasters. But we always try with all activities to integrate them in the long-term approach. And so we do activities that always look beside the activity itself. What is the impact of that? You might harm, for example, in distributions of single cash grants, in some situations you could harm the market, could damage the local market. Distributions as we have had this, maybe after this tsunami in Indonesia or the earthquake in Haiti, where huge amounts of food have been provided. They destroyed the local market and therefore it is necessary to get a good understanding of the context on ground and to integrate to do no harm.

RK: Ok, so a lot of texts are always talking about, a so called enabling environment when it comes to integration, factors that enable to integrate different things together. Could you think of some factors that enable integration or integrated programmes and that are necessary to integrate actually something?

PI: Explain this better.

RK: For example, texts are talking about leadership, that you have committed leadership that you need political commitment, some structural factors you need that should be in place before you can actually integrate something, because if you don't have these basic structures the whole process will probably not work out. Could you think of some factors?

PI: The community is the focus and our approach is bottom-up that we try to develop together with the community, or first to train them, to make them understand and this is one part of this vulnerability capacity assessment and looking how are the communities observing this and we are often outsiders of this and come with our ideas. And I experienced projects, where projects failed due to the missing ownership of communities. So communities are the first, it's to work with them and to develop the ideas and the concepts together with them and to respond to their need. This is the only way to have sustainability and working in the long-term to create ownership. Then, this also needs to be linked to other stakeholders, to local authorities, to the government, unit level or district level and country level. Therefore, close communication and coordination is necessary. It is necessary to coordinate closely with the other humanitarian actors in the country to avoid overlapping and to follow the same approach. For example, in Bangladesh, we have several cluster coordination groups, where we agree on certain standards. Different organizations respond in different areas with the same approach, with the same strategy and provide the same assistance, these are the most essentials. And the Host National Society is always first as Red Cross organization. Our goal is it to increase the capacity of the Host National Society, to enable them that they are the owner of the future projects and we are not needed anymore. This is the long-term goal, what we try with the projects, with the organizational development of the organization to build up their capacities.

RK: So now we talked a bit on integration in general and more in theory. Now, I would ask you some questions on DRR and CCA integration, especially within the RC/RC Movement. How would you describe the goal of DRR and CCR integration? You described integration as something that merges two different things together, but how would you see the goal of DRR and CCA integration?

PI: It comes then to resilience. How can you assist a community in preparing, managing through and after a disaster. Integrated thinking about future disasters is coming and changes with the climate. The approach of our activities, for example, in the sector of shelter, WASH and livelihood, is to link them together, so that these are not single activities. It is always linked, for example, the improvement of the building is a shelter activity, which is linked to DRR and linked to livelihood, linked to WASH, to hygiene. All these activities are depending on each other and it is not possible to have a stronger and more resilient community if you do only a one single activity. So it needs to be in a wide range of activities and this is the approach here, where we not only respond to one need. We try to integrate, to involve as many aspects of life, of the households, of the communities as possible to make them sustain.

RK: How would you actually do it in practical terms, how do you link all these different sectors and aspects of life? Are there practical ways of integrating DRR and CCA? Do you maybe have a strategy in your National Society of how to actually link different sectors? What is your approach to bring all these different aspects together in the end?

PI: I am not sure how strong it is within BDRCS or IFRC. The best I could describe is what German Red Cross is doing here in cooperation with IFRC and BDRCS. So there we have this example of the ECHO project. Households receive support for shelter, for WASH, for livelihood and receive training for DRR. And this again is linked with not only a focus on the households, we also establish village development committees. At the

schools we establish school disaster risk reduction committees. We are trying to link these groups and also link the communities with their interest. If you look, for example, at livelihood: we try to link it with other actors in the area. Information exchange, learning how it can be improved and what we can learn from the others. We try to establish tools of information sharing, of information management and knowledge management, try to link it with the local authorities, include them in the activities, taking part in the trainings. But they receive also equipment and support to take their role and the responsibility of the local development of the communities.

RK: Do you have at the moment integrated DRR and CCA programmes? This programme you named in Hatiya, is it already an integrated programme or do you rather want to engage such in programmes? How is the current state?

PI: I would describe it as integrated. There are responses clearly to disasters, but it is much more, as I said, it is to establish structures in communities, to create ownership, to have them linked to other actors, to involve volunteers and beneficiaries of previous projects into new projects. So it is continuously growing and the knowledge sharing also between, for example, communities from a previous project, they are helping us in a new project and share their knowledge. In this way, it is already an approach, where we integrate and we try to link it as good as possible.

RK: And since when do you have this kind of integrated programmes? Because it is a quite new way of programming. Or do you think you already engaged longer in it, but maybe you named it different? What is your impression about this?

PI: I know for Bangladesh and I know it only in Hatiya, we are there since 2010 and there it was this approach, which we followed. But I am very sure and if I look at community-based DRR projects in Cox's bazaar in 2006, where I used to know the colleague, which was managing this project. She is now working with GIZ here and I know that it was already an interest for her to integrate. So if not by strategy, by the organization itself or by donors, I think experienced humanitarian aid workers use this approach already for a long time, under a different name, but it shows us, it shows me with the experience of working in this field almost fifteen years, something I learnt in an early stage, that projects only can be sustained and successful, if they are integrated.

RK: Is there a specific guidance document or specific guidance from the IFRC or other institutions that you use when you integrate DRR and CCA into programming?

PI: Yes. First of all, it is within Red Cross Red Cross Movement, IFRC. I but then also from donor organizations like ECHO and other partners like GIZ, where we look and work closely together. So there are many organizations which already developed guidelines, which have case studies and lessons learnt and best practices. We are using this wide source and are integrating it again into our activities.

RK: But is there a specific guidance document you would always use or would you look on the particular context and choose different guidance documents for different programmes? I mean, there are so many guides out there, even just from the IFRC there are so many different documents. Are you using one particular one or would you use different ones or combine them maybe?

PI: I can't name a particular one, but you will later talk to one of the delegates, who is preparing proposals and he is using these tools and he will name them better to you. But for me it is not that there is a certain specific one.

RK: How would you describe the relation between head and country office when it comes to DRR and CCA programming? Is there a specific way of communication, maybe also guidance from one side to another? How is the communication between the two offices, especially in DRR and CCA integration?

P1: I started with just few weeks here on mission and I already went to a workshop to the regional office from the IFRC, a resilience workshop. Then during the head of office meeting in Berlin, in the headquarters, we have focused workshops on climate change adaptation, on DRR and resilience. There is a very close communication and very strong assistance and advice from the headquarters and jointly together we develop the strategies. And DRR/climate change adaptation, this is a strategy of the German Red Cross here in Bangladesh, it was jointly discussed, the office here together with the headquarters and with our partners. So there is a very intensive exchange and a huge interest to improve the knowledge of delegates. Here we have it that delegates are taking part in trainings and there is a good assistance and feedback in times, when we submit proposals, when we submit reports to share feedback and to assist. It is a very intense exchange of the information.

RK: Do you think that the extent of guidance provided and also freedom which is let you to implement activities here on the country level is balanced?

P1: Yes.

RK: Ok. And in relation to the IFRC, is this also kind of balanced or would you wish for more guidance, is it too much guidance or would you need more freedom, because one guidance document is maybe not applicable in all the different countries the RC/RC is operating in? Is the relation balanced as well?

P1: My experience here, but this is country-specific, is that IFRC is very limited in their capacities to coordinate with the other PNSs and to have discussions on strategies like this. But this is different in other countries. This is my experience only here. And there is a big gab for their partner activities. Now, there is a radio programme ongoing and I only found out by meeting one of the delegates coming from KL (Kuala Lumpur) in the office there. We had not been informed that they are there. We do not know about this project. So here is lack of coordination and a lack of information exchange and a lack of adjusting our activities. Within the PNSs we coordinate better. For example, the American Red Cross supports also a community-based or a DRR project in schools. We have been in close coordination, but IFRC was not much involved in there. So you find other ways to coordinate and to communicate with the other actors on the ground, but here in this case, IFRC is not taking the lead.

RK: Do you see any problems to develop guidelines that should be applicable global-wise? Does it make sense to provide one guidance document which should be relevant for everybody or is there problem of context-specificity?

P1: Most important is to look and to listen to in the communities. So that should be the first step. Very often, I personally received this feedback from communities that say: you come with your Western idea. You have done this in your culture, with your tradition, with your background. It might have worked there. Now you bring this here and you assume it is also working here. Many projects failed in a way and this is something where they know: you cannot have one approach which is working everywhere. You need to study, you need to look, and you need to understand the contexts. And then you are able to respond. I think it is possible to have a guideline globally, which helps you to understand, how you work together with a community, to understand the context-specific information for this area. So both ways are possible and it depends. You can have policies and guidelines how you approach the community to understand the local context, but you cannot have one unique approach which is applied to each of the contexts. This is not working.

RK: How do you learn here about DRR and CCA? Is it mainly from other National Societies, from the IFRC, from other colleagues, other NGO's maybe? Is there a main

source of learning and sharing knowledge? Or are there different sources, just an exchange with a lot of different colleagues that you meet here in Bangladesh?

PI: Main sources and main communication, which helps us to find information is through the communication with the headquarters and the support there, from the desk officer or technical advisers. All of the national staff, even they are linked to the learning platform of IFRC, have access information there, doing courses there. These are the sources and as well communication and coordination with any other actors like ECHO or with Oxfam. There is an intensive coordination with GIZ and there is information exchange. There are joint workshops, like the workshop we have at the moment here today, where these partners are also participating. I work already for a while and I have sources in the internet, where I look, and platforms. And this is continuously, for each project, for our office, that we have a library, where we collect information and where we share this with new colleagues and try to provide them with trainings for this. So many, many aspects are coming together. It is first of all the own organization, it is the Movement, it is the other PNSs, it is other humanitarian actors and donor organizations.

RK: In comparison with other countries and other National Societies, do you think the approach you are following here, to integrate DRR and CCA, is similar to the approach other countries are following or are there main differences maybe in how you are approaching some particular things? Is it more similar or different in comparison with other countries?

PI: I think the approach is very similar in the way that it is bottom-up and that there is a grassroots level, those activities are developed together with and from the communities. This is something I have done everywhere else, too. This is the only concept of a successful project, I believe. So this is very similar, but the context here is different. Where we work, it is an island affected by erosion and part of the island is washed away and the other part is growing. We have the risk of cyclones and of tropical storms. You have less a risk of earthquakes. There are no structures which would be in harm to communities in case of earthquakes. So we have a different context, but the approach is very similar.

RK: Is there something you feel I forgot about DRR and CCA integration, anything you would like to add. Something we did not cover so far?

PI: Nothing more. The link again, maybe, this emergency response and in the past I remember this, there is the emergency response team going in and providing assistance and then later on the development is starting and then new structures are implemented. There is already an improvement. But I observed in the last ten years, that organizations link relief or recovery. And this is the right way and there it needs to go to. From the first moment we are going to assist a community and these activities need to be linked to the long-term assistance. And this is happening and there is much more we can learn and much more we need to understand and much more we need to listen to the communities, but there is a huge improvement and I am very happy to see this, that it is getting better.

RK: Ok. Thank you very much for this interview!

6.3.2. Interview 2: GRC/Pakistan

Ronja Keweloh (RK): There are different sections in this interview. We start with a short introduction, I will ask you a bit on you occupational background, then I will ask a few questions on integration in general, like, how do you integrate different things in

programming. Then, I will ask some particular questions on DRR and CCA integration related to the RC/RC Movement. Okay. So, could you tell me a bit about your current job position and for how long you are already with the RC/RC Movement in this field of DRR and CCA?

Participant 2 (P2): First, I am trained in environment studies in my first degree and in disaster management and humanitarian assistance in my master's degree. And currently, I work as a project manager of the German Red Cross. I am managing one of the disaster risk reduction projects in Sindh province in Pakistan. This is my first year here in Pakistan. Before this, I worked with the United Nations International Strategy for Disaster Reduction in Nairobi covering Eastern Africa and Southern Africa. And before that, I have worked with the German Red Cross for four years in Nairobi, also covering Eastern Africa and some Indian Ocean islands. And before that, I had worked with the Federation. So I have quite some history with both, the Federation and the German Red Cross.

RK: Yes, quite some experience! So now you are with the German Red Cross in Pakistan. Does the German Red Cross have any activities related to DRR or CCA in Pakistan at the moment?

P2: Yes, the current project is a DRR project, but it is quite a bit of awareness creation on climate change also. The DRR projects have more to do with capacity-building of both communities and National Societies in disaster response, in disaster preparedness. But also in creating training, starting to create awareness on disaster risk reduction, and supporting communities to begin to take some mitigation measures to address this disaster risk reduction. But at the same time, they create awareness on climate change adaptation, both at community-level and in schools in the districts we work in.

RK: How many projects do you have related to DRR and CCA?

P2: We implement one project and just recently an additional small project. Small, because it will last about four months, funded by MOFA, the Ministry of Foreign Affairs. It was just approved for four months, in one of the districts. Partly, it is also supposed to create awareness on disaster risk reduction. We are supposed to develop information education and communication material on climate change and disaster risk reduction and create awareness in communities.

RK: And for how long is the GRC already engaged in such activities in Pakistan?

P2: I think, DRR is a more recent GRC activity in Pakistan. I think GRC got into disaster risk reduction in Pakistan following the 2010 floods. Before that, they have been involved more in health related activities, support to blood banks and health related activities, and maybe OD, organizational development.

RK: So the 2010 floods kind of triggered this shift of focus?

P2: Yes.

RK: Is there a specific department or section within the GRC, dealing with DRR or CCA or is there no department or no advisor? How is the structure within the institution?

P2: We have a DRR department in Berlin, but I don't think they have done so much on climate change. Recently, they began to insist that we incorporate climate change into our activities. So I think, DRR has been a topic for a long time, for some time yes, but climate change is relatively new in GRC.

RK: And how would you describe the relation of DRR and CCA? Can you say if there are any differences?

P2: If you ask me, there are no differences between DRR and CCA, because both of

them try to respond to vulnerability. And if you talk about climate change, what does climate change mean to Pakistan? What does climate change mean to the people, to the communities in Pakistan? It probably means more floods, more intense floods, or longer droughts or cyclones. And these are the many hazards that disaster risk reduction has tried to address in the past. People would want to say that there is a difference, but according to me, there is not so much difference. Disaster risk reduction does not entirely concern disaster, but at the end of the day, these socio-economic, environmental and cultural issues that are addressed in trying to reduce disaster risk, at the same time address other chronic problems within the society that concern other symptoms of the economy. So if you ask me, there is not so much difference. It's just a match of semantics. If you go back even to the use of the term of sustainable development, I would challenge you to convince me whether there is a real difference between sustainable development, resilience, disaster risk reduction and anything else out there.

RK: People talk about mainstreaming or integrating DRR and CCA. Do you see any differences concerning to mainstream something or to integrate something? Or is it actually the same idea but just another term for it?

P2: Well, without contradicting myself, it may not be the same idea in the sense that so far we have looked at DRR in the sense of disaster and we try to find the root causes of this disaster and trying to address these root causes. But there is a new angle to disaster risk management, which is climate change. We realized that because of climate change, that some of the hazards that we have been dealing with, are now recurring with more intensity than before. So that has made us try to approach disaster risk management from the point of that there is something else happening that is causing this hazards to be more intense. It's a matter of taking on new knowledge to address the issues that we have addressed traditionally.

RK: How would you describe mainstreaming and integration if you should explain these two concepts?

P2: Mainstreaming, if you ask me, would be introducing a new idea, a new idea into our way of doing things. For instance, if you talk about education and disaster risk reduction, we have had our education system which is based on curriculum. Each country has its own educational curricula and some people teach subjects, others teach so many other things. So when we get to a point when we realize that disaster risk reduction is not an issue that has been taught in schools, then we talk about mainstreaming disaster risk reduction into the educational system. And it may mean continuing to conduct our educational system as we have done, but bringing on board concepts within the subjects that we teach that address the issue of disaster risk reduction. Or we can bring in short exercises or short activities, periodic activities, that enlighten our students also on the subject of disaster risk reduction. On the other hand there is integration. I am not so sure. But maybe integration means two ideas which go hand in hand and they can as well be tackled together, instead of tackling two separate subjects, which I think in case this applies maybe to climate change and DRR.

RK: Is the German Red Cross engaged in mainstreaming or integrating DRR and CCA in Pakistan? Or are activities rather just DRR or just CCA?

P2: No, so far it has been integration. So far we try to integrate DRR and climate change.

RK: And how did you actually do it in practice? Are there specific things you did to integrate?

P2: Yes, of course. With some challenges, but basically we have introduced it in all our tools, like the VCA tool, which is a very important tool in DRR that helps trying to understand vulnerabilities at community level. This tool has purely focused on

mainstreaming hazards that we have known without much regard to the influence or the effects of climate change. But now we are looking at this tool again and are asking ourselves: how can this tool as well cover the concepts and issues of climate change? In that respect, then we use this tool to accommodate climate change, to bring climate change on board. And of course we have had some additional activities in our projects, which specifically address climate change awareness, which was not often the case in the past.

RK: And is there a specific process, a specific factor, when you can tell that something is integrated? How do you do it actually in practice to link all these different sectors together?

P2: Systematically, you can do it in a stock-chat-way, which is not what we have done. For instance, I use so much this example of mainstreaming DRR into education, because this is what I did with the UN in Uganda and Kenya and a few other countries. Systematically, you would first of all, look at who the key stakeholders are. In the education system, for instance, you would approach the key ministry officials and first of all discuss this idea with them. Sometimes it's not easy to gain the support of the key decision-makers. But it's very easy to introduce the idea at the technical level, because it's very easy for technical staff to get to know what you are talking about and to let it to their work. And once you have them, you use them to introduce the idea to their senior managers and once the senior managers agreed to the idea then you engage into the process of capacity-building, because most of the time it is a new idea that you're introducing and then you need to understand it better. And once everyone has a better knowledge about capacity-building, in the educational sector, for instance, you would then begin to look at how to instil this idea into mainstreaming in education, how do you instil it into their subjects, into their curricula? And that would then lead to workshops, where you talk about your curriculum and which subjects are relevant to DRR and can accommodate what different types of DRR subjects and that also goes along with the developmental of material. You will need books, you will need resource materials, you will need to train again people, who will roll out this mainstreamed concepts in the curriculum, once it's done. And then of course, you will have to get to a point, where you sit back and look at what is happening and whether it's going as you planned it in terms of monitoring and evaluation and making adjustments in time. So this would be a more structured way of approaching integration or mainstreaming. But in Pakistan, I think, we haven't really sat down and say, look we have not been doing this, but it's over time. I think we need to maybe write an email to somebody about how we can integrate or how we can cover the subject of CCA and, you know, just informally, just trying to put these ideas to our projects.

RK: And how do you do it at the moment? You said it's not very structured, improvable probably, but how are you doing it?

P2: It's not structured, because we haven't formally really ventured into engaging decision-makers, who can discuss, which could be PRCS secretaries or managers. And we have not formally conducted any trainings, but, you know, with time and side by side with the activities we do, we have slowly introduced the climate change subject to PRCS.

RK: Do you think integration is always useful, in every context and for every programme? Are there specific contexts when integration is not very useful and would maybe even make it worse than it was before? Or is there always an advantage of integrating different activities?

P2: It's either way, I think one way, it's positive if the subjects in question are related and if the subjects in question can take advantage of same resources to be implemented. Once we integrated them, you can take advantage of the fact that you are able to use the

same resources for two different ideas. But on the other hand, if the subjects are completely different, then it becomes an overload in the system. You bring on board two different ideas, which require training people, which require new resources, new material in terms of time. So it becomes complicated.

RK: So you think if two subjects are not very related, this will probably be a barrier to integration?

P2: Yes.

RK: Could you think of other barriers for integration?

P2: I think organizational policies. If organizations are reluctant to take up change, to take up new ideas, then the subject of integration becomes very difficult, because they don't really see the need to change and to new ideas and this is, of course, reflected in their policies.

RK: And are there specific factors that enable integration, that provide a structural environment for integration?

P2: I think the key is knowledge. Once I as a project manager come to know and to understand disaster risk reduction and climate change, things that are being talked about, this can be of help to my community and my organization, then this becomes the starting point. So, knowledge and, of course, when there is the finances to support the informant or they bring on board obviously ideas, then this enables to work faster. As you saw in the discussions today, most of the people say, we do not have funds to look at climate change, we do not have funds to go an extra mile. Resources would be another impediment if there is lack, of and if there is, it becomes easier to bring on board other issues.

RK: This was more the theoretical and general section about integration. Now, I would ask a bit more particular on DRR/CCA in the RC/RC Movement. How would you describe the goal of DRR and CCA integration? A lot of people nowadays talk about integrated DRR and CCA projects, but what is the main goal? Why do so many projects now have such a focus?

P2: At some point I will have to be the devil's advocate, in the sense that, this is not what I wanted to say on the onset, but I think most people are just jumping on the bandwagon, because they don't want to be left behind, because that's the trend. People are going there, because there is money, so you have to be there. But on the other hand the goal is noble. As I said, we are looking at two issues that have some results and that can be addressed in a similar manner and so the most logical thing is just to do them together.

RK: How would you integrate DRR and CCA? If you're designing an integrated DRR and CCA project, are there specific factors you have to consider? How would you actually do it in practical ways to integrate both of the fields?

P2: I would be a bit more specific, in terms of looking at communities and finding out how climate change affects them and also look at how the other natural disasters affect them. Flooding is what has affected them over the time. And flooding is the same concern that climate change advocates would have. Then, our focus of climate change is a common focus for the two groups and I have to do everything that I have to do to address flooding. So, I would look at the impacts of both, climate change and DRR on communities.

RK: The activities you just mentioned that the GRC is undertaking CCA in Pakistan, are that integrated DRR and CCA projects, or rather only DRR or only CCA projects? How would you describe them? Is it an integrated project?

P2: It is. I mean, if you go and talk about awareness creation and mitigation of climate change or mitigation of floods, you most likely end up talking about reforestation and environment conservation programmes and you talk about the mangroves on the sea, wind breaks. You know, you are basically talking about the same things. So it becomes easy for you to just address them in one cut, if you want to run awareness creation.

RK: Does the IFRC provide guidance on DRR and CCA integration? Are there particular documents you are using when you integrate DRR and CCA in projects or would you use different guidance documents from different organizations?

P2: IFRC has some documentation and some literature on its website and the Climate Centre, but other organizations are equally important and my challenge would be to the Red Cross to open up a bit to the UN system, because the UN system has quite a bit of information. If you look at the Hyogo framework of action, this term is actually new to most people in Red Cross, because the RC/RC Movement is closing itself up from the outside world. But the Hyogo framework of action is a very elaborate framework for mainstreaming both of DRR and climate change into development and so forth.

RK: So there are no particular documents from the IFRC you would use in this context? Does it depend maybe on the programme, which guidelines you are using or are there different guidelines in different programmes or are there particular ones you are using for all the integration projects?

P2: No there are guidelines. At the moment, I think, the IFRC is promoting something called integrated VCA, which actually brings on board some of these new ideas. And the integrated VCA also looks at the concept and the perception of resilience. There are documents, there are tools that IFRC has available for integration of CCA and climate change. But my concern is that we are a bit just closed to the Red Cross system. The other challenge, as I said in this meeting, is that I feel, this is a personal concern, that we have limited the ability of the Red Cross. We have a lot of volunteers out there and we have a lot of resources out there and these volunteers can take advantage of these resources to even mitigate climate change. Thorsten's [DRR/CCA advisor of GRC NHQ] argument was that we are more focused on the humanitarian aspects, but this has been often our focus over time. But we are realizing now that we cannot just continue to focus on the humanitarian aspects of it, because these issues we are addressing are long-term and these chronic issues are social, cultural, environmental root causes. In order to have lasting solutions to the problems that we address, from my humanitarian point of view, we have to go back into these developmental issues. And once we are in development, then there is no way you can rule out mitigation to climate change.

RK: How would you describe the relation of the national headquarters of the GRC in Germany and the country office in Pakistan concerning DRR and CCA? Do you feel that you have enough guidance or enough freedom to implement projects context-specifically?

P2: I have worked in Nairobi and I have worked here and I think there are quite some remarkable differences in the way the two different delegations work. When I was in Nairobi, I had direct contact to Thorsten, we used to interact, we used to do workshops, we used to discuss concepts and projects and I would only copy in my head of office when there are important decisions to be made. He would visit my programmes, my projects, but here, there is a different style of working. Everything has to go to the head of office and so this results into bottlenecks. There is less experience-sharing between the professionals in Berlin and the people who are in the field.

RK: So communication lines have been very different in these two countries, you worked in?

P2: I think this can be tackled, I think it's just personal ways of doing things by the head of offices.

RK: And in relation to the IFRC, do you feel that they provide enough guidance or freedom for different National Societies? Or is more guidance necessary, more policy documents? Or is it even too much and National Societies are overwhelmed and can't really adapt all these overall guidance documents to different contexts?

P2: No, I believe, IFRC has an important role to continue to play in terms of providing policy guidelines and guidance and also in capacity-building. If you look at Pakistan Red Crescent, they lack capacity in quite a lot of areas and if they were left on their own, it may take quite a long time before these issues are addressed. But with the help and the pressing of IFRC, I think even the current lack of capacity in climate change adaptation can quickly be addressed by the tools and resources available within the IFRC.

RK: Do you think there is any problem of the IFRC providing guidance documents, which theoretically should be applicable in every country the RC/RC is working in? Are they always context-specific and adaptable or are these overall policies kind of problematic and do not fit the different countries and contexts the Movement is working in?

P2: Of course, it's not easy for the IFRC to contextualize all the documents which are produced, because that would be a lot of work. And so it would be up to the National Societies with the support of other partners to try to contextualize these documents. But if we have an opportunity, let's say, a case study, and learn from particular experiences, especially out of the major disasters that have happened across the globe, then we can specifically learn from such specific examples.

RK: Concerning DRR and CCA, are you mainly learning from PNSs or other NGOs maybe, the IFRC even, or just from some experts in your country you are working in? Are there particular people you learn from and share your knowledge with?

P2: No, in my case, I have learnt quite a lot when I worked with the UNISDR. And some of the colleagues are quite knowledgeable in climate change issues. One of them, my immediate manager, he had actually a really close interest in climate change issues and from this experience, I was able to interact quite a lot on climate change with the meteorological department and others in this area. So most of what I know, I would say, is quite borrowed from my experience with the UN.

RK: And right now in Pakistan, is there some knowledge-sharing of the GRC with other PNSs?

P2: My concern is not so much of this knowledge-sharing. This is the first real workshop I have attended since I came to Pakistan. Most of the time I have been in Karachi and just implementing my projects and there was not so much interaction with other people to look what I am doing and to exchange my ideas. And most of the other workshops, of course, have been organized by the National Society itself, and mostly targeting the national staff, so there hasn't really been an opportunity for inter-organizational experience sharing.

RK: You talked a bit about the different communication lines right now in Pakistan and in comparison with other countries you were working in. What about the DRR and CCA approach? Do you think, what the GRC is doing in Pakistan is quite similar to other countries? Are there major differences in how you integrate DRR and CCA in your projects?

P2: I haven't really noticed so much difference. The approach is basically to use the coming projects in Arani to implement the ideas concurrently together. I haven't noted

any difference between countries.

RK: So these were actually my questions. Is there something that was missing about DRR and CCA integration, anything you would like to add at this point?

P2: No, not really.

RK: Thank you very much for this interview!

6.3.3. Interview 3: GRC/Vietnam

Ronja Keweloh (RK): The interview has five main sections. It will start with a short introduction, especially on your occupational background. Then, I will ask a few questions on integration in general, like what is integration for you, how would you define it? And then I will ask some particular questions in relation to DRR and CCA integration in the Red Cross context. In the end we will have a final discussion, in case you feel that something was missing. So first of all, can you tell me a bit about your occupational background? For how long are you already with the Red Cross and for how long are you working in the context of DRR and CCA?

Participant 3 (P3): I'm working with the Red Cross quite a long time, since 1993. The first seven years for the tracing service which was very specific. And then after this, I moved to the headquarters and since 2001, I was in the international department as a desk officer, since 2004 for Asia, so quite a long time in Asia. With regards to disaster risk reduction, I started working from a desk officer perspective, in mid 2004 for Asia and these were mainly disaster risk reduction projects in India and Bangladesh, one of the first projects of this kind of German Red Cross.

RK: Does the German Red Cross have any activities related to DRR or CCA in Vietnam at the moment?

P3: The German Red Cross is not implementing, but supporting the VNRC, the Vietnam Red Cross, the National Society, in several DRR projects. One is the climate-smart DRR project in the Mekong delta, which is implemented by VNRC and the consortium of Australian Red Cross and German Red Cross is giving technical support. The technical support for the DRR and climate change part is coming from the German Red Cross technical delegate, whereas Australian Red Cross is concentrating on other things in the project. That is one project with a project period of three years. A second project related to DRR is in corporation with GIZ in central Vietnam where we're working more on urban DRR which is quite new and we have to learn a lot. And then we have a small project in Hue on preparedness for response, but also with some risk reduction aspects. Those are the current projects that are going on. And the fourth just started also dealing with DRR but having a specific focus on VCA. That's a project financed by DIPECHO and it's a consortium project with the Federation and Spanish Red Cross.

RK: Do you know since when the GRC is engaging in these kinds of activities in Vietnam? And what was the reason why they started to engage in DRR and CCA?

P3: The German Red Cross is working together with Vietnam Red Cross in a bilateral coordinated way with the delegation in country since 2007. The first projects were in the North on community-based water and sanitation. In 2010, we decided to focus on DRR in Vietnam, because it was and is a global trend and because we had good experiences from neighbouring countries like Indonesia or the Philippines. We started with a small project in Hue in the province of Hue, first, with our own funding and then with funding from the German Foreign Office. And in 2011, we did an evaluation on DRR projects in South East Asia in Indonesia, the Philippines and Vietnam. These were just

initial steps in order to see where we may have synergies, which approaches we can share among German Red Cross delegations. Since 2010 we are increasing the involvement in DRR.

RK: So there was not a particular event, why the GRC started to engage in DRR and CCA, it was more in the context of this global trend?

P3: Yes.

RK: Is there a particular department or advisor within GRC in Vietnam, which is dealing with DRR?

P3: Since German Red Cross started working on DRR in Vietnam, we recruited a DRR/CCA delegate, because we felt specific expertise is needed for this field and because we wanted also to increase the capacity of the partner. And our partner, the Vietnam Red Cross had no specialist in this field.

RK: Since you even have a delegate for DRR and CCA, how would you describe the relation of DRR and CCA? Is it kind of similar, is it even overlapping or are there differences between the two fields?

P3: I think, it was not so easy to introduce the concept of climate change as a cross-cutting issue for DRR in the beginning. The National Society and other partners as well did community-based risk reduction, disaster risk management projects, but to introduce the concept of looking into future forecasts. That was very new what German Red Cross did and I think German Red Cross was the first National Society among nine PNSs working in Vietnam. In 2010 or 2011, we did the first risk assessment for this first project as well and later on in another project a nation-wide climate risk assessment trying to raise the awareness of the National Society, especially the people involved in the disaster management department of the National Society.

RK: So both fields are kind of linked in your opinion and you would use them in the VCA and link them in projects?

P3: Yes.

RK: Now I would like to ask a bit on mainstreaming and integration. Do you see any difference between the two terms or is it rather the same, mainstreaming and integration?

P3: Interesting question. What comes to my mind, I cannot really see a difference between mainstreaming and integration, because what we did is, we kind of integrated or tried to integrate the knowledge about climate change into our risk reduction projects. Mainstreaming, maybe, I don't know, it is more about advocacy. If you think about the word, mainstreaming, these are things everybody knows.

RK: Okay, so is there any difference? If you say mainstreaming is more linked to advocacy, is integration also linked to some particular field?

P3: Maybe the levels of advocating, let's say. So you introduce it into projects and try to focus on this question in projects in a more practical manner at the project level, let's say, which is for us the provincial district communal level. Maybe, talking about mainstreaming, we should think more about the national level, take it even broader.

RK: Is the GRC involved in mainstreaming or integration projects in Vietnam? Do you have any activities, which have some mainstreaming or integration components?

P3: In the climate-smart DRR project in the Mekong delta, we did a national workshop on climate change mainstreaming for which we invited scientists. It was a risk assessment workshop actually, but I think we can call it also a mainstreaming workshop.

We invited scientists from Australia, from different universities in Vietnam, but also people from different ministries, like the ministry of agriculture and rural development, which is the one responsible in Vietnam for disaster risk management, and the ministry of education. And in these big workshops, the different stakeholders explain their knowledge and also attitude or ideas about climate change and exchange their current knowledge and approaches and going down to the project level, at commune level. One of the activities of this project was to look into different livelihood options for areas in Southern Vietnam in the Mekong delta, which according to the prognoses will be affected by climate change, to look into diverse livelihood options together with the university, and this was a very practical application.

RK: So back to integration for a bit. We talked already a bit about the difference between mainstreaming and integration. But how would you integrate something into a project? Is there a sign when you can see, now we have integrated one field into another, we combined something, is there any factor you would identify if you want to integrate something?

P3: I would start at the planning level of a project. If you plan together with different stakeholders and you want to integrate climate change related aspects, first you have to make the stakeholders aware of the topic, to understand the topic and then you can introduce in your planning specific questions on climate change, especially in the tool which is widely used, the VCA, a vulnerability and capacity assessment. In this planning phase, you can already ask people about their awareness on climate change, what they think has changed if you look like 30 years back and what they think might change further. And then you can plan together with the stakeholders taking the knowledge of the stakeholders in different levels but also to kind of verify this knowledge or what they are witnessing with scientific knowledge and then you can plan project activities taking this into account.

RK: Do you think integration is always useful or are there maybe projects where it's not very appropriate or some contexts where it is not very useful to integrate some fields in a project?

P3: I think it depends on the kind of project you are doing. Maybe Red Cross projects, where climate change issues or aspects are not so relevant, if you do, for example, pure first aid projects or things like this, maybe it is not so relevant there. But if you are talking about risks, and risk awareness in general for a population which would be affected by climate change, then it is different.

RK: So maybe if the two fields are not very close to each other, it does not make so much sense, for example?

P3: Yes.

RK: Do you think there are any barriers to integration, any conditions that are a barrier to integrate some fields, for example, if the fields you want to integrate are not very close to each other?

P3: Personally, I feel it not so easy to make the linkage between scientific knowledge and then bring it down really to an applicable level, a local level, because the projections of climate change are much broader, for a whole country or for a certain region and then you go down to the village level with lower education and a lower understanding. And even in a situation, where you cannot really explain the things happening around to climate change in an easy way, and I find this not easy.

RK: This was a bit on barriers of integration. Can you think of factors that enable integration?

P3: It would be of great help if stakeholders involved know about climate change, that they either have a certain awareness or that you build in the beginning the awareness that you get their support. That could be a supportive factor, if you have the knowledge of the stakeholders, the awareness. One factor could be funding, because, when you plan a project and you want to increase certain activities or integrate activities, which have not been planned so far, if they are cross-cutting like the climate change issue, you have to make sure that you have enough funds for this. It should be planned from the beginning so that it does not occur somewhere in the middle that this might be necessary to do something. Supportive factors, it sounds strange, maybe in a negative way, but supportive factors, maybe if you work in a country which is in reality affected by climate change. It sounds very strange, but then people, if they are witnessing these things and they are really aware of this, then they are also willing to do something. If you are not so much affected, or immediately affected or if you do not witness in a certain region changing patterns or more severe disasters, you are not really interested.

RK: So willingness and commitment of local people and authorities?

P3: Yes.

RK: Okay, this was a bit on the section on theoretical questions on integration and integration in general. Now, I am asking a bit on DRR and CCA integration within the Red Cross Movement. So first of all, could you maybe describe the goal of DRR and CCA integration?

P3: The goal is, I think, is to work more effectively, if you put it very short. Because in the typical Red Cross projects, we were analyzing the past, looking only into the past, addressing typical disasters or prepare to reduce the risks. When we integrate climate change, we are also looking into the future much more and start to prepare earlier and are also focusing on the possibility that the risks we are addressing might not be the same anymore or the same patterns and this will increase. I think, resilience of the population, if you really prepare in a broader or better way and keep in mind that the usual patterns are changing.

RK: Are the DRR and CCA projects you currently have in Vietnam also integrated projects or are they rather just DRR or just CCA?

P3: All of them are integrated. For us, it makes not really sense to have a stand-alone CCA project.

RK: And you designed these projects in the context of the global trend of DRR and CCA?

P3: Yes.

RK: Did you use any guidance provided by the IFRC? Are there any documents that where very useful, when you designed these projects?

P3: I was not really involved in the design phase, but I know that some Federation booklets have been used, but also some GRC ideas and checklists after we had workshops at GRC headquarters and there was some guidance of the DRR advisor to our previous DRR delegate, who was the one involved in the design phase.

RK: So you do not remember the documents right now, which you are using right now?

P3: Not exactly.

RK: It would be great if you have maybe a chance to maybe look them up and maybe send the names of these documents you were using to me. That would be really of great help! Now I will ask you a bit on communication structures within the RC/RC Movement. How would you describe the relation between head and country office of the GRC concerning DRR and CCA? Is there a lot of guidance or freedom? Do you think you

have enough guidance or maybe not enough freedom to implement something on the country level?

P3: I think, and I can compare it with like ten years ago, the guidance has improved dramatically since Thorsten [DRR/CCA advisor of GRC NHQ] has joined our team. Thorsten in his very first month, he went with me to Bangladesh and to India and had a look at the DRR projects there, which were long-running DRR projects and then step-by-step, he developed his support, in the beginning for the DRR projects, to share the experience between the countries to make the design more like a GRC design. And then step-by-step, he also introduced the topic of climate change adaptation, by trainings, by giving guidance, by being responsive to emails. But on the other hand, the delegates on the country level are also very free, projects are designed and developed usually at country level, but then you are sharing them, the logframes, the ideas, the drafts and then you are getting feedback. So, I think, personally, we have a very good situation.

RK: And what do you think about the IFRC? Is there also enough guidance, is it maybe even too much or is there enough freedom? […].

P3: The communication between IFRC and GRC at country level or do you mean more what guidance we have on the websites or what do you mean?

RK: There is a lot of stuff on the websites, of course. Particularly, for your work in Vietnam, do you feel that there is enough guidance for your work you are doing there, are you missing something or do you think you would need more input in some particular area or is it even too much?

P3: At the moment, in Vietnam there are eight PNSs and the Federation. There is a very strong head of delegation of the Federation with a strong background in DM and also DRR and there is a strong willingness of all partners together with VNRC to share tools on CBDRM, community-based disaster risk management, and to share tools and to share approaches and to agree and that is a strong wish of the National Society, to agree on a so called one-programme-approach. It is a huge workload. We have a working group, where we are meeting from time to time. The main workload is shouldered by the Federation. I shall really give the head of delegation the credit for this, trying to get this cooperation really moving forward. We feel from time to time that we are overwhelmed by the sheer variance of documents and documentations. That is also something we also mentioned today, we are exchanging a lot of documents, but we are not able sometimes really read and follow-up, so we have to be very selective.

RK: How would you in your country delegation Vietnam learn about new approaches on DRR and CCA? Would you contact the head office, are there colleagues in Vietnam you are talking to other National Societies within the country?

P3: We are receiving information from the DRR advisor at German Red Cross headquarters, regular newsletters. There are also newsletters from the regional delegation of the Federation from time to time. There is a network, where people share information and experience. Actually there are different networks at country level, not only among the Red Cross, but among the UN and other INGOs. There are working groups. There are a lot of things going on. The problem is that very often you would like to attend or go and read, but you do not find the time.

RK: So in particular you named working groups within the country as a major source of information […]. These working groups are not only internal Red Cross working groups, but with national staff and institutions and other NGOs, is that right?

P3: Yes.

RK: Back to the IFRC guidelines. Do you think that they always fit the country-context,

because these guidelines are quite broad and maybe not very specific?

P3: They are not very country-specific. It is more the broader idea and then you have to really go down to country level and then you have to see what you can take on further or discuss further with the National Society.

RK: And do you think that these broad and overall guidelines are useful in general to give an overall impression?

P3: Yes, I think so. We have to have something more general plus something at country level like lessons learnt, best practices, experience exchange.

RK: In comparison with other countries, do you think the approach the GRC is taking in Vietnam concerning DRR and CCA integration is kind of similar or do you have some particular or different tools, approaches or priorities?

P3: To tell you the truth, I am not really aware. I think we closed the country office in Indonesia last year, where we had DRR projects, also DRR in schools, and I think in Indonesia, we did not progress so much with climate change adaptation, if there was something it was very limited. I am thinking about other countries in Asia. I think, Vietnam was actually the first one, which did the climate risk assessment, after the first climate risk assessment workshop in Berlin and the former DRR delegate was very strong in this.

RK: I mean if you do not know so many other projects that doesn't really matter. But, for example, what about other PNSs in Vietnam?

P3: No, they are doing not so much in climate risk assessments. GRC invited them to our climate change workshops. I think, the American Red Cross started now to look into this further and Australian Red Cross is our partner, because they are involved in the same project.

RK: [...]. We are now at the end of my questions. Is there something you would like to add, anything you feel that I have missed out on DRR and CCA integration or maybe any strategies or policies that come to your mind which are important in the context of Vietnam? Just anything that might be missing at this point?

P3: Yes, I think the Federation is now much more concentrating on health aspects as well, like dengue and malaria. They specifically recruited a health advisor with a health background. I am not sure how much climate change adaptation is integrated in these projects, but I think that there will be a specific discussion on this close to health related projects, especially for malaria and dengue in Vietnam from the Federation part. German Red Cross is not involved in any health projects. For us, it is really the old school linking and integrating DRR.

RK: And also for the coming years, you will probably have this kind of focus?

P3: Yes.

RK: Thank you very much for this interview!

6.3.4. Interview 4: IFRC/SARD regional office

Ronja Keweloh (RK): The interview will have first a brief introduction with questions on your occupational background, then I would ask some general questions on DRR and CCA, how they relate, what integration actually is and then I would ask some questions in relation to the RC/RC Movement. Okay, could you first tell me a bit about your

occupational background? For how long are you already with the RC/RC Movement or in the field of DRR or CCA?

Participant 4 (P4): I started working with the Red Cross in the nineties during the crisis in the Balkans, because that's where I am from. So I started working with the IFRC there during the big refugee crisis. So it's been almost exactly 20 years that I have been working on and off with the Red Cross. In the meantime, I also worked with some other NGOs over a shorter period of time. Most of my working time is related to the Red Cross. I worked in the Balkans, I worked in headquarters in Geneva, I worked in different missions and I also worked for the German Red Cross office. I managed the German Red Cross office in Delhi before taking my current post, which is a regional programme coordinator for South Asia.

RK: So right now you are with the IFRC. Do you know more or less since when the IFRC is engaging in DRR and CCA activities?

P4: IFRC and the whole Red Cross Movement have been engaged in different ways with DRR for over twenty or maybe even thirty years in different initiatives and it is one of the core activities. In recent years it has become a global trend so it gained more importance within the Movement as well with the development of different guidelines and initiatives. It is one of the core areas for the Red Cross for many years.

RK: And at the moment it is even getting bigger and bigger...?

P4: ...Bigger because of this whole global movement towards resilience building and reducing risks and the Movement is playing a very big role together with the UNISDR and the bigger global initiatives to that effect.

RK: How would you describe the relation of DRR and CCA? Is it quite similar or are there major differences?

P4: There are often different interpretations of terminology and some people might say that CCA is part of DRR and it is all together. Probably if you try to define the concepts separately, there are some overlaps, because we are looking at vulnerabilities and measures to be taken to address them. So in this sense, they are similar concepts, but there are obviously differences and different aspects of vulnerabilities that need to be taken into consideration when we are developing community-resilience programmes.

RK: Did something in particular happen that we had this shift towards resilience? How did this process develop?

P4: I tell you know my personal opinion, as you know, in the humanitarian and the development world, there are certain cycles an there are certain trends. It is obvious that the trend of the exclusive focus on major relief and response operations from the seventies, and eighties and nineties is now dying down. I mean, it is still there and still necessary, but clearly the governments have also recognized that they need to address the core issues. You can't just fire fight. I think, it is a global trend and the Red Cross Movement had to simply catch up with that trend and realize that the way we work with a heavy community-base, the nature of our work, we have a major role to play there. So it is a combination of external and internal factors that made it happen in recent years, in the last ten years particularly.

RK: Do you have a particular department for CCA within the IFRC office in South Asia?

P4: The International Federation of Red Cross and Red Crescent Societies has gone through a quite considerable restructuring process in the last five years, in the sense that it has decentralized. Most of the management and technical roles for the field operations are now based in the field. For Asia Pacific you have the office, so called the Asia Pacific zone, in Malaysia. However, the headquarters in Geneva play a certain role in providing

overall technical guidance, direction, engagement with bigger external stakeholders. And in Geneva, they have a big disaster risk reduction department. As far as Asia Pacific zone is concerned, to my knowledge they don't have a dedicated position, they have something which is called disaster management unit, which includes DRR as well as disaster response. And only now as we speak, they are establishing a position which is called the resilience coordinator. There is a lot of resilience work that has been done, but it's a great move that they are now actually establishing the position of a resilience coordinator, who will be specifically in charge of guiding the DRR agenda.

RK: But there is not a particular department or advisor for CCA? It is more a DRR and resilience focus?

P4: Yes, I think that person is basically dealing with CCA as well as DRR so it is kind of under that umbrella.

RK: Would say that CCA is included in DRR?

P4: It is included in DRR and in resilience programming. However, we have a Climate Centre, which is also part of the Red Cross Movement, which is dedicated specifically to this issue.

RK: Now I would like to ask you a bit about mainstreaming and integration. Do you think, there are any differences between the two terms and what do you understand of both of the concepts? What is actually mainstreaming and what is integration, can you describe it a bit?

P4: What do you mean by integration?

RK: Integration of, for example, DRR and CCA into programming. People talk a lot about these terms and they are rarely defined.

P4: For me, mainstreaming means incorporating certain cross-cutting issues. And there is a huge amount of cross-cutting issues that we have in different initiatives and over a period of time committed to include them in our programming such as gender, such as disability, such as silent disasters etc. DRR is a programme in itself, so if you ask me, to me DRR is not a cross-cutting issue, which needs mainstreaming, it needs dedicated focus in a sense. Then, within DRR projects, we can mainstream a lot of these other issues. But the terminology, when it comes to disaster preparedness, disaster risk reduction, preparedness for response, organizational disaster preparedness, there is a lot of overlapping and confusion in understanding, what is what and is one term replacing the other or are they somehow different. I think we need to look more at clarifying these different terminology terms.

RK: Would you say that the IFRC has rather mainstreaming or rather integration activities? Is there a particular focus on one of the two?

P4: There is everything. IFRC is in the process of making a major shift. You know, until recently, we had this so called silo approach of programmes. There were health programmes, disaster preparedness programmes, disaster response, things like that. And the whole shift, when we talk about resilience and DRR in a sense, is to integrate programmes and having some kind of comprehensive approach to vulnerabilities. But the bigger shift that this indicated is that we are moving from this traditional Red Cross response and relief profile to that we looking to longer term issues. And DRR is the perfect example of that and the whole resilience agenda. But we are a very big organization and a very old organization. And it is like a big ship that needs to change course, it takes time. At the moment, we are somewhere halfway. We are still trying to get rid of this old silo approach to this new integrated approach. You can find a bit of everything, I think, at the moment in Federation programming.

RK: But you think in future, the path would be more towards integrated programming?

P4: It is the trend that has been going on and building and growing globally. So, I don't see that changing any time soon. But sometimes trends change as well, you know.

RK: Is there some kind of factor when you can tell how to integrate something in practice, when something is integrated actually? How would you do it in practice?

P4: Well, right now, it started with these bigger initiatives. We are trying also to work out certain tools and mechanisms to help National Societies design proper integrated community-based resilience or DRR programmes. However, there is recognition that you can develop tools, you can develop guidelines and training materials, but you cannot expect that the integration is then the same way everywhere in the world. It has to be contextualized, so there has to be flexibility. At the same time, I would like to say that we talk a lot about integrated programming, but we still struggle in practical terms, how to really make sure that when we look at a situation, a programme, a community, whatever, that we really, really do consider all elements. You know, that we don't sit in a group of people and I am a health person looking only at health and you are a DRR person only looking at that. Still, I think we need to find mechanisms to make sure or somehow make it automatic through tools, through formats, through logframes, through monitoring and evaluation tools, that we incorporate all elements.

RK: Do you think that there are some barriers to integration or some factors that enable integration? For example, DRR and CCA are quite similar fields....

P4: ...yes, then it shouldn't be so hard. But here are external issues and there are internal issues. When you look at integrated programming, generally speaking, I think first of all, we introduce new concepts and new terminology, but when we work with National Societies on the ground, we need to take into account that they have different systems, which maybe cannot accommodate fully our new approaches. They still have their OD programme and their health programme and their DM programme. So we need to be flexible in that sense. This is an internal barrier in terms of the capacities of National Societies to really look in an integrated way, and skills that they need in that sense. Externally, if we talk about good integrated programming, we are looking at long-term programming, which again goes to the other dimension of funding and commitment. We are struggling as a Movement right now, securing the mid- to long-term funding for programmes. We still work in the old fashioned way with relatively short funding cycles of about a year, if we are lucky for some programmes. And this is an external issue and a big challenge for us. We need to secure longer term commitment to have efficient and effective community-based programmes like that.

RK: How would you advise National Societies that aim to be more engaged in DRR and CCA integration? Are there any guidelines?

P4: I think that National Societies, who are really facing the effects of climate change are already convinced in their importance. I don't think, you need to convince them to get engaged in whatever way they can. I think what needs to be done, is to discuss with them how we can facilitate this process and how to provide them with certain knowledge and tools to do it more effectively and also what I said today in the meeting and what I think is really important is, that we as an international Movement can play a role of a facilitator between the National Societies and their own governments, which need to be the main stakeholders in this type of activities in their own countries. We need to build those links and we can help them as an external partner to an extent to engage with their own governments and to work together.

RK: Does the IFRC provide particular guidance on DRR and CCA integration? I mean, there is so much guidance actually out there.

P4: Yes, there are so many tools, so many materials, approaches. The problem is that they are not all systematized. They all come from different initiatives and different periods and different contexts. And I think, this has been recognized and at least I hope at the Asia Pacific level with this new position of a resilience coordinator that it will be one of the priorities to really take stock of everything that is available and consolidate these tools.

RK: How would you define the goal of DRR and CCA integration? This global trend, why is everybody engaging in this?

P4: Well, I think that the impact and ultimately the cost, both human and material, and the cost on productivity and economic impact on countries has been so huge over the years that the governments and the international organizations simply decided it. If we are looking at sustainable development goals, if we are setting ourselves millennium development goals, sustainable development goals, we cannot do it, we cannot achieve it without addressing risks which are growing. So in that sense, I think, there is also an understanding that DRR has to be taken into account, because poverty and risks are linked and you cannot take people out of poverty if you don't address the risk they are facing and communities, they are living in. I think this is the main driving agent for DRR and climate change adaptation. And of course, the economic impact that these new hazards have on countries.

RK: How would you describe the relation between, in your case the Geneva head office and the country office here in Asia? Is there a lot of exchange?

P4: This is a complicated and difficult question, because it is a question that relates to the structure of the organization which has, as I said, recently undergone a major change. There are a lot of issues and I think that these will be addressed again very soon. Because we have simply quite a lot of layers, of management, of programmes, of guidance, of communication, we have Geneva, we have these zonal areas, we have regional offices like South Asia, for example, and then country level and then National Societies. Obviously, with so many layers there are quite a lot of challenges in assigning roles and responsibilities, in not duplicating work, in making sure that everybody is on board with whatever initiative. And ultimately, what is the biggest challenge, is trying to constantly remind ourselves that all these initiatives should be coming from the ground and should not be coming from the top. I'll give you an example, there is a very popular term now in DRR documentation, which says that we now need to focus on operationalizing the resilience agenda. And when I hear "operationalizing the resilience agenda" that means that somebody gave me the agenda from the top and I have to make sure that it happens in, let's say Bangladesh Red Crescent. And that is not the approach we want. We need to bring the best from down and trying to somehow feed the global agenda. This is the challenge. This is the big challenge for us.

RK: So there is still a lot of top-down way of communicating?

P4: Inevitably. I think the Federation, the Movement, is playing a much more active role in feeding into these global initiatives. We are very active with UNISDR. We are feeding into the global commitments, into global declarations. We are participating in inter-governmental DRR meetings. We are a very vocal stakeholder and we are committed to all the major issues. Partly, we sometimes still have this disconnect between our big global commitments and the reality on the ground, which is much more limited, let's say.

RK: Do you have the feeling that the IFRC headquarters in Geneva provide enough guidance to the country offices and the regional offices? Is there enough freedom to act

in a regional context or is there more guidance needed or less, more freedom or less freedom?

P4: This is a difficult question again and it really depends a lot. It is not so uniform. It is difficult to answer it in a general way. From what I see what happens is, also for the way of funding, you know, we are having less and less funding for our programmes and the funding is focused more and more on country level. In a sense it's good for the actual real programming on the ground, because the funds come to specific countries, where donors have interest. And in a sense that they have the freedom to design their programmes, right? So it that sense it is okay, but freedom-wise, I wouldn't call it a problem in that sense, but there needs to be streamlined positions, when you say guidance. Sometimes, there is a disconnect of the guidance they receive, what is happening on the ground, what type of guidance they need, what type of support they need, especially when it comes to resource mobilization. There are quite a lot of misunderstandings in that sense, which are part of this structural issue, which everybody acknowledges and that needs to be addressed.

RK: Within the South Asia regional office does your main learning or knowledge-sharing of information on this topic come from Geneva, from other National Societies, from other colleagues or NGOs in the area?

P4: Regional offices in the Federation structure had and still play, if you ask country offices of National Societies in the regions, an important role, but somehow with this decentralization, I think, a lot of potential has been sucked out of regional offices. A lot of things are managed now between countries and directly let's say the zone, which is really our main management point, not anymore Geneva. And there is from all the discussions we have had recently, there is a common agreement that this is wrong. If you need capacities for knowledge-sharing, for technical advisory support, which is what we do, it is logical that it is closer to the field, that means in the regions, that regional offices are more aware of the real issues in the regions rather than some remote office in Malaysia or Budapest or Geneva, ultimately. But at the moment our role is a little bit undermined and we will see with this review of the current structure whether that will be rectified or not. But we still do play an essential role in providing technical support to country offices in the region on issues like DP, DRR, on development and review of these contingency plans, guidelines, training, things like that, knowledge-sharing, exchange of best practises, all these important elements in this long-term programming. We play that role.

RK: Do you have the feeling that these overall guidelines the IFRC is providing are always suitable for different contexts National Societies work in? Are they always adaptable, because they are sometimes quite general and not very country- and context-specific?

P4: I think they have to be general. You cannot make a perfect tool and guideline for 189 National Societies that is relevant equally to all of them. The problem is the application of these guidelines. There is a huge amount of amazing materials, tools, resources, documentations, achieves, evaluations, lessons learnt, exercises, real time evaluations. Now, during the Ebola intervention in Africa, there are now commissioning a real time evaluation of the Federation's response to Ebola as they are doing it. There is amazing stuff and knowledge available. The problem is, is it and to what extent is it used? Is it properly adapted? When you talk about guidelines, the fact that it is general is not the problem. It is that how well it is adapted to specific needs? Is there that additional technical support? This is where we can improve and use the lessons learnt better.

RK: Do you think that National Societies sometimes struggle to adapt these guidelines to their particular context?

P4: I can't give you examples, I don't have that level of detailed knowledge, but I would imagine, probably at some level. I wouldn't be surprised if they are unaware of some of the materials and tools available that they could use. So they struggle in redefining and reinventing materials. How much time and energy and resources have been spent on recreating things that already exist?

RK: But is the IFRC always communicating these new guidelines, any new materials that are published?

P4: Yes, there are ways. They do, in principle, but people change, systems change and things sometimes get shelved and forgotten. And what really needs to be done is systematizing the knowledge that is available and ready to use basically and use it. Take the dust off and use it! It doesn't really require so much effort. It needs to be systematized.

RK: So, at this point, I am at the end of my questions. Do you feel that there is something, I missed out on the topic, is there anything you would like to add at this point, something on DRR policies or strategies, which is important?

P4: Yes, I would like to add something. I think it is an inevitable and an important and a crucial shift, a paradigm shift in this whole resilience building etc. However, we need not become victims of trends. There will always be a need for strong disaster response and relief. We cannot forget that and we cannot in the context of the Red Cross undermine that we have always had a strong role and strong capacity in that. And there are fears that this is getting sidelined. There is no need for that. That can still be maintained. And secondly, I think it is important to remember that not everything can be integrated and that there are certain important elements of the work that have to exist separately and that are now in danger again of being a little bit dropped which shouldn't be like that. This is my perception. Sometimes we become victims of trends and we shouldn't forget other stuff that we are doing well.

RK: Yes, right now everybody is talking about resilience and in five years it's maybe another term.

P4: Exactly. Different people have obviously different positions. But many of my colleagues and your colleagues from the same sector of work, not necessarily from the Red Cross, they'll tell you, this whole climate change adaptation, what does this mean? People who face climate change issues on the ground have to adapt? They automatically adapt! This is again radicals, radicals of that line of thought that tell you that this is an invention again. I am not saying that I agree with that, I am just saying that we need to be realistic about stuff.

RK: Thank you very much for this interview!

6.3.5. Interview 5: PRC/the Philippines

Ronja Keweloh (RK): The Interview will first have a section dealing with your occupational background. Then I will ask some questions on DRR/CCA in general. How do you understand these terms? Are they the same? Are there mayor differences? And then I will ask a bit on programming within the RC/RC Movement. How do you do it actually in practice? So first a bit on your occupational background: For how long are you already with the Red Cross Movement and for how long are you in the area on DRR and CCA?

Participant 5 (P5): With the Red Cross Movement, I started as a volunteer five years ago. I started first at the branch level for almost a year and then that was the time I applied at

the headquarters as a staff. And as a staff it is already four years in September, but together with the volunteer period, we can say five years working for the Philippine Red Cross.

RK: And in the field of DRR/CCA?

P5: In the field of DRR, I started as a staff in the headquarters supporting a German Red Cross funded project. The first one was disaster preparedness in schools. That was in 2010. The PRC was just moving into the new framework of disaster risk reduction. Before, it was mostly disaster preparedness or disaster response and DRR was just a new concept that they were starting to implement in different areas. My first area was just in the schools. Because with the German Red Cross, they were already bringing in DRR as a concept, not just the preparedness part of the risk reduction. So, we were starting some things already with DRR in schools. At the same time, from PRC side, we were supporting them with IEC materials. We were developing this, the one that Thorsten [DRR/CCA advisor of GRC NHQ] was showing before, IEC materials for the schools and then some IEC materials for the community.

RK: Was there any reason for this shift you just mentioned from preparedness to disaster risk reduction? Or was there any event maybe happening in the Philippines why you focused on disaster risk reduction?

P5: It was also our new law, the DRRM law or the RA (Republic Act) 10121. Before, the Philippines were more focused on disaster response. So every law or all calamity funds have been just for response. Because of the DRR concept that was introduced globally, the Philippines also entered this new law in 2010, but it was only implemented recently. It was released as implementing laws and regulations in 2011-2012. There was this shifting already. Instead of just responding, the government is now prioritizing the risk reduction aspect. That's why, for example, what Donna [Climate Centre representative] mentioned, we have had this calamity fund before that each local government could only access if they would declare state of calamity. But with the new DRRM law, they have a certain percentage, they can access for preparedness and risk reduction, not just the quick response funds. With that the PRC also shifted their programmes to this changing law. Because in the Philippines, based on our law, the Philippine Red Cross is an auxiliary to the government. If the government is prioritizing risk reduction, we also have to change our programmes in line with the government.

RK: And the government shifted because of this global trend of DRR?

P5: Yes.

RK: Does the Philippine Red Cross have any DRR and CCA activities at the moment?

P5: I can say that the DRR and CCA concept is still a new thing in the Philippine Red Cross, because for the past few years, it was just DRR. And CCA is still something new, it was not yet something concrete that the PRC can do, but I think it started 2008-2012. That's the time that CCA was introduced. We had trainings on CCA. So they are doing some things already. Those projects are funded by other PNSs, like for example the PFR (Partners for Resilience), or the Netherlands. They are the ones leading the DRR/CCA debate. But PRC wants as much as possible that all DRR programmes have already mainstreamed the CCA component. Some of them are just in small activities like, for example, the VCA. They are finalizing the equation of CCA already in those things. And the IEC materials are already incorporating CCA. Before, we thought that CCA is a different thing from DRR, but now it should be mainstreamed. In all of our materials, it should not be separate. So that's why we were reviewing the IEC materials, to incorporate CCA inputs. We had before some interns from the Climate Centre, who reviewed our materials and they gave us some inputs how we can integrate CCA in those

things. What we were mentioning before, because of the frequent disasters, these activities or these programmes were postponed or delayed.

RK: But CCA is not particularly imbedded in some law in the Philippines?

P5: Yes it is. Actually, the CCA law was first enacted before the DRM law. So we have a climate change act, which was now changed. So in the Philippines, there is a different law for CCA and then a different law for the DRRM and this was 2010-2011. But now they are starting to also integrate CCA in the DRRM law. But it is still a bit difficult, because of the present laws. There are two different laws. One law, where we have DRM plans and the CCA law where we have a climate change action plan.

RK: So if it's already separated in the laws, how is it within the PRC, are there different departments maybe or advisors for DRR and CCA? Or is it just one?

P5: It's one, because even if there are two separate laws, the government wants it to be linked as much as possible. And it's the same within the Philippine Red Cross. We have two different legal bases to implement these projects, because anyway, DRR and CCA are closely interlinked with each other. So that's what we are also telling the different chapters or the communities that we are working in. There is a department working for CCA, primarily it is just disaster management, because in our setting it's almost always DRR and CCA, but now we are linking CCA also with health. Before it was only DRR and health and now we are pulling the health component to our programmes. It's the same with livelihood. It is starting already.

RK: How would you describe the relation of DRR and CCA? You mentioned that they are separated in laws, but that you try to link them in practice. Are the two fields kind of similar, are they even overlapping? How would you describe the relation of DRR and CCA?

P5: Based on what we were experiencing and based on what we were learning, there are some areas that are linked together like one is affecting the other. Then there are also some areas were one is overlapping the other. There can be some disasters without the climate change component, but then there are some disasters that are very much affected by climate change, so they are linked. In some areas, the climate change effects are not already resulting in a disaster now, but maybe in the future it can result in a disaster. So the practice of risk reduction is needed in order to prevent this.

RK: You talked already quite a bit about mainstreaming. What do you actually mean by mainstreaming? Can you explain this term a bit? How do you mainstream one field into another? What does this process of mainstreaming mean to you?

P5: For us, mainstreaming is in the sense that we do not treat it as a separate activity or a separate concept. Like in our programmes we do not think, because I'm only doing shelter, I am only thinking about disaster risk reduction. We are also supposed to think about the climate change component. Or with regards to the health programmes, we do not just think about health, health problems and diseases and then the health problems will arise after the disaster. But now we have to think again, what can be possible health problems coming in the future, because of the changing climate. In our activities, we do not say we are only doing this one activity, for example, IEC campaigns only for one topic. If we are already doing IEC materials, we want to put in what are the other related topics into that particular material. So for CCA we put it together with DRR topics. In that particular example in the flipchart, it is not just the concepts of disaster, like hazard, risk, vulnerability, capacity. It also has the topics of what is climate, climate change, El Niño and La Niña and in the last part there is a health component.

RK: In comparison with integration, is it kind of the same, mainstreaming and integration or are there any differences between them? What is your opinion on this?

P5: The integrated programming that was a new concept that the PRC just started, particularly for the Haiyan, with different sectors: there is shelter, there is WASH, there is health, there is livelihood. But what we understand for mainstreaming, for example, DRR is mainstreamed in the different sectors. There is DRR in shelter, in health, in livelihood, in WASH. CCA is also mainstreamed in shelter, in livelihood and in WASH. That is what I understand about the integrated and the mainstreamed programmes.

RK: So mainstreaming would be that you have one field, for example DRR which should be linked to other fields. And integration is rather bringing different fields together?

P5: Yes.

RK: Is your National Society, the PRC, involved in mainstreaming and integration activities or do you have a particular focus on one of the two?

P5: The goal of the PRC is of course mainstreaming. Yes, we have it in our framework. It says that we have the mainstreaming. First there are, what we call, thematic issues that are gender, disability, those things and the other one is climate change adaptation and DRR. We only started the integrated programming this year for Haiyan. Hopefully, it will be successful. It is really a nice programme. Because basically, we are supposed to give what is really needed to the affected people. We are already there on the ground so it makes sense that you give them the full package, the integrated programme and that you not just focus on one sector. You are already there and you can see that there is a need for the different sectors and that is why we are doing the integrated programming.

RK: So, the reason why you engaged in this integration and mainstreaming activities was also this global trend of bringing different fields together or was it the particular event of the typhoon Haiyan that you more engaged in these activities?

P5: I think it is also that it is becoming a global trend. And typhoon Haiyan was just a starting point. It was already in the planning of the PRC, but because of Haiyan we thought, okay, we can do this now. We can start a new programme now and we can start this now.

RK: And within these integrated programmes you have, how would you describe this process of integration? When can you tell that something is integrated? How do you actually do integration in practice?

P5: Since the integrated programming is just starting, there was a lot of discussion of how to really integrate from the start. One challenge was, since it was new, that there were still not enough guidelines or the practical how to do integration on the ground and we could not wait for those guidelines before we start on the ground. What happened was that we started with shelter, because they needed the houses already, but on the national level, they were still formulating the guidelines. What is happening now is that we are trying to catch up with what was already finished. Before, the thinking was: we do first shelter, then we do the latrines, we do the health and the WASH programme and then we do the livelihood and the DRR, because they were thinking about timelines and all those things. But because of the integrated approach, you have to start all as much as possible at the same time. If you only build the house, what next? But it was a challenge first, because there were no proper guidelines yet. And next, it was because of the resources, the majority just had funds for the houses. But after the houses, they also needed latrines, it is not practical that you go back again to the house and build the latrines. But that is what is happening, because we already did something in the shelter part, it was already started earlier and then the other components later. Now in other areas, they are doing the things already at the same time, because the funds were delayed, so they are only starting now, right after some of the guidelines have been disseminated already. So they can start everything all at the same time. That way, the

community will also be surprised. They receive one thing now and later they receive another thing and later another thing. The continuity of the assistance that we are giving, it makes more sense, if it is more close together, as much as possible.

RK: And barriers to integration could be funding and resources and lack of guidelines, these kinds of factors?

P5: Yes.

RK: Are there also factors that enable integration that are needed or helpful if you want to integrate something?

P5: In our case, it is that we can already do the integration component in some of the sectors like shelter and WASH. But in other components it is hard to think about the integration, for example, in livelihood, because livelihood is a new thing for the Philippine Red Cross. Before, it was just provision of seeds or provision of inputs or giving them some kind of alternative livelihood, but if we put it together with the other components, it is like: how do we do this? As I said, there is no expertise from that particular field. For example, in health and WatSan we have already skilled personnel, we can say experts in those fields and that is why it is much easier to integrate them in the shelter part. Even before, when they started to implement the shelter, we were already thinking about the WatSan component. We thought about that we have to make sure that the houses are spaced in a way that you can still put in the latrines, still according to the Sphere standards. And in regards to the DRR component, our houses need to be more resilient. Actually, the side of the house was tested or designed by the shelter people, the engineers, in a way that they can say it is a more resilient shelter that can resist this specific wind speed. Also in the software part, the teaching of the carpenters and the actual beneficiaries, what they can do to ensure that their houses are build in a safer way. It already started from the beginning.

RK: Do you think that integration is always useful? I mean, DRR and CCA are quite linked as fields already and you said that, for example, with livelihood is sometimes a bit problematic to link it. So do you think that integration is always useful or are there some fields or circumstances where it might be not very appropriate to do integrated programming?

P5: I think it depends on the area and its needs. For example, in our case, all the different sectors are in need so that is why they all should be integrated at once. But maybe in some areas, you only need two different sectors, so you only need to integrate those particular fields.

RK: How would you describe the goal of DRR and CCA integration? It is kind of a trend right now, but why?

P5: From our side, the ultimate goal is to build safe and resilient communities. In the Philippines, as a disaster-prone country, every year there is something big happening. We cannot prevent those big things and those events happening, but we want to at least either minimize their effects to us or at least make us more able to cope or at least to bounce back from that particular event. That is always our goal.

RK: Do you think that the IFRC provides enough or a lot of guidance on this topic or is there a lack of material? Are you using a lot of guidelines from the IFRC in the PRC or do you have other sources where you get your guidelines from?

P5: We are using the IFRC materials, but for the past year, because we experienced a lot of disasters, we were not aware of the new materials. But, yes, the IFRC is providing support in DM, surveys for DRR, and they always deliver trainings and funding support for IEC materials.

RK: Do you have the feeling that you need more guidance or maybe even more freedom on the country level or is it balanced?

P5: I think it is balanced, because in regards to DRR in the Philippines, the PRC is the one already carrying out these activities. I am not sure on this, but I know that they are thinking of real or more assistance from the IFRC in country delegation. They are there to support, but I think the PRC knows already how to do it with this new topic, DRR and CCA.

RK: How would you describe the relation between head and country offices of the PRC? Is there a lot of exchange of knowledge on DRR and CCA? Is the communication maybe top-down or bottom-up? How would you describe these internal communication lines?

P5: I think it is both, for example, all the trainings and workshops are being conducted from the headquarters. They are bringing in the chapter representatives, depending on which area they are going to train. But then there are also cases, especially, when there are projects funded in the area, either funded by the different Partner National Societies or by governments or by other fundraising activities of that specific chapter, where then they have best practices and lessons learnt. These are also shared to the national headquarters, but it has always been our challenge of how to document this properly. We have a lot of learning on the ground, but we lack the manpower to collect all of this and then document it [...]. We lack enough people also in the headquarter level to go down to hundred chapters. Sometimes, when a disaster was happening, they were not always getting all the information from the ground to the headquarters and then document it properly. But there is always a share of communication from the field to the headquarters. For example, in our disaster management surveys, we have technical people assigned for each area. There are regional people as focal persons, which are the ones in charge to capture what are the best practices. But it's a work in progress, because it was only last year that they had enough people, enough staff.

RK: Do you also feel that the level of guidance and freedom is balanced within PRC head and country offices or is there more guidance needed from the head office in Manila or maybe more freedom on the country level, for example, for the implementation of programmes or is it also quite balanced?

P5: I think it is quite balanced. In some areas, the headquarters know that they can just let the chapter move, because the chapter already knows most of what they do. In some areas, they know that they have to supervise the activities of the chapters. It is also vice-versa, some chapters really request the help of the headquarters for their particular area, because they have new staff or they have difficulties with the local government, because it is a new person and so on. And in some chapters, they were just sent to the headquarters for personal outputs, because they have been doing this for how many years already, the local government recognizes their efforts, so it's easy for the headquarters to say we can do it already.

RK: Shortly back to the IFRC guidelines. Do you feel that they are always adaptable to the Philippines and that they fit the country context? Are they useful for you or not very much, because they are quite general, actually and not very specific and suitable maybe?

P5: They are still useful, because they are just guidelines anyway. It helped us, for example, in the VCA, it helped us to formulate the tools and the activities and then it is up to us of how we make it more suitable for the Filipino communities. We can decide what elements we want to include. At least we can modify it a bit so that the people can understand it more.

RK: How do you learn about new DRR and CCA knowledge? Would you exchange with other National Societies, would you learn from the IFRC or from other NGOs or experts

from your country? Is there a main source where you get the knowledge from or is it all of them?

P5: I think it is all of them.

RK: In comparison with other countries, do you think the PRC has a similar approach than other countries in DRR and CCA or do you have particular priorities? Do you do something a bit different than others or is it more or less what everybody is doing?

P5: I think it is more or less the same. The only difference is in how we are able to do it. What they learn from the other countries is, for example, that some of the Red Cross National Societies are not given enough freedom by the local government in how they can implement this. Or sometimes the local government only focuses in this particular field, for example, it is only response. In the Philippines, we are given more freedom on how we can implement. We are backed by our own law. We are given more freedom to work. You know, we can insert our activities in the different sectors, but I think it is pretty much the same.

RK: Actually, now we are at the end of my questions. Is there anything, you would like to add? Do you feel that I left something out, which is particularly important in the Philippine context?

P5: I think we covered everything.

RK: Okay. Thank you very much for this interview!

6.3.6. Interview 6: RCST/Tajikistan

Ronja Keweloh (RK): First of all, I will ask you some general questions on your occupational background, like for instance, for how long you are already engaged with the Red Cross Movement. Then I will ask a bit about DRR and CCA and what the Tajikistan Red Crescent is doing at the moment and how and if you use IFRC guidelines and what is the communication with the IFRC and other National Societies in Tajikistan. So first of all, can you tell me a bit about your occupational background, how long are you already engaged with the Red Cross Movement and how long are you in the field of the DRR or CCA?

Participant 6 (P6): Actually, I am working for the National Society of Tajikistan, the Red Crescent Society of Tajikistan, since 1990. I started my job as a population movement coordinator dealing with refugees, returnees and IDPs in Tajikistan, including Tajik refugees and Afghan refugees, because in Tajikistan there are many Afghan refugees using Tajikistan as a transit for leaving for third countries to Europe. I was dealing with it until 2004. Since then, I fully transferred to the disaster preparedness programme. At that time, DIPECHO 2 started in Tajikistan and since then I was involved fully in disaster preparedness and response activities of the National Society of Tajikistan. I was working with ECHO and DIPECHO projects, since DIPECHO 2 up to DIPECHO 7. Now I'm working as a DRR coordinator in the National Society and am responsible for the disaster preparedness and response activities, which we call now DRR activities. And at the same time, I am fully responsible for the DIPECHO 8, which is supported by ECHO and implemented in cooperation with the German Red Cross.

RK: Does the Tajikistan Red Crescent have any DRR or CCA activities at the moment?

P6: Of course, the climate change influenced all the country. Many countries are already affected, including Tajikistan, but as far as Tajikistan is a landlocked country, we didn't feel so much influence of climate change in comparison with other Asian countries,

which are near to oceans. But anyway, the population of Tajikistan felt the influence of climate change in recent years, for example, they had bad harvest due to climate change. Last year, we had, for example, unusual winter, very harsh winter. Also there were cases, where we hadn't have a normal spring, but in fact, Tajikistan has four proper seasons, but due to climate change, the last years, we had no spring, for example. The winter times last till the end of March and starting from the end of April, we quickly move to the hot weather. That's why there is no normal spring and many farmers had no good harvest. Tajikistan is fully an agricultural country and many people depend on agricultural issues. Then, farmers feel more the effects of climate change.

RK: Is the Tajikistan Red Crescent still focused on DRR or do you also have some CCA activities at the moment?

P6: Of course, the Tajikistan Red Crescent has according to its mandate, according to the statute, according to the MoUs (Memorandum of Understanding) signed with the partners, an auxiliary role to the government. Of course, we are dealing with this issue also, as far as we are filling some gaps in the government. We provide some public awareness campaigns, public awareness activities on CCA among our target groups. We also had some two, three years ago a separate programme on CCA, but due to lack of funds from Federation, we now integrated this issue into the current programmes. Fortunately, we have now DIPECHO 8 and in the DIPECHO 8, there is also a climate change topic. But nevertheless, we also do integrate the issue of climate change in our programmes. According to our mandate, we are working on climate change adaptation. Initially, we started with climate change awareness, but now we are working on climate change adaptation, because the people had to deal with it.

RK: Since when are you engaging in DRR and CCA activities?

P6: I am involved in DRR since 2004, as far as DIPECHO 2 started, but regarding CCA issues, we really started engaging them in our programmes since 2011.

RK: Was there a reason why you started to engage in this and why you changed your focus? Was it because of this global trend or was there a particular event happening in Tajikistan?

P6: Yes, before we heard about it. As I told you, there wasn't some essential influence in Tajikistan, but in 2008 and 2009, we had a very harsh winter in Dushanbe, in the capital, where in a normal winter it is minus 20, minus10 maximum. In 2008 and 2009, we had up to minus 25, which is very unusual for Tajikistan. And since that time, we had in different regions up to minus 35 or 50, in some areas, for example, in Badakhshan, which is in the Western part of the country. This and also this unusual spring shows that people started thinking that in fact climate change is already influencing the population. And since 2011, when the National Society also started to work on this issue, we are active in this issue, DRR and CCA.

RK: Is there a particular department or advisor for DRR or CCA within the Tajikistan Red Crescent?

P6: Actually, the disaster management department is dealing with CCA.

RK: Only CCA, or also DRR?

P6: Yes, both of them are in the disaster management. I'm working since fifteen years in the National Society, and we have, for example, the German Red Cross expert office, which is very experienced with this issue. We have a Federation office in the country. There is not so much a need for the experts and expertise. They provide enough technical assistance to the National Society.

RK: How would you describe the relation of DRR and CCA, is it really linked together, is it even kind of the same, is it overlapping or is it rather something separate, because it's addressing maybe different issues?

P6: No, I guess, it should be one issue, because as a result of climate change, the numbers of big scale natural disaster went up and the operation of the National Society and the work became more. And that's why they are linked and why we are dealing with this issue within our department, the disaster management department.

RK: Do you have any mainstreaming or integration activities, like integrated programming or mainstreaming of DRR or CCA or is it rather one DRR project and one CCA project?

P6: No, since 2011, this is integrated into the disaster management programme. For example, at that time, in line with the disaster management programmes, we also conducted a series of awareness meetings starting with school children, communities and stakeholders on climate change issues. Since last year, we started integrating it into other programmes, for example, we have a water and sanitation programme. The provision of pure drinking water is problematic in rural areas. Also, we included the topic of climate change in so called first trainings to introduce it to the population. During these first trainings and during the provision of pure drinking water, they are raising awareness on this problem of climate change.

RK: Do you see any differences between mainstreaming and integration? Is there any difference in these two concepts, to mainstream something in a project and to integrate something in a project?

P6: Really, I guess, maybe it's like a synonym.

RK: Yes, because there are these two terms and they both mean linking something together, so there is not really a difference?

P6: No.

RK: You talked already about the integrated programmes you have in Tadjikistan. How do you do this in practice? How can you tell that something is integrated? How does this process work in practice, to integrate something in a project?

P6: It's a very interesting issue. It's easier to explain, to raise awareness on this issue among the population, among school children. As I told you, since the last years, we felt this climate change issue in Tajikistan. It's easier to explain it to the population, because they are already experiencing it. For example, last year at the end of March, there was snow, heavy snow in Tadjikistan. It was very cold in Dushanbe, which is very unusual. As I told you, communities fully relate on harvest and farming and everyone is complaining on bad harvest and they know very well, when you explain this. This is happening due to climate change. And while they see this, it is easier for them to understand and they easily accept this climate change right now.

RK: Back to this question, how do you integrate something in a programme? Is there a particular process, if you want to integrate one field into another? Are there steps to consider, some factors that enable integration? How do you do integration in practice?

P6: I am using the formula of vulnerability. There are more vulnerable communities that have less capacities to deal with DRR, for example. If we work in a community on DRR issues, the community should be more vulnerable, at least more vulnerable in poverty. That's why climate change influences their level of life and we have to come and to integrate it in order to be efficient. This issue is very essential for us to include it in our programmes.

RK: Do you think integration is always useful? Or is there maybe some programmes, where is it not very appropriate to integrate something?

P6: As far as I'm fully devoted to DM, I always say that it's good. For example, while we prepare, while we make response, while we work on DRR, there should be always coordination. All parties should be in one circle in order to prevent, to respond and to prepare and that is why integration is a very essential topic.

RK: Can you think of any barriers to integration?

P6: Of course, there are some programmes that are just focused on results and that can be problematic. So, I guess, it depends.

RK: And do you know any guidance provided by the IFRC on DRR and CCA integration? Are you using some particular guidelines for your integrated programmes, maybe from the Federation or from other National Societies?

P6: Actually, when the National Society started working on DRR in 2011, we used widely documents of the Climate Change Centre [sic] from The Hague, which is the Federation Climate Change Centre [sic]. We received many books, because many modules, many information from this Centre, even specialists from this Centre, visited Central Asia and provided training for us, because at that time DIPECHO 6 was supported by ECHO through the Netherlands Red Cross. And Netherlands Red Cross just provided us with all, for example, training modules, books, from this Centre. It was a very good connection.

RK: How would you describe the goal of DRR and CCA integration? I mean, at the moment, everybody is more and more engaging in these activities, but what is the reason for this, what is the goal of such programmes?

P6: As I told you, there are more disasters related to climate change, more vulnerability, and it makes our work more difficult. That is why, I guess, that it should be integrated and it should be in one line.

RK: So, strengthening the effectiveness of programmes?

P6: Yes, and prepare the population to prepare. For example, we had a last baseline survey which we conducted with the DIPECHO 8, also supported by German Red Cross, which revealed many issues related to climate change in our target area, because there was a point that people had to change even the territory or the size of harvest or just even change the harvest, the kind of harvest. For example, if we have no normal spring, some harvest is impossible to plant. And this is why some of them changed some plants and other ones just changed the territory, because it depends. People in communities really started to feel this. From one side it's a positive thing for us, because it's very easy for them to understand.

RK: Do you have the feeling that the general guidance, for example, provided by the IFRC is always adaptable to Tadjikistan or are there challenges to adapt these rather general guidelines to your country, because they are not very context-specific?

P6: These guidelines are not at all times proper for our country. Even if I compare now Tadjikistan with Bangladesh, even if both of them are in Asia, they are totally different. In these guidelines, there are often some examples of climate change in Asia Pacific or South Asia, or even in Europe, but Central Asia is somehow different. That is why it should be sometimes elaborated and adopted to the regions.

RK: But should this be facilitated by the IFRC or by the different National Societies to adapt the guidelines to the countries?

P6: Of course, it should be done in consultation with the Partner National Societies, like Netherlands Red Cross or German Red Cross. At the moment, they have much capacity in comparison with Federation, which has many difficulties now in financial issues.

RK: And within Tadjikistan, or especially the Tadjikistan Red Crescent, how do you learn about new DRR and CCA guidelines and knowledge? Would you exchange with the IFRC, with other National Societies, NGOs, experts within your country? Is there a particular focus how you get your new knowledge on these topics or would you consult all of them?

P6: Actually, as I told you, in Tadjikistan, there are two kinds of groups. There is one group at the governmental level and another group of NGOs including National Societies. There is a group, Tadjikistan Climate Change Network, which combines organizations working on community level dealing with climate change issues, and National Societies are part of this group. We are sharing our information on this issue. And, of course, we see how other organizations deal with climate change topics.

RK: Again, a bit on the communication structures within the Tadjikistan Red Crescent. I guess that you have several branches within the country?

P6: Yes.

RK: How would you describe the relation between the head and country offices of the Tadjikistan Red Crescent? Is there a lot of exchange of knowledge or guidance provided? Is it rather top-down or bottom-up? How would you describe it?

P6: That is a very good question. The Tadjikistan National Society has 69 branches country-wide. We call them branches in comparison with chapters here and our branches are country-wide. We have branches in each district, in each city and in each province. But taking into account the frequency of disasters, we are establishing since 2004 national disaster response teams, which we also call emergency response centres (ERCs). And country-wide, we have ten of them. And these 69 branches belong to these ten centres. We have no possibility to train each of the 69 branches, but we have the possibility to train our emergency response centres. Each emergency response centre has a NDRT, a national disaster response team, consisting of twelve people trained in DP, DRR and first aid. And once per year, we always organize one or two meetings with our ERC and NDRTs, with our national disaster response teams in order to train them. We refresh their knowledge, because there is some turnover. Some are leaving the National Societies and that is why we also have some issues with migration, with people who leave for Russia. And that is why we organize these annual trainings for the NDRTs. In such way, they are trained and aware of the new issues.

RK: Are the headquarters communicating with all of the branches? Are they providing them with strategies and guidance or do the branches rather develop own approaches within the different districts? How do they communicate with each other?

P6: I rephrase my answer. Regarding statute works, regarding the issues, which are related to the National Society in general, our leadership contacts directly our provinces. For example, they are connected with the province and the province is connected with the districts. But regarding disaster management issues this is different. I just want to outline that the disaster management in the National Society has four priority directions and two of them relate to disaster management. Firstly, there is disaster preparedness and secondly, there is disaster response. And that is why DRR is a priority activity for the National Society. But we are not connecting with each district. We are connecting to districts via our emergency response centres. It's easier for us and in case of disasters, we quickly have access to remote areas through our emergency response centres.

RK: Can you say that there are both top-down and bottom-up lines of communication?

P6: We started since 2000s to establish so called local disaster management committees. For example, the criteria of establishing such a group are fist of all that the area is disaster-prone. For example, if it is a remote disaster-prone area, we establish a local disaster management committee with a group of ten to fifteen people. We train them on disaster preparedness and response, DRR and first aid. And in case of a disaster, we work in these communities through this group. This group raises awareness in peace time, but in case of a disaster, they provide relief. We are working through these teams and it is a very effective and efficient work for the National Society. And this improved our image in regards to the government. They recognized and they acknowledged that the National Society is strong through its community-based organizations.

RK: Do you think that the level of guidance and freedom is balanced within the different branches and the headquarters?

P6: It is very difficult for branches to really accept these guidelines. They are sitting in remote areas. That is why we explain these documents to them, the meanings and the use of such kind of information, which we provide to them.

RK: And in the context of the IFRC, do you also feel that you have enough guidance or enough freedom or is it maybe even too much guidance or is there something missing? Do you think that in a particular field they don't cover it really and there is some guidance lacking? How would you describe the relation between IFRC and Tadjikistan Red Crescent?

P6: Do you mean the relation in the context of CCA and DRR?

RK: Yes, relating to DRR and CCA.

P6: Actually, until 2011 or 2012, the Federation was very active as well, but since 2012, Federation representation in Central Asia became very weak due to lack of funds from our traditional donors, from Swedish, Finnish and Norwegian Red Cross. Suddenly, they stopped financing the programmes and since that time, there is not much support from the Federation, what is related to the lack of funds. Before, Netherlands Red Cross was very active and now it is German Red Cross and there is some assistance provided by the Finnish Red Cross, some small assistance. And that is why the cooperation with Partner National Societies, which have capacity, is very important for the Federation.

RK: You already mentioned that Tadjikistan is not that affected by climate change yet in comparison with other countries. Do you think you have some particular priorities when it comes to DRR and CCA integration? Do you focus on something else or do you have a similar approach in comparison with other countries?

P6: I always compare everything. For example, even if I see the damages and issues here, I can't say that there is no influence of climate change in Tadjikistan. There is influence of climate change yearly, it's going up and people really understand that it's influencing. That is why it became easier for us now to provide such kind of information and to discuss climate change adaptation with the population. And we started to work on climate change adaptation with the population.

RK: And do you think that your current programmes are kind of similar to programmes of other National Societies in regards to DRR and CCA integration? Do you have a similar approach?

P6: Honestly saying, in 2012, when I was hired as a consultant for one project in Nepal, I have seen, how strongly the Danish Red Cross provided assistance to the Nepal Red Cross for many DRR interventions in communities. For us, there is still not much assistance in comparison again with other National Societies. For example, there are

many livelihood projects supported by the Danish Red Cross, but we don't have such kind of livelihood support from the donor side. We also would need much assistance in livelihood and things for the population and for the National Society could improve very much.

RK: But livelihood is not a priority yet?

P6: For us, livelihood is a priority, actually. It's a priority, but we have not enough funds to start with this and this is the problem.

RK: So, it's more a financial issue in the end?

P6: Yes, it's a financial issue.

RK: Actually, I am now at the end of my questions at this point. Is there something you would like to add, something we missed out, which is particularly important for Tadjikistan or the Tadjikistan Red Crescent? Anything you can think of?

P6: …

RK: I don't know any strategy, priority or policy? I mean it's fine if not, I am just asking if you would like to add something?

P6: I am fully devoted to the Red Cross Red Crescent since fifteen years. I do hope that the financial situation of the Federation will be nice, and that we will be also supported in the future. Regarding the National Society, it is very active in comparison with local NGOs, but we have some difficulties with the support of our own governmental side. But despite of all of this, we have our own strategic documents. For example, we have our document called "Disaster preparedness and response", which was supported by the German Red Cross in 2011 and we have elaborated it for four years, 2011 up to 2015. And now, again thanks to the German Red Cross, we are going to update it in 2015 through the DIPECHO 8. Also with the support of German Red Cross, we are going to elaborate a DRR strategy, which the National Society has not yet. That is why we have a good cooperation with the government in Tadjikistan and all of this thanks to the support of the Partner National Societies like the German Red Cross and the Finnish Red Cross and also the Federation and the presence of the ICRC in the country.

RK: Thank you very much for the interview!

6.3.7. Interview 7: BDRCS/Bangladesh

Ronja Keweloh (RK): In the beginning of the interview, I will ask you a bit on your professional background regarding how long are you already with the RC/RC Movement. Then, I would ask a bit on DRR and CCA in general and how these concepts relate to each other. And finally, I would particularly ask you about how BDRCS applies these concepts in practice. So, first of all can you tell me a bit about your occupational background? For how long are you already with the RC/RC Movement?

Participant 7 (P7): Actually, I started my career in 1986 as a branch level officer and I worked in different disciplines. When I started my career, I was posted in the branch. You know, the BDRCS branch is one kind of multi-level activity. We always coordinate the multi-level activities. And from 1996 to 2002, I was involved with a German Red Cross funded CBDP, community-based disaster preparedness programme. And then, I was again involved with hospital administration in the Chittagong district. And then I came to the national headquarters. I joined as a programme officer in the CBDP headquarters. It was 2004 and up to 2006. And then I was involved again with a CBDP British Red Cross funded programme, which was actually looking at the cyclone shelter

maintenance and management programme. And after that, I promoted as a director and now I am director DRM, Disaster Risk Management [...].

RK: Can you tell me a bit about DRR and CCA activities BDRCS is implementing at the moment?

P7: Yes. Now, within my department, I am looking after four types of programmes and projects. One is CBDR, community-based disaster reduction, and one is V2R, the vulnerability to resilience programme, and one is DRR. DRR it is funded by the Germans in Hatiya. I am also looking after that one through my focal person. And another one is UDRR, urban disaster risk reduction. It is a school-based programme. So within the CBDRR, we are doing WASH, health and livelihood and CCA is one of the cross-cutting issues in that project. But in this year, one CCA project phased out, which was funded by the Canadian Red Cross. Within that project, we implemented actually a lot of activities within four districts. We selected these districts according to their hazards. Two districts were very disaster-prone and the other two were cyclone-prone. So, within the cyclone-prone areas, we implemented the CCA activities. For example, we cultivated salinity-resilient rice and we talked to the farmers and they also do that. And we also have sanitation activities, which also contribute to people's livelihood as well as their daily lives. In the cyclone season, the cyclone-prone areas are one of our focus areas. But people are also losing a lot of things, due to their lack of knowledge about us or about climate change. That's why we are doing a lot of awareness-campaigns about climate change issues. We also implemented a variety of vegetables and gave support to fisheries.

RK: Do you remember since when BDRCS is engaging in DRR and CCA? I guess it is already for quite a long while, for several decades maybe even. When did you start engaging in such activities?

P7: Actually, we shifted our focus more from one concept to another and we started this approach in 2010, at that time in the name of CCA. We started our project with the support of the Canadian Red Cross.

RK: Did something in particular happen in Bangladesh that you started to also implement CCA or was it more because of this global trend that you started such activities?

P7: Yes, actually something already happened in the coastal bay, the sea area. Now there are frequently high tides, which haven't been there before. Nowadays, the high tide is happening stronger and more frequently. But the intensity is not so high, only the frequency. That is why people are facing problems. They are not able to cultivate their normal variety. That is why we try to involve them with the saline-protected variety.

RK: So as a response to these changes you started engaging in CCA?

P7: Yes.

RK: Do you have a particular department within BDRCS, which focuses on either DRR or CCA or even both, or an adviser maybe? Do you have some special internal structure?

P7: No, we do not have that much structure. We have a DRM department. Within the DRM we are actually implementing the CCA projects and also the DRR projects. DRR is one of the components in every project, like CBDRR. CBDRR consists by the four components which are WASH, health, DRR and also the shelter and livelihood. So, DRR is one of that and climate change is the cross-cutting issue. But nowadays, we are thinking that we need exclusive CCA approach-based programmes, but due to the lack of funds, BDRCS cannot do that.

RK: So, both DRR and CCA are located within the DRM department, right?

P7: Right, exactly.

RK: How would you describe the relation of DRR and CCA? Is it rather similar or even the same? Is it overlapping? Are there main differences between the two fields?

P7: You know, I have been with the Red Cross already for a long time and I started my career from the community level up to the headquarter level. During my journey, I saw a lot of dimensions, a lot of concepts. So nowadays, we are thinking about DRR and CCA. Sometimes, there are lot of similarities within them, sometimes not. For example, we are always thinking about new approaches when it comes to the CCA. In my organization, DRR actually was once DP, disaster preparedness. Then we focused on the community, then community-based disaster preparedness, CBDP. And then CBDRR, community-based disaster risk reduction.

RK: So there are a lot of terms for similar concepts?

P7: At that time, we said this is a CBDP or CBDRR programme and now we say it is DRR, but the similarity is there.

RK: Do you have any mainstreaming or integration programmes, where you mainstream, let's say, DRR or CCA into projects or integrate them?

P7: The CBDRR project is mainstreaming. Within the CBDRR programme, which is funded by the Swedish Red Cross, we are doing the mainstreaming. But the problem is that BDRCS doesn't have that many technical people or technical knowledge. So that is one of the rising problems, because that is why we sometimes have to appoint a consultant and sometimes we hire some knowledgeable people.

RK: What do you understand by mainstreaming? What does mainstreaming mean for you?

P7: According to my knowledge, mainstreaming means that it should be integrated. It should be in one approach. Everything comes in one approach. I can give you an example. Nowadays, we have the DRM strategy and we already developed that one. But within that DRM strategy, we incorporated the resilience concept and also CCA is one of the components within the DRM strategy. But side by side, we also developed a CCA strategy. That is why I am a little bit confused. Why am I confused? Sometimes everything is mainstreaming. But sometimes I am also myself confused.

RK: You said that mainstreaming means to integrate something. Is there a difference between mainstreaming and integration of activities? Or is it a kind of the same?

P7: I think it is a kind of the same thing.

RK: Do you think that integration is always useful or is it maybe also sometimes problematic, if, for example, two fields are not very similar? For example, DRR and CCA are quite similar, so it might make sense to mainstream or integrate them, but can it also be problematic to mainstream something?

P7: It is not always the unique approach. Sometimes, mainstreaming is very applicable, but sometimes it is not. When you want do introduce anything within some areas, some activities, than you have to consider the whole thing, the whole process. But sometimes, it does also make sense to have single projects as well.

RK: Could you think of any barriers to integration?

P7: Barriers? That means this depends on the resources?

RK: Exactly, for example.

P7: This is very important. For example, a few months ago, we phased out one project. But according to the project phase-out strategy, we don't have to follow-up any programme. But nowadays, the community-level CBOs, community-based organizations, they are completely alone. Now, there is no follow-up project in that area. So after a few months, nobody knows about anything. Because the Bangladeshi people, they are not like, if you put it, like the Europeans. That is why they need the regular backstopping, somebody in the back supporting them. That is why I am saying that mainstreaming sometimes is okay, but sometimes it is not applicable in the Bangladesh context.

RK: You mentioned, for example, resources as a barrier to integration. Can you think of any factors that enable integration, that are useful, if you want to integrate something?

P7: Pardon?

RK: So, like a lack of resources could be a barrier to integration, you said. But are there any factors that enable integration?

P7: At this moment, I cannot mention any.

RK: Okay. Within your integrated programmes how can you tell when something is integrated? What is the process of integrating one element into a project? Could you explain this a little bit more?

P7: Yes. Everybody knows the word and the meaning of integration. But the thing is that any single activity or any single concept is not every time as fruitful for the communities. For example, if you don't consider the health issue, the project will not benefit the community. In regards to DRR, of course, we also have to consider the health issue. When we consider the CCA, within the CCA, of course, we should consider the CBFA, community-based first aid. You know, health activities are more on the long-term. That is why integration is always important in order to cover all issues in the community.

RK: How would you define the goal of DDR and CCA integration? Everybody nowadays talks about the need for DDR and CCA integration, but what is actually the goal of such programmes? Why is everybody engaging in such activities?

P7: I am now 53 years old. During my career, when a new concept came, a lot of people came and tried to do something for the affected communities. If it is for the communities than it is good, but if it is only for their experiment than it is not good. That is why DRR is nowadays a complete and unique concept. If we consider all components within DRR, it will of course benefit the people.

RK: Are you using any particular documents or guidance the IFRC is providing on such issues? Are there particular documents you are using for your projects or do you use different guidance notes for different projects?

P7: We are using the same material, because nowadays, there are a lot of Federation documents, like the DRR strategy and also these strategies for integration. It is a very nice document. Also the SOD of the Bangladesh government is one kind of document which is very applicable in our country, because we have a very nice coordination with the government. And as the auxiliary to the government, we should follow the government`s systems and also their mechanisms. That is why, of course, we are always using their standards.

RK: Is it sometimes difficult to adapt these rather general guidelines to Bangladesh, to a specific context?

P7: It is sometimes difficult. If you consider the cyclone shelter maintenance and awareness management, for example, it is sometimes not applicable and not fruitful.

Why? Because community ownership is still backward. The community people are still thinking that it is a Red Cross Red Crescent programme and not their own programme. This is their thinking. But sometimes it is a kind of dramatic monologue. That is why I am a little bit confused. We need more time for our people to raise awareness about these issues.

RK: How would you describe your relation to the IFRC? Is there a lot of interaction? Do you feel that you would need more guidance or is there even too much guidance the IFRC provides? Would you need more freedom here on the country level?

P7: You are talking about the Bangladesh delegation or the IFRC one?

RK: Either way, depending on with who you interact more. Maybe you can elaborate a bit on both.

P7: The role and the mandate of the Federation is to promote the National Society, but sometimes they don't do this. Sometimes, I am not talking about the whole time, but sometimes they act like they are the donor. It is sometimes not so good for the National Society. And BDRSC, Bangladesh Red Crescent Society, sometimes also doesn't trust so much the Federation. The roles of the Federation also depend on their local delegation and their behaviour and attitude.

RK: And how would you describe the communication lines within BDRCS, for example, between the head office and the different country offices? Is there a lot of interaction and knowledge-sharing? Is it rather top-down or bottom-up or maybe both ways? How would you describe this?

P7: What does "head office" mean? PNSs?

RK: No, within BDRCS, within your headquarters and your different district offices.

P7: You mean the branch offices?

RK: Yes.

P7: One thing, Bangladesh is not a democratic country and the second thing, the branches are not very capable, they completely depend on the national headquarters.

RK: In terms of resources?

P7: In terms of resources, in terms of planning, in terms of decision-making. But according to the constitution, they are more autonomous, they are independent. But they are not able to follow their mandate.

RK: And does the head office provide a lot of guidance to the different branches?

P7: Yes, the head office provides a lot of guidance, but the branches are not often following that guidance. Only a few branches are following. So this is one big problem in Bangladesh Red Crescent.

RK: What do you think is the reason that they don't follow these guidance notes?

P7: The reason is, after 1991...

RK: ...after the cyclone, you mean?

P7: After the 1991 cyclone, Bangladesh Red Crescent Society, branches and headquarters, became four delegations. The fundamental principles of the Red Cross and Red Crescent Movement are not useful for each and every step, also not in the headquarters. This is the main problem about the Bangladesh Red Crescent Society.

RK: Within BDRCS, from where do you get new knowledge on DRR and CCA? Would you exchange with other PNSs with the IFRCs, NGOs or other experts within Bangladesh? Which are the main sources of new knowledge?

P7: Our first source is the Federation and the second one is PNSs like the British Red Cross, the German Red Cross and the Swedish Red Cross. They are providing a lot of support like trainings and workshops for us and others. Also, the INGOs are important. As Bangladesh Red Crescent Society we are also a member of different platforms. For example, in Bangladesh, there is a CCA forum and we are a member of that forum. So we are also getting a lot of information and support from INGOs, international organizations.

RK: In comparison with other countries that are involved in DRR and CCA integration would you rate the BDRCS approach as rather similar or different? Do you have particular priorities?

P7: Actually, in Bangladesh, we are doing everything at ad hoc basis. It is not...

RK: ...strategic and systematic?

P7: ...strategic and systematic. Most of the time, we are doing everything completely at ad hoc basis. For example, German Red Cross has contacted us and they said that they will provide some support in some area. And then we agree. We never say no. We are not thinking, we have a plan, we have a mapping about which area is the most vulnerable and we should consider that area. Even sometimes, when we don't think like this, we say okay, if German Red Cross chooses the area C, we say okay. We never say no, the B is more vulnerable than A.

RK: And what is the reason for this ad hoc basis? Is it a lack of...?

P7: A lack of knowledge of the governance, because all the decisions are taken by the governance, not the staff level. We have two types of hierarchy. One is the secretary general, and then directors and then DP directors and then the branch level, our staff. And the other side is the governance, management board and the chairman.

RK: Within the BDRCS?

P7: Within the BDRCS, yes. And the branch level executive committee, they are the governance. So, the chairman is one of the most powerful according to the constitution. Everything completely depends on the desire of the chairman and the desire of the managing board. If we are thinking that this area is the most vulnerable and we want to do something in this vulnerable area, we are not able to do it if the chairman does not agree.

RK: So the governance would always decide where you implement something and where you engage?

P7: They always decide. But the governance is also changing after three years. So, luckily this chairman is continuing six years. This is completely our luck. But in the old times, governance changed and the chairman changed every three years. So there is no continuity. That is we have a good connection with Germans nowadays and we have a good communication with the British. So we are not thinking about our mapping on which area is important. We always consider our relationship.

RK: So, you would first think about what do the PNSs suggest? Where do they want to engage? And then you would stay with this and you don't do your own risk assessments, for example?

P7: We don't do our own plan or our own intentions, what we will do, this is the main problem.

RK: So actually, I am now at the end of my questions. Would you like to add something? Do you have the feeling, that we missed something, which is particular important for the Bangladesh context or BDRCS concerning this topic? [...].

P7: You know, I am not the authority to say everything.

RK: Okay, sure.

P7: I just give you some clue.

RK: Yes, of course.

P7: You analyse, then you can already find which is the main problem and which is the main lacking and where there is the need to improve in the future for the awareness of the vulnerable people, because we are working for the vulnerable people. This is our ambition. We are not working for the rich people.

RK: Okay, so thank you very much for this interview!

6.3.8. Interview 8: GRC/the Philippines

Ronja Keweloh (RK): The interview will start with a brief introduction regarding your occupational background within the RC/RC Movement. Then, I will ask some questions on DRR and CCA in general and how you understand these two concepts. Finally, I will ask a bit on how you as the German Red Cross implement such activities in the Philippines. So first of all, can you tell me a bit about your occupational background? For how long are you already engaged with the RC/RC Movement?

Participant 8 (P8): Currently, I am the head of office in the Philippines since the last five years and I started in the Movement fifteen years ago. Initially, six years with the Spanish Red Cross, basically with missions as a head of office in México, Colombia, Paraguay, Darfur, Sudan, and another nine years with the German Red Cross in Sri Lanka, Indonesia and the Philippines.

RK: And for how long do you work already in the context of DRR and CCA programmes?

P8: The last ten years. During my first five years, I was basically working in complex emergencies and security areas with emergency response projects. And later, I started to move to longer periods in country with a focus on DRR or disaster preparedness, how it was called at that time.

RK: Do you currently implement any DRR or CCA activities in the Philippines?

P8: Yes. At the moment, in the North of the Philippines we have [...] three externally funded projects. One of them is a BMZ funded project covering four chapters. Another one is a European Consortium project with three other National Societies, the Spanish Red Cross, the Finish Red Cross and the Netherlands Red Cross, covering seven chapters and provinces, and soon there will be one project that is more linked with health and climate change. On top of that, in the Haiyan operation, DRR/CCA is one of the sectors and the software that is supposed to bring together all the other hardware sectors together with health and WASH.

RK: For how long is the German Red Cross already engaged in such activities in the Philippines?

P8: The start of the project was in 1998 with an effective presence of the delegation in country from the 2000s. In about 2008, we started and in 2009 we opened the office. And the first project that was approved was actually a DRR project, funded by German

Red Cross own funds. The second and the third projects were by DIPECHO and by MOFA also in DRR.

RK: Was there a particular reason why the GRC started to engage in such activities? Or was it rather in the context of this global trend of more and more DRR initiatives?

P8: DRR was the main subject. On the concept of disaster preparedness, preparedness for response not in the disaster risk reduction approach. It was disaster management, preparation for response, and it was the area that the donors were looking for. Like now, the concept of integration, resilience or livelihood is the new trend, simply.

RK: Is there a particular department or advisor or focal point within the GRC in the Philippines concerned with DRR or CCA?

P8: Are you talking about the German Red Cross or the Philippine Red Cross?

RK: German Red Cross.

P8: During my time in Indonesia and also in the beginning of my time in the Philippines, I had the position of the DRR regional advisor. So, in my initial times in the Philippines, when it was only a two man delegation, I was the one giving advice or implementing in charge of the DRR projects such as DIPECHO or MOFA or DIPECHO 2. Later, we had more projects and we brought new delegates to the country. Some of them with a clear DRR background and they are in fact DRR delegates. At the moment, we have two DRR delegates supporting the Haiyan operation. So these are the two technical references from the point of view of the German Red Cross [...]. We have an advisor within the national headquarters, who is setting up guidelines and references and frameworks that are part of our DRR work.

RK: Could you elaborate a bit on the relation of DRR and CCA? Is it rather similar for you, are there major differences, are they overlapping? How do these two concepts relate to each other?

P8: They are complementary, but one is respecting some things, the other is alone. DRR is preparedness for a disaster. Basically, it is trying to minimize the impact, strengthen capacities and coping mechanisms in the communities in order to handle disasters and enable people to prepare for or recover quickly after a disaster. Climate change is actually more a concept of a longer process that is related to the occurrence of disasters. Because of the greenhouse effect, the global warming and the effects of climate change, there are more disasters. They are more regular, they are stronger and the general livelihoods and living conditions of the communities are also deteriorating or changing in case these communities don't have adaptation capacities. This is why such disasters are causing more damage and are affecting more people nowadays. In the Philippines, we were basically working in DRR, particularly from the policy view, advocacy, trainings, getting volunteers and disaster management teams in the communities, drills, simulations, and with a strong focus on schools, also because it is the future generation. It is the one that we have to train from the beginning to be much more sensible to preparedness and to the disaster mitigation approach. In the last two to three years, the content of CCA has been included. From the academic view, what is CCA? What is different to mitigation that is not our cup of tea? How can we adapt? How can we do this with the Red Cross? [...] And how do the Red Cross in country and our projects can have a relation or impact on that? Lately, in the last one year or one year and a half, CCA is getting much more presence. We already included the concept of a seasonal calendar or forecasting or including the prediction of PAGASA, the meteorological institute of the Philippines, and mappings and addressing the change of the season with the crops, with the livelihood and how it is affecting that. It is important to not only evaluating the past disasters and how the communities or the families were coping with them and what we can do to

address them in preparedness for the next, but also thinking about how the situation can be in the next year or in the next three or four years. We are struggling, logically, to get practical ways to make this understandable for the people. The change, the climate change is slow. The elders can refer how the things have changed. That now it's raining in periods when before that was never happening, like in June or July and how it is affecting the things. But there is still not the understanding on the ground level about what climate change is and what are the day-by-day effects for the persons. For delegates or for trained National Society staff it is pretty clear how you explain that. Global warming. Yes, it is easy. You have pictures on the greenhouse effect and CO2. How this is affecting the day-by-day life of people, this is much more difficult to reach. In summary, DRR is still the baseline, because it's addressing immediate needs and CCA is much more concerned with planning for the future.

RK: Do you see CCA as a component of DRR? Or are the two fields separate?

P8: They are complementary. I don't see a difference. You can work in CCA, you can work in DRR, but both are together. I see CCA as a methodology to plan and to forecast. What is coming next? How are the things working now? Typhoons are coming, but why are they coming more? And what are the other things that are impacting the communities, particularly in livelihood and in the occurrence of regular disasters?

RK: Nowadays, everybody is talking about mainstreaming or integrating DRR and CCA. Do you see any difference between mainstreaming and integration? What do you understand about these two concepts, mainstreaming and integration?

P8: Of course, there is a difference. Mainstreaming is that you refer from time to time to that. For example, we are having a clear programme in distributing NFIs, distributing blankets and doing stocks, or recuperating or building an evacuation centre. And from time to time, we mainstream DRR. That means, we do some blablabla, some key message, some small talking, but it's not really a substantial effort to make this cross-cut, meaning, something that you can actually mainstream to cross-cut in the other part in a systematic approach giving the importance that it has. It's not only that you organize measures for the preparedness for response. So for me, mainstreaming is important, but I think that this phase is far away already. Particularly in the Philippines, mainstreaming is not anymore a goal. Integrating or making the software of the hardware that we were used to do. It's easy to de-clock canals, to improve the sewage system, to rehabilitate or to prepare more hand pumps or to do several water systems. But the software is absolutely necessary and such activities should always be accompanied by hygiene promotion and the PHAST, the WASH that is basically the software. So first, you have the hardware, but you have to change mentalities, you have to facilitate that it is used properly and that it is maintained and the practices are changing actually through the software. In WASH it's more easy, in DRR it's a bit more complicated. The people see an evacuation centre and think that ah okay, we solved the problem! But there are many other things in regards to an evacuation centre. You have to prepare the community, make sure that the people are aware of it, when has it to be maintained, what are the resources you need to implement it, what is the evacuation plan, who are the more vulnerable groups? It is all this preparatory process. And because of this, I think that DRR in the Philippines is not anymore under the mainstreaming, especially not in organizations that are more involved in that. That can be the Red Cross, the Philippine Red Cross, but also the majority of the NGOs, like Oxfam, CARE, Save the Children. Even MERLIN that is mainly focused on health has a strong component of mainstreaming DRR in a consistent way. And it is part of the national policies of the government.

RK: Was there a shift from mainstreaming to integration in the Philippines or did you start immediately with integration activities?

P8: One of the core activities in the Philippines has been disaster preparedness that moved to disaster…, I already don't remember anymore what it was, disaster risk preparedness, disaster preparedness, preparedness for response? Basically, it was moving to disaster risk reduction, or disaster risk management. DRR is one of the core activities of the Philippine Red Cross and it is one of the main involvements of the German Red Cross in support of the National Society. Actually, DRR is in the majority of the programmes. In response, we integrate the mainstreaming of DRR.

RK: And was there a particular reason, why you engaged more and more in these integrated activities? Was there any disaster happening? Was it in the context of this global trend of more and more integrated programming? Why did you shift to more integrated activities?

P8: In the Philippines?

RK: Yes.

P8: We started in the country seven years ago, and we started with actually five DRR programmes that had time frames of two-three years and were externally funded. Later, we opened to response and we moved to more provinces for different reasons. We were getting the support from different donors, from ECHO, from DIPECHO, from MOFA, from the Belgian government, from the Swiss government, from other PNSs that allowed us to have more funding. And when you have more funding, you try to do things better. And logically, an integrated approach, an integrated programme, a multi-sectoral programme was coming from the VCAs. Initially, the VCA was only for DM. In the Philippines, they moved quickly to a multi-sectoral VCA. Even if we don't have the funding to address the needs or the strategies in health, or in WASH, or in livelihood, because the funding that we had was mainly for disaster management, we still know the other sectors, because you have to evaluate communities in this way. But we got more funding, a lot more confidence from our partners, our donors, and then we had the money to do what we wanted to do from the beginning, which was this multi-sectoral approach. The concept of integrated programming was coming later when we started to move and we said, okay we have an assessment for WASH, VCA for DRR, baseline survey for livelihood. Can we develop some common tools that can take all into consideration and instead of having three completely different, separated and isolated things can we sit together and share what we have and bring it together? And this is the process, one plus one is normally three.

RK: Can you explain a bit more, how you implement this integrated programming in the Philippines? How do you tell when something is integrated? Do you have particular tools, processes or strategies of how to integrate something?

P8: Two. The first is the multi-sectoral assessment and integrated logframe, meaning for the planning process and for the assessment. If you evaluate a needs assessment, sometimes the main problem is access to safe water or the lack of good practices in sanitation or organizing the community for preparedness, but there are other needs that can have more or less priority, but in any case have to be taken into consideration. Based on the multi-sectoral assessment, when you start to have a clearer view of the community as a whole, and later, depending of the funding, of the capacity of the National Society or the particular moment that you want to address, you can determine one sector or the other. And when you plan, in a logframe, when you want to address this impact, whatever, objectives, goals and you have these indicators, you need to make sure that one plus one is three. And this is summing efforts, from that we develop the concept.

RK: Can you think of any programmes or situations when integration is not very useful? Is integration always useful or is sometimes maybe not? Are there projects where it's not very appropriate or contexts where integration might be not very useful in practice?

P8: ...

RK: For example, DRR and CCA are quite similar fields and maybe are easier to connect.

P8: Shelter and WASH normally have a relation. Livelihood and DRR also have one. Yes, there a situations, even if an integrated approach can be ideal, you have to make prioritization. What comes to my mind are response operations. A typhoon strikes and you focus on what you focus, early-based suffering and saving lives. And you distribute NFIs, and you do hygiene promotion and you distribute water or you repair water systems and it is a sectoral focus based on the immediate needs. And this is the case in the first three to four months. Later, you can move to a more cross-cutting or mainstreaming or integrated approach. But in this moment, the respective needs have to be addressed. For example, I don't see the logic to address immediate needs with an integrated approach, even if the assessment has to be done, but in such a situation there a clear priorities that you have to address quickly. Integration needs a process. We have to plan and we need to think about how you can sum one plus one to make that more than two. In the first three or four months of an emergency situation, this can't be done.

RK: Can you think of any barriers to integration or factors that might enable integration?

P8: Yes, several. The first one is funding, the second one is technical capacity. An integrated approach requires a national expert team that understands and values this approach instead of being just an expert. It's not easy to talk about an integrated approach, when you have at the table a WASH delegate, a shelter delegate and a livelihood delegate. The logic is that you are talking finally about some common goal, but in the end you are talking separately about shelter, WASH and livelihood and within their teams this is happening in the same way. The logic to work integrated means that you have to share knowledge and resources in the way that efforts are summed and it's getting more later on. But of course, it is much more, it costs time, it costs thinking, how we adapt, how we lose, how we win. Money is clear, no?

RK: Yes.

P8: And the other is the logic that when you are in one area, you are not always the only one organization. There are more organizations. And some of them are better than you in some areas and some of them are worse than you. So, you have to distribute the municipalities, especially in ground zero. For example, Oxfam is working much better in policy-making or even in DRR they have a lot of competencies. You have people like Save the Children, who will soon be engaged in schools where they will be actually the cluster lead and this is one of their specializations. So integration can be done not only by one organization, but also among three or four organizations, which makes the things even more difficult. The cake has to be distributed and everyone wants a big portion [...]. The other thing about the integration is that it is creating a lot of possibilities. It is simple to work as team, you have more focus and you do that, finish. But if you work in different sectors, there are many combinations, not only inside of the organizations, but it is more or less important is how we link with the others, what impact is in the others to do more. But there are more organizations, and the NGOs in this country, in the Philippines, have been here for thirty, forty years and they have the same donors than we have, ECHO, DIPECHO, different embassies, and public funds. And we know each other very well, because we have always interacted. And I will respect their space. So there you come to the integration through summing the efforts of different organizations with different mandates, but with the same objective. And the tools in the Philippines are not much

different. The WASH approach of ACF is very much similar with the Philippines Red Cross, the DRR concept of the Philippine Red Cross or the German Red Cross in the country after several DIPECHOs that has the same funding of Oxfam or Save the Children is also pretty similar. But still, this combination makes the things more difficult.

RK: Can you elaborate a bit on the goal of DRR and CCA integration? In particular, for your programmes in the Philippines, why did you start them?

P8: Software.

RK: Software, this is the main goal of these activities?

P8: Yes. It is the engagement with the community on the ground level in the long-term. Hardware has a lot of difficulties in logistic, in technical questions, in normally short deadlines which means we have to do, for example, six thousand houses in one and a half years, we have to do shelter repairs or repair of water systems, hand pumps. But later, what about the community mobilization? How do you engage? The Philippine Red Cross, like all the National Societies, is a volunteer-based and a community-based organization, from my point of view, and is thus reaching areas that the other organizations are not reaching so easily. The national government has a strong capacity of policy-making on national and provincial level. The strength of the Philippine Red Cross is in the municipalities and in the barangays (communities) where it is very well known and respected and actually accepted. The motto of the PRC is "always there, always first", and it's true, it has been always first. And this is recognized. Even if they have the advocacy on the national level, this is their strength. How do you stay after? You get your goals in the hardware, in building things, but how do you support to change behaviour and to improve living conditions? Through software, through changing patterns, through changing systems, through changing understandings, to make the communities organize themselves and not waiting for something. And this is DRR and this is WASH, it's PHAST, it's CBHFA, community-based health programmes, community-based water and sanitation programmes and community-based disaster risk reduction programmes.

RK: When you design these integrated programmes, do you use any guidelines from the IFRC or maybe from other organizations? Are there any particular documents that were very useful?

P8: In the last year, the German Red Cross with their senior advisor in CCA and disaster risk reduction has been actually compiling a German Red Cross framework, not only in preparedness, also in DRR and currently in resilience. But still, the German Red Cross is one of the PNSs and it is not our task to make policies and we don't have the resources for research, testing and compilation. This belongs to the Federation. It is the mandate of the Federation in the Movement. Logically, yes, we use the materials from the Federation. Particularly, we use these materials in the initial advocacy or orientation on CCA. They also compiled games and practices from other National Societies last year. They come to the Philippines to do TOTs for facilitators. Or they are doing regular monitoring and evaluation. It is not so easy in CCA, but of course, the IFRC materials are our main reference [...]. But not only that, we are using also more and more materials from the Climate Centre that is connected with the Federation.

RK: Can you name some particular guidelines that are useful?

P8: The VCA with integration of CCA, interactive games for the schools for integrating CCA or the CCA framework.

RK: Do you feel that the IFRC provides enough guidance or even too much? There is actually a lot out there and one really has to think what might be useful in this specific context.

P8: They have materials for the country level. I think they are doing efforts, but not enough to spread that out to some facilitators in the national headquarters. It is also part of the task of PNSs to move to the next level, to the chapters with the specific funding of projects. They did a lot of efforts, in the last years to capture the experience from the different countries and actually they have good materials. It is still growing, but some materials, many of them are not practical. There are studies, case studies, research, policy, concepts that are not so easy to read for the National Societies. They can be a bit boring for me. It is not an easy subject. With the Climate Centre, the things improved a lot, because one of the things they are doing is taking the concepts and try to make them eatable, through interactive games, through teaching and learning. Their tools are much more interactive and participatory instead of the typical documents that are often lying on the table and stay there. And this is what we would like to request more from the Federation.

RK: So sometimes it is a bit hard to adapt these rather general guidelines to the specific countries?

P8: Yes, they are hard to read.

RK: Okay.

P8: I don't even try to say to adapt this to the context. They are very technical or academic documents that are fine for some people, especially when you have specialists, but later when you have to take this and to move to non-DRR delegates, to chapter administrators, to project officers that are not specialists on that and in particular to volunteers and to the communities, you have to adapt it and make it easy to understand. But that, I repeat, is one of the tasks of the Climate Centre in this moment that is doing more and more on that.

RK: How would you describe the communication structures of the GRC in the Philippines? I guess there are different branches in different districts of the Philippines and you have the headquarters in Manila?

P8: Communication structures?

RK: Communication structures. Is there a lot of exchange between headquarters and branch level? Is it rather top-down or bottom-up, how do you communicate?

P8: First, the German Red Cross does not have a legal status in the Philippines. We are not an organization that has offices and branches. We are invited by the National Society and that is why we are providing support to the National Society. There are no German Red Cross things. There are Philippine Red Cross things. We have German Red Cross delegates. So how is the communication of the PRC/German Red Cross things? It is a lot of communication. Currently, we have an office in the PRC national headquarters in Manila and we have five project field offices of the Philippine Red Cross with delegates there. Normally, they have a team leader from the PRC, a programme coordinator from the German Red Cross, technical delegates in shelter, livelihood and DRR, which work together with the corresponding people in the Philippine Red Cross. There are monthly meetings between the key team leaders and programme coordinators in Manila, quarterly meetings with the majority of the key persons of the different teams to evaluate, plan and revise all together. There are several cross-visits between the different five provinces as a learning process. Some of the offices are more focused in livelihood because they have a better team that is more focused on that, others are focused more on shelter or repair of houses, or DRR. We try to cooperate with the PRC, particularly now

in the first year of a large operation. We have to agree on standards and solutions for similar projects. A common ground cannot be copy-pasted, but the standardization on a common ground is a key issue if we don't want to lose the perspective and if we don't want to have different approaches in different areas.

RK: Do you also exchange a lot with national institutions and experts maybe from other NGOs? How is the knowledge-sharing on DRR and CCA in the Philippines?

P8: In particular, the pure DRR/CCA funded projects in Luzon have a close link with other organizations, like the Climate Centre, with PAGASA, the meteorological institute in the Philippines, and with other organizations like Handicap International regarding disability integration, and with other NGOs that are working on that, particularly Oxfam and Save the children. In the Haiyan areas, the relation is mainly between different National Societies, because there are several DRR experts in this moment from the different PNSs, Spanish Red Cross, Finish Red Cross and Netherlands Red Cross that do not only have shelter or WASH delegates, but also DRR delegates.

RK: So you also exchange with other PNSs that are involved in such activities?

P8: In fact, there are technical working groups in shelter, in livelihood and in DRR that are meeting regularly and are setting up common guidelines that are discussed, updated and distributed, lessons learnt, best practices, both on the regional level and on the office level, and also in Manila.

RK: Do you think that the integrated DRR and CCA programmes you have in the Philippines are quite similar to such programmes in other countries, or do you have particular priorities?

P8: The ABC is pretty similar, for example with Bangladesh or Vietnam. Actually, there have been cross-visits of DRR projects and German Red Cross funded DRR staff between Vietnam and VNRC and the Philippines. We went there and they also came to our projects. There have been workshops for Philippine Red Cross staff and German Red Cross delegates like the one now in Bangladesh with DRR and CCA. Based on what I know from Indonesia, Sri Lanka, Bangladesh or Vietnam, the ABC is pretty much the same. The specificity in the Philippines is that they have a strong volunteer-based and community-based approach with activities such as setting up early warning systems, community-mobilization on the ground level or the linkage with schools. The National Society tries to link DRR and health and WASH. As much as they can they always link together disaster management with health and water and sanitation. In fact, the teams of the PRC are supposed to have nine people for DRR and nine people for WASH and health in the communities.

RK: Actually, I am now at the end of my questions. Do you feel that we missed something out, which is particularly important in the context of DRR and CCA programming in the Philippines? Anything you would like to add to this topic at this point?

P8: Yes. There is the need that the National Societies, also the German Red Cross, link much more with specialized institutions. The Climate Centre is already supportive, but is at the end an internal Red Cross tool that links the academic specialists view with other stakeholders. But there is not enough relation and feedback, linkage, learning, teaching from academics and universities that can link, actually DRR/CCA with livelihood. There are several studies from agriculture or fishery approaches, management of natural resources, forestry, marines that are developed in the universities and have already this concept of CCA included. This could be shared with us at the ground level. But you cannot do everything in one year. You have to go step by step.

RK: Thank you very much for this interview!

6.3.9. Interview 9: IFRC/HQ Geneva

Ronja Keweloh (RK): In the beginning of the interview, I will ask you a bit on your occupational background. Then, I will ask some questions on DRR and CCA in general, like how you understand these concepts and the relation of the two. And then, I will ask a bit more on DRR and CCA within the RC/RC Movement. First of all, could you tell me a bit about your occupational background? For how long are you already with the RC/RC Movement?

Participant 9 (P9): I am now the head of the disaster risk reduction department. The department deals with interrelated topics, all of them have to do with vulnerability reduction that is climate change adaptation and mitigation, disaster risk reduction, food security, livelihood and nutrition and disaster preparedness. I have my first degree in agriculture and anthropology, I got a diploma in food security, a diploma in management and disaster management and I have been working for the Red Cross Red Crescent since 1985. But within the period until 1985, I did work as well for UNDP, I did work for Action Aid and I did work for several universities. So both, diverse working experience in the government of Sudan and in academia, with different NGOs, United Nations, but my longest experience is with the Red Cross Red Crescent, at different levels, community level, country level, regional level and at Geneva level since 2006.

RK: [...] And since then, you are also responsible for DRR and CCA related matters?

P9: That's right. My department is in charge of vulnerability reduction and that includes DRR, climate change, food security and disaster preparedness.

RK: Could you explain a bit the task of your department? Is it mainly concerned with policies and strategies or do you also have some implementation activities?

P9: No, we do about five interrelated services at the global level. And that is the support of National Societies and the coordination. We do coordinate between the different Red Cross Red Crescent components and the external partners, we do develop the technical guidance, global guidance and tools, we do the presentation and make sure that the Red Cross Red Crescent voice is heard in the different forums in relation to DRR, climate change, resilience and etc. We do the quality assurance for all of the programmes and projects that are implemented by the Red Cross Red Crescent National Societies and we get involved into resource mobilization and building partnerships. So we normally search for different MoUs for partnerships with United Nations, with the private sector, with NGOs, anybody who wants to cooperate with us in terms of vulnerability reduction or the building of community resilience. We don't get involved directly in the implementation of programmes, but we do the guidance, the quality assurance, the communication, the presentation etc.

RK: Do you know since when the IFRC is more or less engaged in such activities related to DRR and CCA?

P9: Since the 1980s. My first involvement has been in agriculture. It has been for the government of Sudan ministry of agriculture to the IFRC in1985. And that was mainly dealing with issues of environmental degradation, soil management, farming, agriculture, water management. As far as I know, for my first engagement with the Red Cross in 1985, we have been dealing with climate change issues from that time.

RK: Could you tell me a bit on the relation of DRR and CCA? How do you understand these concepts? Are they rather similar or even overlapping, or are they totally different? How would you describe the relation of DRR and CCA?

P9: I think there are two sciences related to climate change. There is the science of climate change and how it happened and what are the root causes of it and all this mitigation agenda that is one separate component about the science and the root causes of climate change. And then there are the symptoms of climate change in terms of severe events, flood, droughts, disease, dengue fever, malaria. The science of climate change, of course, has most to do with environmental issues. People have to look at the whole issues about how it is changing and what are the scientific reasons for that. And we as the Red Cross Red Crescent have little to do with that, apart from the actual action to reduce the root causes. I mean common sense in the energy management, water management, etc. The other part of climate change is related to the symptoms. What do you see happening? And that is what relates to DRR and disaster preparedness and that what we call climate change adaptation. For me, in climate change adaptation, what we actually do, we do disaster preparedness for the disaster risk reduction, we build local committees, we do education and we get information to the public in terms of projects and forecasting. And that is what I call DRR, or alternatively climate change adaptation. I think the connection we try to build is problematic. Problematic in terms of financing, because climate change adaptation has its own financing pot and DRR has its own financing pot, similar to disaster preparedness. What we try to do as the Red Cross Red Crescent, we try to improve our preparedness. And our DRR includes a component of climate change adaptation, which is connected to climate change adaptation financing, of course. But for me, the relationship, is that climate change adaptation is equal to disaster preparedness is equal to DRR. But of course, it has to be in a risk-informed way to make sure that people are aware that something is going on. What they see as a flood is happening every year is not only because of something is changing. And that is the attention to the climate, the attention to whatever, the attention to the environment, and that awareness builds on the traditional work of the Red Cross, of bringing issues to the attention of people, building and training local committees, developing contingency plans, doing needs assessments differently, doing VCAs differently to consider climate change issues and not only what is there on the ground. The scientists developed all sort of models, scientific models to understand the changing climate. But what matters is what happens on the ground. And what happens on the ground is only about what do people like us and volunteers see and what is changing in terms of environmental degradation in terms of the patterns of weather, the repeated and severe events, heat, flood, drought, etc. I think that is where I would see the connection between climate change adaptation, DRR and disaster preparedness. They are more or less different sides of the same coin. We just have to have lenses and mindsets for us to understand better and to improve our preparedness and DRR with the climate change perspective.

RK: And within you department in Geneva, do you treat CCA as a component of DRR or as a separate field?

P9: What we do as the Red Cross Red Crescent, we are taking this integrated model of vulnerability reduction to include all the similar fields that have to do with vulnerability and environmental issues, food security, disaster preparedness, DRR and climate change. All of them sit in one place and that one place enables integration and to make sure that all the guidance, the tools, the key messages we produce, the voice of the most vulnerable is represented in the DRR discussion, in the climate change discussion and that it is similar, that we are having more harmony in terms of messages and voices.

RK: Could you explain me a bit what you mean by integration? How does integration work in practice?

P9: I think integration is a mindset and it includes attitude. When you look at anything, you have to look with a neutral mindset, just to look and observe what best needs to be done. Integration is as well about demand-driven action, it is about what people really need and require. And integration also needs a precondition, which is that the institutions are in place with the right policies that help people not to work in silos. I think, we came a long way to this stage, in the last twenty years, in terms of guidance, tools, whatever. We are having a very good level of integration of things, number one. Number two, we have some very good projects on the ground like the resilience or urban risk projects in Africa and Indonesia etc. All of these are driven by vulnerability reduction including several components that are climate change, disaster preparedness etc. Whatever people think how they meet their top priority needs and that we do for them. And then the huge weakness for an integrated model is financing, because in the minute the funding is applied-driven, DRR and climate change will not have the integration. And that is not yet addressed within the Red Cross Red Crescent, getting more flexible, demand-driven, longer term, predict all finances that help us to go beyond this applied-driven and planning and top-down planning, we more or less all have currently.

RK: Do you see any differences to mainstreaming? Or is mainstreaming and integration rather the same? Is it like two different terms for the same process or are there major differences between the two?

P9: I don't see differences between mainstreaming and integration. I think it is an English language issue. For example, if I am doing a water programme, and that is funded for water, I have to mainstream climate change in it and risk in it. I think mainstreaming and integration, both of them are about risk-informed action. But when you do your risk analysis, it has to be whatever investment you are doing, if you are planting trees, or doing water or doing primary health and care, it has to be risk informed. You know how to look at the overall risk and vulnerability in that location before you go into your own intervention. So make sure that your intervention is not going to create new risks or vulnerability, but that it is going to address, in addition, to the several needs, other risks and vulnerabilities related to that. So for me, mainstreaming and integration, both of them are about risk-informed analysis and risk-informed action. Both of them are about demand-driven and based on the local needs and capacities and resources. If we apply these simple principles of demand-driven, risk-informed action, building on local capacities and needs, then we are going to get down to the issues of many issues of integration.

RK: Since when is the IFRC focusing on these integrated programming approaches and how did you come up with these activities? Did you see a need for it? Was there a particular event after which you started to implement or advise for integrated programming?

P9: I think, we as a community-based organization, the IFRC, are more, and I know it, because I have been working with a lot of community-based organizations in the 1980s and the 1990s, we are always trying to get into integrated or community programming. In the last three decades, 1980s, 1990s, 2000s, we have had different labels for it. We used to call it community integrated programmes, we used to call it vulnerability reduction programmes or some called it community resilience programmes. We are changing the label, because our understanding of vulnerability and risk improved a lot. But I think we are very much struggling with this idea of getting an integrated whole package developmental intervention. This takes a long time. I think in the last three decades, we contributed a lot from community perspectives on integrated community interventions. We have key publications we did in the 1980s. We had this book called *"prevention is better than cure"*. That is basically about integration, about making sure that

we are doing the preventive measures there, addressing the root causes of vulnerability. In the 1990s, we produced a research book on how to reduce risks and that is also about addressing the root causes of risks and how we could integrate our actions to address these root causes. And since I came here in this department, we did a world disaster report on community resilience in 2004, we did a world disaster report on urban risk, we did the community resilience framework in 2009. Now we updated that framework and we are now publishing a new framework in 2014. All of these attempts from the 1980s have been a progression of understanding and thinking about risk and vulnerability. They all have been pushing for integrated, comprehensive interventions, to reduce underlying causes of risk and vulnerability to prevent disasters. So it is hard for me to say that it is just an event for a project. I think the Red Cross has been bigger than that in terms of community thinking and integration in the last three decades and I think we made huge contributions for the global development and the humanitarian sector in terms of integrated community approaches. If you take the first VCA guide, the one we produced in 1999 and from that time we have been saying, we should not only look on disasters, we should look at vulnerability, the risk and then on how we could better build local capacities. So, look at vulnerability, risk and capacity, that is what the VCA is about and that is how to have comprehensive, integrated interventions that address vulnerability and risk and building the local capacity. I think we have made a huge contribution, the Red Cross Red Crescent as a community-based organization, in terms of helping to look and to understand better the vulnerability and risks and needs for integrated community interventions.

RK: Do you have a particular focus within the RC/RC Movement or within the IFRC when it comes to integrated programming? Are there particular factors, something which is very special for the RC/RC Movement when it comes to integrated programming or would you say that it is kind of similar to other organizations that are involved in these activities?

P9: I think our 189 members are quite diverse and all of them have different components. But broadly speaking, Red Cross Red Crescent services and programmes, also at community level, are diverse. That is why in organizational development, we do a lot of development of the local organizations, local branches, good governance, good management, building offices, warehouses, trainings of volunteers in different skills, knowledge and disciplines. That is all about building local institutions and building local capacities. Then you got all the health and care, including water and sanitation and climate change, then you got the whole disaster preparedness and DRR and that is all the proactive action to prepare for disasters and reduce disasters, and then you got the area of disaster response, right? Whenever there is a disaster and the local capacity cannot handle it, we always do the response. I think this is more or less, the four major components we do, building the local organizations, health and care including water, disaster preparedness and DRR and disaster response.

RK: Do you think that the different National Societies always implement DRR and CCA activities in line with the IFRC approach or are there sometimes major differences between countries, maybe also because there are different contexts and maybe they require different priorities or do you think that there is one overall line of vision to be recognized within the RC/RC Movement?

P9: I think we are getting far better in terms of harmonization across the members. Currently, if you take the results of the DRR mapping 2013, I am sure, you have a copy of that and it's on our FedNet, we are currently implementing DRR programmes in 122 countries. And when you are looking at the mapping that tells you how many people we support, how many countries, how much we spend and what are the activities. I think we are getting quite good and we are improving a lot in terms of following global

guidance, implementing together and reporting together, reporting back on the same page. I think there is an improvement, but of course, we still have gaps to address and it is still part of my job to address these issues. Currently, we are implementing in these 122 countries. I don't know, I can't remember the exact figure, but I can tell you that later. The scale is a big issue for us and the quality in terms of collecting the evidence and making sure that we are building the local capacity of all the 189 members, that they have the minimum needed capacity in terms of DRR and climate change and vulnerability reduction. That is, of course, always going to remain a challenge. But there are three areas we are currently working on in our plans for 2015 to improve building the local, the capacity of National Societies in terms of vulnerability reduction, DRR, climate change. Currently, we are having now a meeting in Africa for climate change capacity-building. We did the same in Asia. We need to scale up the current interventions in DRR and climate change. But of course, you can never have the capacity unless you scale up and you have larger projects. And then, we need to improve the quality and evidence of our interventions. And that is all three challenges we have taken up in this huge planning.

RK: Do you think that National Societies are always aware of all publications the IFRC is providing? I mean, it's so much guidance out there. Do you think that they always follow up the recent publications and use them then?

P9: From my corner where I sit, we are guided by what National Societies require in terms of guidance and tools. For example, when we had the last community resilience forum in Damascus in March 2011, they asked us for three guidance notes. Number one, to get a VCA that includes climate change and urban risks, what we did. They asked us to come up with a guidance note on public awareness and public education and we did that one. And they asked us to come up with a guidance note on community early warning systems and we did that. We are not really producing any global guidance and tools unless they are very requested or we have a specific request to update tools then we do that. I must admit, our tools are really high on demand, at least these vulnerability reduction tools, VCAs, etc. and climate change tools. They are on high demand, both in the websites, but also the print outs, the things we print. Not only by the Red Cross Red Crescent, but also by our partners, like the United Nations, like UNISDR, the World Bank. United Nations they really take our guidance and are quite happy with them.

RK: You just said that National Societies need to request global guidance. Is there a specific number of National Societies that have to request something before you start to develop it or how do you decide that?

P9: Yes, we do that through demand. If you take this guidance on public education and early warning systems and the VCA it came from 70 National Societies. When we had the global meeting, it was with 70 National Societies plus the five zones, who requested this and then we did that. So normally, we do the consultations through the zones and the zones contact their National Societies, but we also do annual self-consultations. Every second year, there is a global community resilience forum. Our community resilience forum is coming in two weeks, it is going to be in Cali in Columbia and that will bring together around 200 people from all of the five zones, more than 70 Societies and that will be the place, where National Societies, face-to-face, demand and ask for support in this specific area.

RK: Are you always in close contact with all National Societies or rather with the regional offices? And how are the communication lines between you as headquarter and different National Societies and regional offices?

P9: Generally speaking, there is a principle. We don't contact National Societies directly, we do this through the regional offices. There are exceptions, during these general

meetings, when we have general assembly, when we have international conferences, when we have governing board meetings. In this case, we as the headquarters interact with the members directly. We have a global group called DRR group and that mainly includes about 20 PNSs, and we as the headquarters deal with these 20 PNSs directly to help them on the global scale and the global issues.

RK: Actually, now we are at the end of my questions. Is there something you would like to add, maybe any strategies or policies, which would be very relevant for my study and which I should look at or consider for this research?

P9: I think you should talk to our other key partners. I think, your approach and your questions are very good and it's very good that you pick up the Red Cross Red Crescent National Societies and the regions. But I think as well, just broadly, a little bit that we as the Red Cross Red Crescent, we are the leader in community actions. But we also still need to improve on the capacity and on the scale and on the quality of what we do at the community level in terms of DRR and climate change. And that is why the partnerships are crucial for us.

RK: Thank you very much for this interview!

6.3.10. Interview 10: Climate Centre/HQ The Hague

Ronja Keweloh (RK): In the beginning of the interview, I will first ask you a bit on your occupational background and would then ask some questions on DRR and CCA in general. Then, I will ask you a bit on DRR and CCA integration within the RC/RC Movement, in particular from your perspective of the Climate Centre and in the end we will have a final discussion in case you felt that something was missing. So first of all, could you tell me a bit about your occupational background in the context of DRR and CCA and for how long you are already with the RC/RC Movement?

Participant 10 (P10): I was working 1998/1999 at the World Bank and then I did a PhD in Climate Science 1999-2004. And at the same time, I remained connected with the World Bank in a consulting role. And I joined the RC/RC Climate Centre as an advisor around 2000 and remained attached as a volunteer initially for the first few years, joined part time on the Climate Centre staff in 2006 and became director around 2011/12.

RK: So you're with the RC/RC Movement since around 2000, like almost fifteen years now?

P10: Yes, but initially as a volunteer.

RK: What is the relation of the Climate Centre to the IFRC and the National Societies? Can you explain this a bit?

P10: Yes. We are one of the reference centres in the Movement. There are about between ten and fifteen of those and basically it's a joined arrangement between the Federation's secretary and one of the PNSs that usually host these reference centres. Basically, they're all slightly different in terms of governance. In our case, we're an independent foundation with the mandate to support the Red Cross Red Crescent Movement at large, governed by a board that is made up of the secretary general of the Netherland's Red Cross and the secretary general of the IFRC and an independent chairman that they collectively elect, in this case, the former environment minister from the Netherlands. And our mission is to support the system. So we work in support of what National Societies and the Federation do and to some extent ICRC although it's more limited. So we don't run our own programmes, but we support what the Federation and the National Societies are doing.

RK: Do they have to request particular topics or guidance notes or how do you decide on developing new materials?

P10: We don't issue formal guidance, that's the role of the IFRC secretary. What we do issue is analytical pieces. We offer documents, we are testing practice and we are trying to help National Societies to see what works and what doesn't work. And then an aim to share that knowledge, probably at an earlier stage than what it would take to get to the formalities of issuing of formal guidance. So there are pieces out there that can be used as sort of initial guidance and the Federation is still preparing the more formal policy pieces that came out of Geneva. That's usually happening out of projects. We do a lot of innovation projects with National Societies and Federation zones and regions that then result in initial practice. It is documented and shared with others, for instance, also in the context of training materials that we produce. And it is not formal guidance, but it is used in that way in a few cases, but it is not commissioned as formal guidance. And in addition, we also work with other partners outside of the system. I think that is also a bit of the role of reference centres to have a sort of bridging role between Red Cross Red Crescent Movement and the international scientific community, but also other international organizations and practitioner organizations that have experiences to share. So sometimes we have joined projects with them and there are lessons learnt that we are also sharing.

RK: Do you think that National Societies sometimes maybe have problems to adapt rather general guidelines or tools to their specific contexts and that there are differences in how they adapt these tools in their countries?

P10: I think it is a challenge in general, not just for integrating climate change, but in general, the capacity to ensure lots of technical information and to properly apply existing guidance. I think a good example is the VCA, for instance. I think the package is really very good, but you really require good facilitators that are well trained to do it well. And that is a challenge even without climate change, but then adding a layer of technical complexity to it that makes the challenge even bigger. We are confronted with the challenges that are related to the building of resilience at scale in general, rather than only specifically to climate change as a separate topic.

RK: How would you describe the relation of DRR and CCA? Are they mainly similar or overlapping or are there major differences between the two concepts?

P10: I think they are largely overlapping. There is of course an element of climate change that deals primarily with the sort of long-term trends and average conditions. The concept of CCA also incorporates these long-term trends in risks. For instance, you're dealing with long-term water management infrastructure, like big dams to create the electricity supply for a region and the average rainfall that comes down and can't fill up the reservoir anymore. Those are big squares and the average rainfall patterns make a difference. In most of the cases of what the Red Cross Red Crescent is doing, we are really more interested in the variability of the shocks and that largely overlaps with DRR, where you are also talking about managing shocks and variability of time scales. Of course, what the additional element is and that is the overlaps of knowing that the future is going to be different from the past. So we are dealing with different shocks in different ways. Of course, DRR also has the additional component of the geophysical hazards that climate change adaptation does not address.

RK: Does the Climate Centre have a particular focus when it comes to DRR and CCA? Do you advice for mainstreaming or integrating these topics into other sectors? What is the perspective of the Climate Centre on this?

P10: We work on a range of areas. It might be helpful to have a look on our strategy that outlines the different areas of work that we work on. That ranges from practical advice on integrating climate change into the areas of work of National Societies that is mostly mainstreaming and capacity-building of staff. But also for policy dialogues and that is another area, the humanitarian diplomacy. And then there are elements related to innovation where we need new tools and adapted tools. And in some cases that requires innovative approaches that have not been used before or have been used little for these sorts of purposes. And then finally, there is the sort of outward looking element of following the developments and also connecting to the scientific world, both in setting scientific agendas and picture it in the Red Cross Red Crescent knowledge to the outside world. But those are surely different areas of work. If your question is more about what are approaches guiding the work with National Societies, then indeed we promote more mainstreaming and integration of changing risks into regular areas of work rather than stand-alone climate change adaptation programmes.

RK: Do you see a difference between mainstreaming and integration? What do these terms actually mean for you? Is it like kind of the same concept and just two different terms or is there a difference between mainstreaming and integration of activities?

P10: I think it is largely the same.

RK: Okay.

P10: Are there different opinions about that?

RK: Yes, some people tried to explain that there are differences and tried to explain what these differences are. In the literature they are often used synonymously that is why I'm trying to ask if people see any differences between to mainstream something and to integrate something.

P10: I am curious to hear your findings about where people expect those differences. I know that there are political aspects to use those terms. For instance, mainstreaming has often been used in international organizations in a way that seems like an additional burden on project development, such as agenda mainstreaming, environmental safeguards mainstreaming, those sorts of things. I think some people started to use integration at some point to make it sound less like another wording of the World Bank, something that people have to do without getting benefits out of it. And then the wording integration sounds a bit more natural and less like an additional burden. I have heard that sound of political distinction sometimes. Mainstreaming is also a bit of a donor language and integration might seem more natural. But I think in practice, in terms of what you really need to do, I don't see much of a difference.

RK: This political point of view is an interesting perspective. How can you actually integrate something in practice? Are there major steps or any factors that you have to consider when you want to integrate something?

P10: One thing is that it is important to know that DRR itself is often an integrated concept, right? It is continuing between the traditional response for the moment and the long-term development of integrated programming, for instance, in relation to livelihoods or water management or so in that continuum between those things already. And then, of course, there are the overlaps of water and sanitation programming and health programming or again, part of what we need to do in DRR is to make those other programme areas more efficient in terms of shocks. If you are talking about integration of climate change adaptation within that, that is in a way an integration into an integration process to some extent. But if you are talking about the pure DRR programme, where you integrated a health programme or a water and sanitation programme or a food security programme, basically, what you want to integrate is the

notion that the future is going to be different from the past. And that the present is already different from the historical experience. The risks we face today are different from the risks that we faced before. And that is because of climate change, but also because of many other factors. And we tend to take snapshots when you think about the risks that we need to manage in our programmes and it is very important that we think of the dynamics and that it is changing all the time. In project design, for instance, contingency planning, don't think about the worst disaster that has happened in the past 40 years, but think about the potential range of future disasters and take into account an extra margin of tolerance for the changing climate. Think about the potential of new hazards. For instance, the Netherlands didn't have a heat wave plan, but two out of the three biggest disasters were heat waves and they all happened since 2000. So there are new hazards coming as well that we need to be aware of. It is that openness to the changing risks in your risk assessment to start with. And then it is thinking about how to integrate that additional robustness for changing risks into all of the things you do in your project or possibly how to add new elements to a project that specifically address those changing risks. The risk assessment part is very important. And then in the continued capacity building of communities there are elements like their relation to knowledge providers, so that they can continuously keep using the information on how risks are changing and how they can manage those risks. And that is usually also information across time scales. So not just the pure trend information on how risks are changing, but also, for instance, seasonal forecasts or better use of forecasts for a safe time scale, hydrological forecasts that then allow them to better deal with the increasing frequency and intensity and also the uncertainty about future risks.

RK: Do you think that there are any barriers or enablers to integration like any factors that need to be in place or if they are lacking are hindering integration?

P10: I think, for integrated approaches between DRR and health, for instance, or DRR and water and sanitation, there is the usual segmented structures of National Societies, where different departments take care of different agendas. That is the challenge in general. In general, we are also still quite response-oriented. It is important that people recognise the need to anticipate disasters and act before them. And financing systems themselves are often still a burden there. It is much easier if you get the money, the flow from the donor's side for bigger disasters once they happened, rather than getting the money beforehand to anticipate them and reduce the consequences by early action. Those are two barriers in the system. Now in terms of building of capacity, it is partly addressing those systemic changes, it is partly also building staff capacity. And there a challenge is often that incentives are mostly for optimizing organizations for good response work, but to the extent that people are eager to do the anticipatory work. We often don't have the background and the training for that and that takes time to build the capacity, to establish the linkages with the right knowledge providers in their country, to help them think through what tools to apply to anticipate risks, to build capacity like we said for using the VCA properly. And then one additional barrier is that the staff turnover is quite high in many National Societies, so that capacity building needs to be a continuous process.

RK: Do you think that there is enough guidance for integrated programming that helps National Societies to do this in practice or is there still something lacking and maybe the need to support or advice more on how to do actually integrated programming in practice?

P10: I think that there is an increasing number of good tools out there. Many PNSs now have good integrated approaches. The Federation is trying to promote it through its new resilience programmes. It is not always as hands-on as people would like it, but that is often partly also an issue of National Societies having to make the strategic choices. I

think it is also an issue of National Society leadership having to make the choices about integrated programming and putting the incentives in place for organizations to function like that. And then it is often a matter of just doing it. Once people want to do it, I think there is enough guidance out there for them to start. There are plenty of good guidance materials out there, but you need to take it from a very pragmatic perspective rather than thinking that there is a theoretical blueprint that would tell the National Society how to do it, because it depends very much on the context.

RK: How would you describe the goal of DRR and CCA integration? There is kind of a global trend towards integrated programming, but what is the goal of it and why are more and more National Societies and other actors engaging in this?

P10: If we want to do good disaster risk reduction and the risks are changing and we are not taking that into account, we fail in our objectives of reducing the risk of disasters. You have to take climate change adaptation into account when you do good DRR, given that most of the disasters are climate- and weather-related. From a climate change adaptation perspective, there are many risks that are changing our disasters. So again, it doesn't make sense to do climate change adaptation without addressing variability and extremes. So from both perspectives the incentives of integrating the tools and approaches from both fields are very pure. I don't know if that's what you meant.

RK: Yes. Actually we are now already at the end of my questions. Is there anything you would like to add, anything I missed out which is maybe particular important from the Climate Centre perspective on DRR and CCA integration? Are there any strategies or studies that would be good to consider for this research, anything that comes to your mind at this point?

P10: I think one issue is this role of bridging with knowledge centres, right? So it is partly the building of bridges between National Societies and their national meteorological agencies, partly also the bridges between the international Red Cross Red Crescent system at large and the international scientific community. And there we made big progress the past ten years. People often don't realise that enough how much more climate science is now focussed on variability and extremes than it was ten years ago. I think there is a lot of potential there that we can build on now, to make big steps forward and I think that is where we are in an area where we have an opportunity. That is one thing I want to share. I think the second thing is that I don't know if you have spoken to people that told you about innovations like the games that we developed?

RK: Yes.

P10: In terms of capacity building which we discussed several times in the interview so far, it is in many cases not so much a matter of directly training people or having a body of knowledge that you want to put into their head, but primarily helping them think through how risks are changing themselves with their own knowledge of their own contexts. And that is where tools like games that people need to make decisions with limited information and then changing risks in that game are very powerful tools. We need to think about those sorts of approaches to capacity-building rather than the traditional linear learning approaches of pumping knowledge into peoples' heads. That is, I think, another important message that I think you might want to reflect on.

RK: Thank you very much for this interview!

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