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COMMISSION STAFF WORKING DOCUMENT

**Action Plan for Resilience in Crisis Prone Countries
2013-2020**

Action Plan for Resilience in Crisis Prone Countries¹

2013-2020

Introduction

The increasing frequency and intensity of disasters and humanitarian crises results in great suffering and loss of life, posing a major threat to long-term development, growth and poverty reduction, in particular for the poorest and most vulnerable people in developing countries. Crises and shocks worsen already precarious livelihoods and negate opportunities to escape from poverty.

The costs of disasters are rising and become increasingly unaffordable, as climate change generates more severe weather related events and as the world faces new hazards and pressures such as population growth, urbanisation, land and eco-systems degradation and scarcity of natural resources, as well as fragility and complex conflicts. A large share of humanitarian funding is allocated to longer term recurring crises. Of this, a substantial proportion goes to fragile and conflict affected states, where household vulnerability and the lack of sustainable development are closely linked to state fragility and conflict. As fragile states often themselves lack the capacity to carry out basic governance functions, to ensure basic service delivery to the population, and to develop mutually constructive relations with society, they are more vulnerable to internal or external shocks such as economic crises, conflicts or natural disasters. From this angle, “fragility and resilience should be seen as shifting points along a spectrum.”²

Recognising the need to address the multiple, interlinked causes of poverty, fragility and vulnerability, and building on the overall Agenda for Change framework, the European Commission has, in cooperation with the European External Action Service (EEAS), developed specific policy and operational frameworks for development cooperation focusing, in particular, on peace and state-building, addressing climate change and disaster risk reduction, food security and social protection. These areas do not constitute an exhaustive list of all that is essential for sustainable development and inclusive growth, but they are all essential for it.

In October 2012, the Commission presented its Communication “The EU Approach to Resilience-Learning from Food Crises”³, which sets out key policy principles for action to help vulnerable communities in crisis-prone areas build resilience to future shocks. Drawing on experiences in addressing recurrent food crises (mainly in the Horn of Africa and the Sahel) and with the aim of widening the scope and enhancing the effectiveness of the EU’s responses, the Communication recognises that strengthening resilience lies at the interface of humanitarian and development assistance. It also establishes that in countries that face recurrent crises, increasing resilience will be a central aim of EU external assistance. Building on previous Ministerial discussions on Resilience, the Foreign Affairs Council (Development) on 28 May 2013 adopted Council Conclusions on the EU Approach to Resilience⁴, endorsing the proposals in the Communication and stressing in particular the need for common analysis of crises and situations, and coherent and comprehensive joined-up action.

This Action Plan sets out proposals for the way forward on the implementation of the principles and priorities outlined in the Communication and the Council Conclusions. It lays the foundations for more effective EU collaborative action on building resilience, bringing together humanitarian action, long-term development cooperation and on-going political engagement. Its determinant of success will be a reduction in humanitarian needs and more equitable development gains.

¹ The multiple acronyms using in this Action Plan are grouped at the end of the Document.

² OECD DAC INCAF- “Fragile states 2013: Resource flows and trends in a shifting world”

³ “The EU Approach to Resilience- Learning from Food Crises” COM(2012) 586

⁴ Doc. 9325/13

Rationale

With this Action Plan, the Commission aims to establish a systematic and holistic approach to building resilience in crisis and risk-prone contexts, notably by supporting populations at risk⁵ to withstand, cope with, adapt and quickly recover from stresses and shocks without compromising long-term development prospects, with a focus on efficient interventions having a lasting impact. In times of economic crisis it is more important than ever to ensure that EU aid is effective, efficient and is focused on results.

The Action Plan adds value to existing policy frameworks and commitments by maximising synergies between interventions across thematic areas. It reaffirms but also gives new impetus for the implementation of the strong commitments made in the Disaster Risk Reduction (DRR) Implementation Plan⁶ and the Staff Working Document “Boosting food and nutrition security through EU action: implementing our commitments”, as well as the 2012 Communication on “Social Protection in EU Development Cooperation”. It takes into account the principles of adaptation to climate change applied through the Global Climate Change Alliance (GCCA), in particular with regard to policy dialogue and exchange of experiences, aid effectiveness and mainstreaming across all relevant sectors, including agriculture, water and health. The Action Plan links resilience to the Millennium Development Goals (MDGs), post 2015 development agenda and the Hyogo Framework for Action (HFA).

The Action Plan recognises the need to build effective links between the resilience agenda and the piloting of the New Deal of Engagement in Fragile States, maximising national ownership both at state and local levels so as to secure stability and meet basic needs for populations in the short term, while at the same time strengthening governance, capacity and economic growth, keeping state-building as a central element.

Moreover, the Action Plan reflects the necessity to explore all potentialities of multi-actor partnerships and engagement. Local Authorities and Civil Society Organisations (CSOs) have, in particular, a fundamental role to play in fragile, crisis and risk-prone situations, to safeguard vulnerable populations and communities⁷, and as promoters and implementers of local resilience strategies, including through the delivery of basic social services.

Scope

The Action Plan is designed to reinforce the momentum of the resilience agenda, to deliver *early* results and to allow further development of a body of evidence on what constitutes effective resilience-focused interventions. It takes into account that, at this stage, a resilience approach cannot be applied to all EU assistance concomitantly and that a series of tools and approaches have to be further developed to support resilience in differing contexts, building on existing evidence and further nurturing it through constant lessons learning. The Plan adopts a phased and realistic approach: priority will be given to vulnerable countries that face recurrent crises and that are risk prone. To that

⁵ Risk shall be understood as covering natural hazard, human induced disasters, economic shocks, conflict related aspects, including the interplay of multiple risks causing complex emergencies.

⁶ The DRR Implementation Plan and the Action Plan for Resilience should be seen as mutually reinforcing; the implementation of the DRR Plan will continue to be done both by EU Member States and the Commission, as outlined in the document SEC(2011) 215 final.

⁷ From this perspective, the Action Plan, builds on the policy commitments put forward by the European Commission in its communications “Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes” (COM (2013)....pending adoption) and “The roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations” (COM(2012)492) as well as related Council Conclusions.

effect, the Action Plan proposes geographic as well as thematic priorities for the implementation of the resilience agenda.

The successful implementation of this Action Plan necessitates working in partnership with others, in particular with EU Member States, partner countries and affected communities themselves, as well as CSOs, local authorities, regional institutions and agencies, international organisations, the private sector and the research community,

Key characteristics of the EU's approach to resilience

As defined in the Communication "The EU Approach to Resilience: Learning from Food Security Crises"⁸, resilience is the ability of an individual, a household, a community, a country or a region to withstand, to adapt, and to quickly recover from stresses and shocks. Resilience shall not be understood as an isolated objective but as an integral part of the poverty reduction and lifesaving aims of the EU's external assistance. The EU's broad definition of resilience includes the individual level, reflecting our commitment to, people-centred approaches and the inclusion of individual (life-cycle) risks, which must be addressed if people are to exit poverty and vulnerability.

Country-owned and Country-led: It is primarily a national governments' responsibility to build resilience and to define political, economic, environmental and social priorities accordingly. Building resilience is a long-term process that needs to be context appropriate and embedded in national policies and planning for development. Aligning humanitarian and development aid to national resilience strategies and frameworks is a precondition for sustainable results. National strategies will require firm political commitments and accountability, and may involve institutional change and technical support, including in-country coordination mechanisms. It is ultimately individual countries' responsibility to progress towards resilience, meeting key development standards (e.g. for food and nutrition, water, education, health, sanitation, social security).

In line with the Principles for Good International Engagement in Fragile States and Situations, where alignment behind government-led strategies is not possible due to particularly weak governance or violent conflict, consultations with a range of national stakeholders including civil society in the partner country will be organised for the definition of resilience approaches, and opportunities for partial alignment at the sectoral or regional level will be sought. Identifying functioning systems within existing local institutions and supporting their capacity strengthening will be key in these situations, thus allowing for the resilience agenda to be rooted in national context to the maximum extent possible. In parallel, efforts for statebuilding and capacity development will continue to be supported.

Equity - a people-centred approach: The resilience approach must bring sustainable benefits to the most vulnerable populations and households, taking into account the diversity of needs of women, children, men and the elderly, who may suffer from multiple factors of vulnerability, living in areas most exposed to risks. Their specific capacities to contribute to building resilience within their communities should be particularly emphasized. The resilience approach should thus not only contribute to increasing their capacity to absorb shocks and to cope with stresses, but it will also constitute an opportunity for transformation, in terms of adaptation to changing environments, empowerment, improved livelihoods and economic opportunities. To reach this ultimate target, action will be needed at various levels and dimensions, including conflict prevention, resolution and state-building. CSOs' capacities to identify needs, address neglected issues and human rights concerns is instrumental in mainstreaming services to populations that are socially excluded or out of reach.

Coherence, Complementarity, Coordination, Continuity: Given the multi-faceted aspects of resilience-building, actions must be sustainable, multi-sectoral, multi-level, multi-partner and strategically and jointly planned by the people affected or at risk, communities, governments (at the local, sub-national and national levels) and civil society. They should be supported by the humanitarian and development assistance partners over the short, medium and long term. In this context, joint programming with the Member States has the potential to play a key role in supporting the resilience agenda.

⁸ http://ec.europa.eu/europeaid/what/food-security/documents/20121003-comm_en.pdf

In this context, it is crucial that humanitarian and development actors work together to reduce the occurrence of vulnerable countries entering into repeated cycles of crisis, dramatically affecting their populations and increasing the need for humanitarian assistance. Likewise it is critical that the DRR and climate change agendas are well coordinated and actors work together to ensure adaptation and disaster reduction.

Against this background, the EU has consistently supported prevention and preparedness for crises in the most vulnerable countries – e.g. by identifying the need to integrate DRR and Adaptation to Climate Change into crisis response/recovery actions, humanitarian response and development cooperation and by investing in fragility assessments, risk assessments and early warning systems – but coherence will be further promoted in the different policies and instruments dealing with resilience.

Addressing covariate risks, those that affect many people at the same time (for example, climate and weather related shocks, epidemics, and others), at community level through resilience-oriented approaches will seek to more consistently address underlying causes of vulnerability, - with particular attention to children, mothers, the elderly and people with disabilities.

The resilience agenda shall build on positive and successful development and humanitarian experiences. For this reason, good practices and lessons learnt across sectors, and more particularly in the areas of food and nutrition security, DRR and climate change adaptation, eco-systems sustainable management, urban and rural development, assistance to displaced populations, peacebuilding and statebuilding, conflict prevention and social protection, as well as the provision of basic services such as health and education, on the level of households, local communities, national and regional institutions, will continue to be analysed and systematized for possible replication and scaling-up.

Achieving resilience objectives requires all EU actors (humanitarian, development, political) to work differently and more effectively together. Current practice and methods should be challenged, improved and new approaches adopted that are appropriate to different contexts. Performance will be accountable to vulnerable populations at risk. Changing organisational cultures will require political will as well as different technical skills, as applying a resilience approach to new country programmes and contexts requires new ways of working and partnerships.

Action Plan priorities

1. *EU support to the development and implementation of national resilience approaches integrated in National Development Plans:* Flagship initiatives and consolidation of existing sectoral or thematic EU resilience programmes, on e.g. climate adaptation, agriculture, DRR and social protection. Resilience should add to, and benefit from, national and local policy commitments, knowledge and institutional mechanisms that, for example, already exist as part of climate adaptation or DRR strategies.

Early priority will be given to those vulnerable countries and regions where humanitarian, development and political EU actors work together, have done so in the past and are likely to do so in future. The intention is to develop shared assessments, strategies and implementation plans to build resilience. The Action Plan will, therefore, include targeted support to a number of countries to facilitate such processes and continue building the necessary body of evidence for further action.

The Action Plan acknowledges the need to implement the resilience approach in close cooperation with other bilateral development partners and multilateral actors, including the UN system, given their central and coordinating role in promoting a coherent international response on the ground.

Actions to strengthen regional resilience capacities and to reduce risks in vulnerable regions will be crucial, as natural and man-made disasters do not stop at national borders. Resilience shall be understood, acknowledged and accepted, not only at expert/technical level, but even more importantly at the political decision-making level. EU support at regional level shall reinforce the capacity of regional organisations and stakeholders enhance the integration of resilience into planning of EU

regional financial instruments and support regional capacities to identify, assess and monitor risk by improving analytical tools.

The Action Plan recognises that the EU is already incorporating resilience into many programmes beyond those in the Sahel and Horn of Africa. EU interventions in areas such as food and nutrition security, climate change, DRR, agriculture, health, education and social protection, peacebuilding and statebuilding already have resilience as a core policy priority. The Action Plan sets a way forward to consolidate existing initiatives within a holistic approach, thus ensuring complementarity of interventions across sectors and to learn from them for the effective development of resilience strategies elsewhere.

DRR approaches will pay specific attention to: i) targeted actions; ii) to better understanding risks for enhanced early warning systems and improved decision making; iii) integrated approaches to DRR and climate change adaptation; minimise the socio-economic and fiscal impacts of natural hazards iv) promoting DRR in recovery activities in the aftermath of a disaster; addressing underlying risk and vulnerability factors; v) increasing attention to small-scale disasters; awareness raising and capacity building for local authorities and communities; community-based risk reduction.

The development of nationally-owned systemic approaches aimed at strengthening social protection, health- and education systems will be promoted and supported. Moreover, social protection and DRR approaches will be taken into consideration when designing and implementing climate change adaptation programmes, in line with the concept of 'adaptive social protection', to increase the livelihoods resilience of the poorest and most vulnerable people.

Education systems, including education in emergencies and in conflict situations, will be strengthened and access to knowledge and information promoted to increase community resilience, promote behavioural change, address social norms and improve acquisition of life skills for better health, environmental protection, peace building and employability.

From the food and nutrition security perspective, resilience to food crises will be systematically incorporated in programming decisions for development cooperation and resilience implications will be taken into consideration to promote development action with added value in terms of food crisis resilience building. Moreover, specific risk analysis will be carried out in order to identify the root causes of food insecurity and malnutrition and the areas of risk prevention and mitigation. The critical role of governance in addressing food and nutrition security in recurrent crises shall be emphasized.

2. Innovation, learning and advocacy

A common understanding of resilience objectives is required by governments and international partners. A body of evidence on the effectiveness of new approaches needs to be built for resilience to be systematically included into key international commitments and documents.

The Action Plan acknowledges that new approaches are needed to build resilience. Innovation will be supported, as will collaboration with new partners at all levels and in particular EU Member States, other bilateral and multilateral donors, local authorities, civil society, and the private sector. New resilience approaches will be tested in differing regions, differing environments and scale. Innovative approaches will seek to address known gaps and areas of concern with risk management and humanitarian assistance. The EU recognises that more strategic engagements with CSOs are to be promoted. The EU Roadmaps of engagement with CSOs represent an opportunity to do so at country level.

New approaches require a better understanding of what works and what does not and why. Strong monitoring and evaluation systems, including an understanding of costs and benefits, as well as the elaboration and application of appropriate indicators will have to be developed. Research will be undertaken to create the evidence base necessary for establishing better practice and as a basis to scale up, or to advocate for, resilience approaches.

3. *Methodologies and tools to support resilience* including EU procedures and mechanisms, supporting the Commission, the EEAS, the EU Delegations, as well as all relevant stakeholders apply the approach, monitor, build the evidence base and learn from best practise.

An immediate priority is to develop relevant tools and guidance to assist EU actors in implementing its resilience related commitments. An early emphasis will be placed on how to conduct joint risk assessments and strategic planning, aiming towards commonly agreed and harmonized methodologies that are country led.. Experience gained and lessons learned jointly with the UN system and the World Bank following multidisciplinary and multi-sector assessments related to post disaster and post conflict impact and needs will be used to inform the process. Particular attention will also be given to how resilience and flexibility can be factored into development and humanitarian policies and programmes to allow more timely responses to crises and shocks.

Guidance on the implementation of the EU's approach to resilience will be prepared and trainings organised for the Commission, the EEAS and Member States' staff, as well as partners.

Monitoring and evaluation

Each priority action included in the Action Plan is linked to an overall objective and a specific output. These will serve to regularly monitor effective implementation of the Action Plan. A performance management framework, as well as related monitoring and evaluation frameworks will be developed, allowing to track progress on the implementation of the Plan.

The Commission and the EEAS will engage with the Member States to review progress made on the resilience agenda at regular intervals, looking in particular at the policy, programming, mobilisation and use of funding, implementation modalities and results. Regular reviews of the Action Plan will be organised to assess progress and adapt the Action Plan where necessary, building on the lessons learnt throughout the implementation of the Action Plan, thus allowing for further elaboration of resilience building actions in the years to come.

Management arrangements

The Commission will, together with the EEAS, ensure that consistent progress is made on the implementation of the Plan and will continue its active dialogue with relevant Council formations. Equally, relevant stakeholders and resilience actors in the different regions or sectors could be approached to develop concrete partnerships tailored to the proposed actions.

The Transition Interservice Group of the European Commission, which brings together a number of Commission services as well as representatives of the EEAS, shall constitute the main internal structure in charge of supporting the implementation of the Action Plan.

In order to allow for regular exchanges with Member States, international organisations, other bilateral and multilateral donors, civil society, private sectors and other relevant stakeholders, the Commission will also organise an annual EU Resilience Forum. This Forum will allow for further exchanges of practices, dissemination of best practices and lessons learnt, revision of priorities in the implementation of resilience related actions, as well as general dialogue on the resilience agenda.

Implementation priority 1: EU support to the development and implementation of national and regional resilience approaches, capacities and partnerships					
The EU resilience principles (long term, multi-sectoral, addressing basic causes) are applied in priority countries and regions, including in the framework of joint development/hum operational assessments, strategy formulation and implementation.					
N	Action	Activities	Timeframe (activities)	Who (partners involved)	Outputs
1	AGIR initiative EU programming supports AGIR priorities	Validation of National Resilience Strategies for at least six countries (Burkina Faso, Chad, Mali, Mauritania Niger and Senegal). Inclusion of AGIR principles and objectives in 11th EDF RIP and NIPs in all relevant Sahel countries Implementation of National Resilience Strategies in all countries of the Sahel including measures to increase food and nutritional security and to promote social protection Support Regional organisations(CILSS, ECOWAS, UEMOA) to promote resilience at national and regional level in the Sahel	End 2013 2013-2014 2013-2020	EEAS,EC (HQ and delegations) in support of the action by West Africa regional organisations. EU Member States (as members of the AGIR initiatives) Other AGIR stakeholders notably the US, the World Bank and the African Development Bank. National Governments and institutions Civil society	Trajectory (target) towards achievement of zero hunger in the Sahel. A regional road-map on strengthening resilience in the Sahel. National Resilience Strategies for the countries most affected supported by Governments, other stakeholders + EU 11th EDF RIP and NIPs allow for substantial EU support to enhancing resilience with the inclusion of measures to increase food and nutrition security and improve social protection focused on the most vulnerable populations. Effective platform for donor (humanitarian, development) coordination

2	Horn of Africa SHARE EU programming and implementation in the Horn of Africa supports SHARE priorities and approach	Implementation of early SHARE projects (Djibouti, Ethiopia, Kenya, Somalia and IGAD) Inclusion of SHARE principles in 11 th EDF ESA-IO RIP and in NIPs in all relevant HoA countries Support IGAD and IGAD Member States in the implementation of the Ending-Drought-Emergencies (EDE) agenda Support the Global Alliance as an effective platform for donor coordination	2013-2017 2013-2014 2013-2020 2013-2020	EEAS, EC MS, HQ and field Member States (as members of the Global Alliance initiatives) Other Global Alliance stakeholders National Governments and institutions Civil society	Tangible improvement in resilience (enhanced nutrition, food security, income) among target communities Widely adopted resilience frameworks at IGAD and national level, supported by the EU 11 th EDF RIP and NIPs allow for substantial EU support to enhancing resilience Effective platform for donor (humanitarian, development) coordination
3.	Country and Regional resilience "Flagship" initiatives Support resilience approaches in different contexts and regions ⁹ .	Selection of country/region cases- potential to link with Political Champions initiatives and other stakeholders priorities; potential to explore linkages between the resilience agenda and the piloting of the New Deal for Engagement in Fragile States. Joint (Humanitarian and Development) assessment of the situation	December 2013 October 2013	EEAS, EC EU Delegations Member States National Governments and institutions Civil society Other donors and multilaterals	2-4 focus countries/regions selected for the resilience agenda (including at least one pilot country for the New Deal) Common humanitarian and development framework for action discussed with Government Joint humanitarian and development programmes developed and implemented with appropriate political support

⁹ It is intended that among the focus countries/regions, attention is paid to a variety of risk environments, for example drought and flood, cyclone, earthquake, as well as conflict and instability. This would also broaden learning and good practice for replication to similar contexts. Moreover, it is intended that the geographical coverage includes focus countries/regions from Africa, Caribbean, Pacific, Latin America and/or Asia, to the extent possible.

		Fostering of endorsed national resilience framework Common definition of priorities and alignment of programming Coordinated action (HIPs DIPECHO programmes, Development programming)			
4.	Aligning DRM to the resilience agenda Disaster Resilience in Africa, Caribbean and Pacific	Integrate multi-sectoral and multi-hazard risk management approaches into national development planning and support strategies that integrate all aspects of DRM and foster more informed decision-making on recovery, reconstruction and future development planning and financing Support disaster resilience comprehensive strategies through harmonized and intra-regional cooperation on DRM in Pacific, Caribbean and sub-Saharan countries and regions complementing in particular actions 1, 2 and 3 above.	2013-2020	EC, EEAS EUMETSAT ACP Group of States ACP sub-regional organisations (SPC, CDEMA CARIFORUM, African Regional Economic Communities, Regional and national climate centres) AUC, UNISDR, World Bank-GFDRR, WMO AfDB, CDB	Disaster resilience is embedded in regional, sub-regional and national policies and practice and related strategies cover the whole DRM cycle Probabilistic risk assessments become mainstream practice to inform decision-making on future investments Multi-risk financing strategies are developed for better informed decisions to mitigate the socio-economic and fiscal and financial impacts of disasters. Hydro-meteorological and climate products and services are developed for DRM and resilience purposes, including people-centred and real-time early-warnings (global, regional and national) Disaster loss databases and risk profiles are available to inform DRR

					policies and strategies Recovery frameworks are delivered following Post Disaster Needs Assessments allowing for improved national development strategies
5.	Promote integrated approaches to Climate Change Adaptation, DRR and resilience Global Climate Change Alliance+ and GCCA+	Promote complementarities between the CCA and resilience agendas in the common focus countries. Provide technical and financial support for national and regional CCA programmes, with a focus on mainstreaming, adaptation, and DRR, among other priorities. Foster dialogue and exchange among the EU and low income developing countries most vulnerable to climate change.	2013-2020	EC EU Member States ACP Secretariat Other implementing partners	45 GCCA programmes to be -going in over 35 countries and 8 (sub)regions by the end of 2013, contributing to increased resilience at local, national and regional levels. Platform for dialogue and exchange among EU and low income developing countries to lead to further integration of climate change and DRR in development planning and informing the development of a new climate agreement under the of the UNFCCC. The GCCA+ to build on the work and approach of the first phase (2008-2013) and strengthen its impact by feeding back lessons learned, better targeting its work.
6.	Integrating resilience into food and nutrition security agenda	Systematic incorporation of resilience in food and nutrition security activities in the EU programming and implementation Support capacity building for effective governance for food and nutrition security at global, regional, national	2013-2020	EEAS, EC EU Delegations CSOs National Governments and institutions	NIPs and RIPs to reflect resilience priorities when addressing food and nutrition security. Technical approach framework and technical support available for EU Delegations in order to incorporate resilience in the food and nutrition security interventions as reflected within the NIPs, the programmes and

	and local levels including through initiative such as Scaling Up Nutrition (SUN). Support the individual rights and promotion of fair access to resources including through the implementation of the Voluntary Guidelines on the right to adequate food in the context of national food security, and on responsible governance of tenure of land, fisheries and forests. Support the organisational development and empowerment of civil society and farmer organisations, with specific attention to the empowerment of women and the strengthening of their decision making role.		NEPAD FARA	projects to be elaborated during the budget period 2014-2020. The Voluntary Guidelines on (i) right to adequate food and (ii) on land and natural resources use are adopted and used by a considerable number of partner countries (and especially the countries of focus for the resilience agenda). International, national and local mechanisms of governance of natural resources and eco-systems has been strengthened to support sustainable intensification of agriculture with particular emphasis to high demographic growth areas. National and local policies for sustainable land and soil management have been promoted in partners countries. Research for knowledge base development is promoted in sustainable agriculture and nutrition to support decisions making process. Nutrition sensitive and nutrition specific policies are scaled up by a significant number of partner countries with the support of technical and financial partners and civil society
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Priority Intervention 2: Innovation, learning and advocacy				
A body of evidence on effectiveness of new resilience approaches is built.. A common understanding and application of the resilience approach is reached together with other bilateral and multilateral donors. The new approach to resilience is reflected in key documents at the international level. New approaches and techniques for resilience are tested and evaluated				
N	Action	Activities	Timeframe	Who Outputs
7.	Scaled-up social protection initiatives-Strengthen assistance mechanisms for vulnerable population groups Support the development of nationally-owned and nationally-led systemic approaches to social protection.	Use and expand adaptive social protection, as a core contributor to national resilience strategies, in particular in the countries of focus for the resilience agenda. Enhance coordination of support between Commission, Member States and third parties, within the context of the social protection floors initiative and maximising their contribution to resilience building. Capacity building and technical support for the development of national programmes of social protection using the EU Expert Facility for Social Protection.	2014-2020	EEAS EC Member States Other supporters of the Social Protection Floors Initiative (including the UN, G20, civil society organisations, etc) National Governments and institutions Countries progress on design and implementation of nationally owned and led comprehensive social protection systems. A holistic approach to DRR, CCA and Social Protection is applied within national/regional resilience frameworks. Report on progress towards greater coordination of support between Commission, MS and third parties. European expertise supports the development of nationally owned systematic approaches to social protection.
8.	Risk financing	Green paper "insurance and disaster	2013	EC New risk financing mechanisms and

mechanisms Expand support to innovative risk financing solutions at a national and local level; insurance, re-insurance, catastrophe bonds, diaspora bonds, remittances, etc.	prevention" Promote and pilot G20 methodological framework for risk assessment and risk financing (developed by OECD and the World Bank) Use of risk financing mechanisms, such as expanding social protection programmes to include more beneficiaries at a time of shock. Use insurance as a risk financing mechanism to supplement safety nets/cash transfer in crisis. Expand existing support to risk financing (including index based insurances) at national and regional level Feasibility study of insurance as a humanitarian funding mechanism Feasibility study on how to integrate risk financing in development policies of partner countries Feasibility study on the financing of DRR measures (TA, risk financing solutions, etc.) through EU blending mechanisms namely under the current 8 regional blending facilities	2013-2020	National Governments (e.g. Sovereign risk pools, insurance subsidies) Insurance and re-insurance actors WMO DRR and Risk Financing Programme Civil society, and professional associations e.g farmer organisations Research institutions	approaches piloted and tested Evidence based understanding of costs and benefits of insurance for resilience and poverty reduction Risks integrated within Fiscal policy and planning Research and innovation plan including a comparative study on risk financing of social protection programmes. Evidence for advocacy and accountability
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9.	Support the development of competitive local private sector (PSD) in vulnerable, fragile and conflict affected environments Support the creation of inclusive growth opportunities for vulnerable populations and providing long-lasting solutions for their resilience strengthening	Exchange of experience with other bilateral and multilateral donors Foster engagement with the Donor Committee for Enterprise Development (DCED) to develop and disseminate methodologies for supporting enabling business development environments, PSD contributing to green economy and inclusive PSD in fragile and conflict affected situations. Testing and lessons learning from private sector initiatives (risk information sharing, business continuity and service provision during crisis), as well as from experiences by companies from working in unregulated or informal environments, approaches to integrating domestic micro-enterprises, informal operators or cottage industries into global supply chains. Exploring mechanisms to catalyse public-private partnerships and private investment.	2013- 2020	EC DCED (platform and members)	Inclusive private sector development approaches are supportive of resilience building in vulnerable, fragile and conflict affected environments. Methodology and training PSD in fragile and conflict affected environments is available and used by EU Delegations in their work on supporting inclusive PSD.
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10.	Initiatives of multi-actor territorial approaches	Test pilot initiatives of territorial approach in selected countries Learn from the piloting	2014-2017	EEAS, EC Local Authorities and CSOs Local stakeholders	Piloting of multi-actors local development processes with a view to stimulate and promote concertation and coordination of various social and economic stakeholders in a particular geographical area, including LAs, CSOs, the private sector and others stakeholders, to formulate and implement resilience policies and strategies in a given territory.
11.	Urban resilience initiatives Developing urban resilience methodologies, testing and evaluating.	Develop an option paper – cities, partners Learn from piloting of urban community risk reduction (CDMP/ACP-EU) Test approaches in a limited number of cities	End 2013	EC National Governments and institutions MS and donors UNISDR making cities resilient campaign UNHabitat WB and GFDRR ODI/HPG	Pilot city resilience strategies and operational plans including • Urban risk assessments including CC scenarios • Longer term resilience • Contingency planning • Cohesive multi-sector approaches • Government commitments
12.	Resilience approaches to protracted refugee IDP caseloads To test parameters to adopt longer term approaches to enhance refugees' self-resilience and resilience. Inclusion of IDP, refugees and returnees into national resilience strategies	Assess the costs, social and economic impacts of refugees and IDPs on host communities.. Design and implement resilience programmes for refugees, IDPs and returnees that: a) address stress caused by presence of refugees, IDPs	2013-2020	EC, EEAS IOM, UNHCR CSOs National Governments and institutions	Longer term and flexible programming for refugees, IDPs and returnees Refugee, IDP and returnee issues integrated into non-displacement development programming, national development plans, national poverty reduction strategies and national resilience strategies. Evidence based programming that mitigates the negative impact of the

		and returnees on the macro economy, livelihoods, delivery of services, and other resources experienced by host populations b) recognize and address the longer term developmental needs of refugees, IDPs and returnees c) improve the daily lives of the displaced <i>during displacement</i> . Conduct advocacy with relevant stakeholders – at local, national and regional levels - for refugees to be given freedom of movement as well as the rights to access education, health care and local markets for labour, goods and services during displacement.			presence of refugees and IDPs, including climate-induced displaced persons, on host communities and maximises the positive developmental opportunities for the displaced and hosts alike
13.	EU Aid volunteers Initiative ¹⁰ to support resilience and capacity development at local level (TBC ¹¹)	Participation of EU Aid volunteers in projects focusing on inter alia resilience, DRR and preparedness activities	From 2014-2020	EC NGOs, MS specialized agencies, international partners	Contribution to building resilience through enhancing capacity in partner countries vulnerable to disasters through participation of qualified EU Aid volunteers in resilience projects. Support specific capacity building actions

¹⁰ COM(2012) 514 Commission's proposal for a Regulation establishing the European Voluntary Humanitarian Aid Corps (EU Aid Volunteers) is currently under discussion in the Council and the European Parliament

¹¹ Ibidem

	support for specific capacity building actions for local organisations)			for local hosting organisations
14.	Enhancing the resilience knowledge base Research for improved resilience and evaluations of resilience programmes and resilience components Integration of resilience activities into research and innovation programming "Horizon 2020"	Identification of research entry points Follow up of the relevant research programmes Use and expand on CSO experiences and research Evaluation of all resilience innovation initiatives. Cost and benefits analysis.	2013-2020	EC (in partnership with international donors and partners -WMO, CRED, UNISDR, WB-GFDRR, OECD etc.) International scientific bodies: GEM; IRDI, ICS, etc CSOs National Governments and institutions NEPAD,FARA
15.	Advocacy Develop harmonized approaches, common understanding	Political support Political dialogue and engagement Exchange of experiences and good practice Peer reviews as a governance tool to improve resilience approaches Communication	2013-2020	EEAS EC Commissioners covering humanitarian and development portfolios Member States National Governments and institutions
				Post 2015 Hyogo Framework for Action - post MDGs /SDGs framework: Resilience indicators in Hyogo and post MDGs/SDGs and more linkages between climate change adaptation and disaster risk reduction in the new Framework Peer review reports of a number of disaster prone countries assessing the implementation of the Hyogo Framework for Action Policy stance prepared for Rio +20 including national commitments to resilience

					Resilience dialogue (WB-IMF annual meetings, Political Champions: resilience initiatives designed collaboratively)	Global Alliance for Resilience and Growth as an effective platform for resilience
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Implementation priority 3: Methodologies and tools to support resilience					
To support Commission/EEAS/ EU Delegations apply the approach, monitor, build the evidence base and learn. Putting our house in order.					
No	Action	Activities	Timeframe	Who	Outputs
16.	Resilience factored in guidance for Commission, EEAS and partners	Develop tools for joint Humanitarian Development planning (Joint analysis Joint strategies; coordinated Joint/collaborative implementation) Adapt and develop Commission and EEAS tools and processes to the resilience agenda	2013-2015 2013-2020	EEAS,EC EU Delegations	Operational guidance for EEAS and Commission (HQ and field)/ for joint (HUM+DEV) planning and on mainstreaming disaster risk management and climate change adaptation in HUM and DEV interventions Training for Commission staff and other stakeholders Commission Enhance Response Capacity in the humanitarian aid field revised New Commission single form to include resilience marker in the humanitarian field DIPECHO HIPS Resilience building is addressed in the Programme and Project Cycle Management guidelines for development cooperation. Resilience building is mainstreamed in the EU

					Results Framework.	Reporting
					Resilience factored in Environmental Impact Assessment Procedures	
17.	Improved methodologies and tools for: i) multi hazard and multi sectoral risk assessments ii) risk management iii) measuring resilience Optimise and add to existing processes and methods relevant to context Strengthen capacities and inter-relationships to develop and apply tools for resilience planning – with an emphasis on building local, national and regional capabilities. Tools and methodologies consolidate, and add to, the evidence base for resilience	Support the development of methodologies, modelling tools and indicators for measuring resilience Review tools and methods from different sectors, risks and levels, e.g. Climate assessment Natural disaster assessments Participative profiling Conflict sensitivity Peer reviews Political economy analysis Livelihood Optimise scientific tools; remote sensing, GIS, survey and field data collection Collate, modify and adapt to different contexts and purposes Develop or adapt multi-hazard/multi-sectoral community based approaches to resilience – for community action and to	2013-2020	EEAS, EC National authorities Development partners CSOs International/Scientific bodies (GEM, IRDR, ICS,) GFDRR- WB UNDP-BCPR IPCC WMO DRR Programme UNISDR UNFCCC FAO UN system NEPAD FARA	Measuring tools used for monitoring countries/regions resilience approaches with the use of harmonised outcome and outputs indicators Flagship initiatives collate, use and add to existing assessment and planning methodologies for resilience planning. Practical guidelines to resilience planning at different levels; community, sectoral, national Integrated risk assessments and understanding of underlying causes of vulnerability at differing scales – community, national, regional Tools and methodologies adapted to fragile and conflict affected contexts	

		inform wider planning processes Use experience gained and lessons learned from multidisciplinary and multi-sector assessments related to post disaster and post conflict impact Develop tools to apply conflict analysis to resilience building Develop cost benefit analyses of resilience Refine analysis/ EWS to capture multi-sectoral resilience including global dynamics (food prices, economic shocks)		Improved availability, comparability and access data. National high resolution (i.e. to community) data sets available for programming resilience Needs and Risk assessment – including climate scenarios - inform EU and Commission strategies, programme instruments and M+E and the UNFCCC work programme on loss and damage. Recommendations for a more consistent European and international approach in recording losses and creation of disaster loss databases Open Humanitarian Risk Index (objective, transparent, and evidence-based multi-hazard risk index) to inform programmes focused on anticipating, mitigating, and preparing for humanitarian emergencies Strengthened tools (e.g.EWS, risk communication systems, PDNA/PCNA methodologies) lead to improved practice –
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					more timely response, investments in resilience, accountability.
18.	Flexible financial instruments and contingencies applied and developed Use to the maximum extent possible of existing flexibility for resilience	Awareness raising Guidance on the application of flexibility in the design and implementation of development interventions Training on the use of flexibility in the design and implementation of development interventions; mainstreaming the use of flexibility throughout relevant thematic, horizontal and procedural training courses. Review use of trust funds, or contribution to trust funds, in emergency or post emergency situations Organising exchanges of best practices with MS and other bilateral donors on the flexibility of their respective financial instruments and related procedures.	2013-2020	EC,MS Bilateral and multilateral donors	Programme contingencies in place Evidence and examples for replication Commission staff use existing flexibilities when designing and implementing project/programmes Synergies between the Commission and MS are organised in the provision of aid, building on the comparative advantages relating to the flexibility of the respective financial instruments.

Glossary

ACP:	African Caribbean Pacific
AfDB:	African Development Bank
AGIR:	Global Alliance for Resilience
AUC:	African Union Commission
CARIFORUM:	Forum of the Caribbean Group of African, Caribbean and Pacific States
CC:	Climate Change
CCA:	Climate Change Adaptation
CDB:	Caribbean Development Bank
CDEMA:	Caribbean Disaster Emergency Management Agency
CDMP:	Comprehensive Disaster Management Programme
CILSS :	Comité permanent Inter-Etats de Lutte contre la Sécheresse au Sahel
CRED:	Center for Research on Environmental Decisions
CSO:	Civil Society Organisation
DAC INCAF:	Development Assistance Committee International Network on Conflict and Fragility
DCED:	Donor Committee for Enterprise Development
DIPECHO:	Disaster Preparedness ECHO
DRM:	Disaster Risk Management
DRR:	Disaster Risk Reduction
ECOWAS:	Economic Community of West African States
EDE:	Ending Drought Emergencies
EDF:	European Development Fund
EEAS:	European External Action Service
ESA-IO:	Eastern and Southern Africa and the Indian Ocean
EU:	European Union
EWS:	Early Warning System
FAC:	Foreign Affairs Council
FAO:	Food and Agriculture Organization
FARA:	Forum for Agricultural Research in Africa
GCCA:	Global Climate Change Alliance
GEM:	Global Earthquake Model
GFDRR:	Global Facility for Disaster Reduction and Recovery
HIPs:	Humanitarian Implementation Plans
HoA:	Horn of Africa
HPG:	Humanitarian Policy Group
HQ:	Headquarter
HUM+DEV:	Humanitarian and Development

ICSU:	International Council for Science
IDP:	Internally Displaced People
IGAD:	Intergovernmental Authority on Development
IOM:	International Organization for Migration
IPCC:	International Panel on Climate Change
IRDR:	Integrated Research on Disaster Risk
MDG:	Millennium Development Goals
MS:	Members States
NEPAD:	New Partnership for Africa's Development
NGO:	Non-Governmental Organisation
NIP:	National Indicative Programme
ODI:	Overseas Development Institute
OECD:	Organisation for Economic Cooperation and Development
PCNA:	Post-Crisis Needs Assessment
PDNA:	Post-Disaster Needs Assessment
PSD:	Private Sector Development
RIP:	Regional Indicative Programme
SDG:	Sustainable Development Goals
SHARE:	Supporting the Horn of Africa's Resilience
SPC:	Secretariat of the Pacific Community
SUN:	Scaling Up Nutrition
TA:	Technical Assistance
UEMOA:	West African Economic and Monetary Union
UN:	United Nation
UNFCCC:	United Nations Framework Convention on Climate Change
UNHCR:	United Nation High Commissioner for Refugees
UNISDR:	United Nations International Strategy for Disaster Reduction
WB:	World Bank
WMO:	World Meteorological Organization