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# PERIPERI U PHASE III SUMMATIVE EVALUATION

FINAL

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## SUMMARY REPORT

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### BACKGROUND

Periperi U (*Partners Enhancing Resilience for People Exposed to Risk*) was conceptualised as a progressive effort by the higher education sector in countries across Africa to pioneer a collaborative, Africa-led and rooted approach to multi-level, multi-sector capacity strengthening and knowledge generation in the disaster risk domain. Comprising disaster risk science (DRS) scholarship as well as disaster risk reduction (DRR) and management (DRM), this area of work is increasingly important around the world. Its complex inter- and transdisciplinary character and multi-sector focus present significant challenges for all involved in efforts to diminish vulnerability and increase countries' preparedness for both natural and man-made disasters.

To enhance the robustness and impact of activities in this domain, Periperi U has since 2006 operated as a collective, first as a network and then as consortium, growing from an initial four to 11 partners in 11 countries five African regions in 2014. It has two levels of operation and intervention: as a collective (the consortium) and as individual partners tailoring their initiatives to their specific institutional and country contexts.

Periperi U is now concluding its third phase of implementation with funding from the Office of US Foreign Disaster Assistance (USAID OFDA), who has been a visionary support for Periperi U since its inception in 2006. This summative evaluation of Phase III of the project (July 2011-July 2015) follows from a contractual requirement as well as a desire by the Periperi U partners to learn from past experience in order to inform the next phase in its evolution.

### OVERALL ASSESSMENT (EXECUTIVE SUMMARY)

Periperi U is a very well designed and implemented intervention that during Phase III made excellent progress towards meeting its overarching objective.<sup>3</sup> It is a successful and in many aspects, pioneering approach to establishing a complex new field of scholarship in the higher education sector in Africa in support of national, continental and global imperatives. It is based on the important notion that embedding such an effort in the higher education sector rather than in other types of initiatives and entities will ensure sustained and sustainable action and results – building African expertise through the efforts of indigenous experts and scholars who can innovate and contribute while drawing from national experience as well as international good practice.

Importantly then, the design and implementation of Periperi U reflect deeply thoughtful engagement with these issues. The project is cleverly designed to unfold in stages that build on one another and systematically generate knowledge and develop multiple capacities at multiple levels for national and continental benefit. Its approach and contributions are deeply rooted in the notion that capacity building and successful advances in complex, cross-disciplinary and cross-sector fields of work at national and continental levels need to draw from, and are dependent on context-

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<sup>3</sup> "To build and embed sustainable 'multi-tasking' capabilities in disaster risk and vulnerability reduction capacity building in ten selected institutions of higher learning in Africa consistent with global disaster reduction priorities reflected in the Hyogo Framework of Action." Details of the overall goal and five strategic focus areas can be found in section 1.2 of the report.

sensitive, boundary-spanning<sup>4</sup>, engaged scholarship. The Periperi U partners and consortium have thus been playing a leading role in their countries and internationally in making the case for, and building the necessary scholarship in the disaster risk domain, using a very successful 'collective impact' approach<sup>5</sup>. In this process it is providing a model for collaboration, capacity building and field-building with significant potential for application and tailoring to other contexts.

Implementation during Phase III has proceeded very well. The partners are making great strides in building the necessary capacities to make a difference on the ground. Taken as a collective, the consortium has met and in some cases significantly exceeded their quantitative targets. The only activities where there is general underperformance, given explicit expectations, relate to schools-oriented service learning, cultivating internships, e-learning and fundraising. Most of the partners display upward performance trajectories, especially in the new strategic engagement stream of work initiated during Phase III. Some partners have underperformed in key areas.<sup>6</sup> But while not all have performed to expectation in all five focus areas, there is no indication that these are the result of inherent flaws in design, capacity or implementation. Instead, underperforming partners in each focus area should be able to remedy the situation to the extent that resources and contexts will allow, unless seriously impeding factors beyond their control intervene. There are sufficient goodwill and commitment to accountability among partners for this purpose. Similarly, the consortium is well positioned to take responsibility for improving those management aspects identified as crucial for success, such as the full utilisation of consortium strengths, nuanced tracking of the extent and relevance of built capacities compared to need and demand, research scholarship, quality assurance systems, knowledge management and financial sustainability.

The progress made during Phase III leaves the work of Periperi U partners towards achieving their overall objective in a more robust state than at the end of Phase II, and impacts are starting to emerge across partner countries. Institutional capacities are being developed, academic programmes and modules have been successfully embedded and short courses are well attended and increasingly requested. Useful research results are steadily emerging, while the visibility and positive influence of the Periperi U partners are increasing as a result of their activities and engagements from sub-national to global levels. A vast majority of the more than 200 stakeholders reached through surveys and interviews confirmed the utility and importance of its work, and the relevance and wide reach of the capacities that are being built. Professionals and influential decision-makers from local to national government, non-government organisations and multilateral organisations provided many anecdotes of mindset change, greater awareness and understanding, and actual application of what has been learnt in policy and practice.

A comprehensive understanding of the impact of Periperi U will require a much more intensive special impact evaluation, but there are enough indications to be confident in the valuable

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<sup>4</sup> Ernst C and D Chrobot-Mason (2011). *Boundary Spanning Leadership: Six practices for solving problems, driving innovation and transforming organisations*, Centre for Creative Leadership, published by McGraw-Hill.

<sup>5</sup> Hanleybrown, F, Kania, J, & Kramer, M. (2012). *Channeling Change: Making Collective Impact Work*. Stanford Social Innovation Review. More resources at <http://www.fsg.org/blog?topic=81>

<sup>6</sup> Particular attention should be given to aspects of performance in Makerere and Moi (several aspects), USTHB (esp. with respect to conference/research output and engagement of core team) and BDU (only with respect to substantive research output).

contributions of Periperi U towards change on the ground, while keeping in mind that building such capacities is a long-term and complex undertaking by highly skilled and committed people.

Significant support from home universities and the judicious use of available funding has made Periperi U a cost-effective approach from the perspective of an external funder. However, the financial sustainability of the work of Periperi U is still at a delicate stage. Current business models will sustain some activities in the partner nodes, but external funding remains essential for momentum and for the 'engine' of the whole effort, the consortium, *i.e.*, the partners who share and act as collective. Although business models can and need to be strengthened, Periperi U partners operate in resource-poor environments and in contexts where policy implementation in the disaster risk domain is still unfolding. This situation is unlikely to change dramatically in the near future, and thus reinforces the need for visionary funders and supporters who understand that although early achievements and impacts are possible - as the consortium has illustrated - it takes several decades of concerted effort to build a new field of work that effectively supports urgent priorities at a national and continental levels.<sup>7</sup>

Periperi U is providing evidence that well designed interventions through and by the higher education sector offer very significant advantages in efforts to build capacities that can serve the continent during a time of increasingly powerful man-made and natural disasters. The need for such engagement is being highlighted by influential actors on the continent and beyond, and it is very likely that demand for higher education sector contributions will increase as national and continental policies are shaped in support of the *Sendai Framework for Disaster Risk Reduction 2015-2030*.

Given the successful interventions and significant contributions by Periperi U to date, this initiative should not only continue, but be allowed to continue its systematic evolution along the thoughtful path crafted by the consortium of partners.

## SUMMARY OF FINDINGS

### Project performance

**Focus Area 1 - Institutionalisation<sup>8</sup>:** The Periperi U partners have successfully continued their efforts to embed the disaster risk domain in their respective home institutions. Administrative and financial processes have been integrated into university systems, with most home universities providing significant in-kind contributions in the form of infrastructure, administrative support and staff time. In general, programme activities have had good support from university leaders and administrators - the result of what is seen as an important area of work from a national perspective that is also given credibility by external funding and, in particular, by a consortium of African universities. Four consultative meetings between partners were held as planned and served as important vehicles to cultivate vision, cohesion and joint action. Their value for partners as well as cost-effectiveness was significantly enhanced by strategically aligning their venue and timing with strategic events and processes on the continent.

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<sup>7</sup> Hambrick, Donald C., and Chen, Ming-Jer (2008). *New Academic Fields as Admittance-Seeking Social Movements: The Case of Strategic Management*. *Acad Manage Rev* 33(1), 32-54

<sup>8</sup> Details can be found in section 3.1 of the report.

The exchange visits that took place were fewer than the 1-2 envisaged per year per partner, and collaboration in the development and implementation of academic activities, their documentation and sharing was by partners' own admission less than intended, although there are examples of joint curriculum development and learning based on partners' sharing of experiences. Reasons given include very busy schedules and uncertainties in funding transfers for traveling, but it is disappointing that this important potential benefit of the consortium model has lagged during this phase. It will be an important aspect to improve in future.

Most importantly for embedding scholarship in this new domain, the number of academic staff introduced to Periperi U activities continued to increase in Phase III. A total of 97 home university staff members are now involved in delivering or supporting courses – 62 as core and 35 as adjunct staff<sup>9</sup>, with a further 55 specialists engaged from outside the university environment. The staff members come from an impressive array of around 60 professional fields or fields of specialisation, with around a quarter from the humanities or social and management sciences. As more programmes and short courses come on-stream, the number of internal and external specialists delivering Periperi U activities has grown by an impressive 55<sup>10</sup> since the end of Phase II. Feedback from stakeholders has confirmed the merit of engaging external specialists from both policy and practice environments. However, very few partners – primarily SU and few partners who joined hands in grant proposals or commissioned research - have raised funds from external sources, and continuing dependence on external grant funding for staff poses a risk to long-term sustainability in at least six of the universities.

**Focus Area 2 – Short courses<sup>11</sup>:** The targets in this stream were met in all but three partner nodes<sup>12</sup>; for around half, performance in some aspect of this focus area was well above expectations. Although more courses were presented in Phase III (58 compared to 47 in Phase II; 19 of them in 2012), somewhat fewer participants were reached - 1,447 (average 25 per course) compared to 1,572 (average 33 per course) in Phase II (this situation might still change as Phase III draws to a close).<sup>13</sup> Participants came from a wide range of sectors and experiences, thus reinforcing the importance of this focus area for reaching and building the capacities of stakeholders immersed in practice, and in many cases in influential positions.

This stream of work has yielded significant benefits for the consortium partners, embodied in ripples such as improved networks, greater influence and increased demand for partners' expertise, clearly indicating that stakeholders find the courses useful. Many aspects of this focus area have been exemplary, such as the principle to develop the courses with practitioners and experts outside the university; delivering the courses in conjunction with practitioners; drawing in staff from other university units across disciplines and hierarchies; combining open with tailored courses based on

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<sup>9</sup> The number includes a relatively small percentage of administrative staff

<sup>10</sup> Ditto

<sup>11</sup> Details can be found in section 3.2 of the report.

<sup>12</sup> Clarity on the reasons could not be obtained during this evaluation as a result of insufficient triangulation. Observations from within the partnership include the difficulties of working in the high-pressure environment of public health and refugee crises in East Africa, and of establishing work in the disaster risk domain in fields with well-established disciplinary boundaries and identities and notions of 'disaster risk'.

<sup>13</sup> Note that the data collection for the evaluation ended before the end of Phase III. The data reflect the period 1 July 2011 – 28 February 2015.

need and demand; and in most cases, reaching very significant numbers of influential actors at national level. Makerere and Moi also offer valuable insights into how short courses can be used to mainstream DRR into undergraduate curricula.

Although course attendance in Phase III was on average 25 persons; actual numbers varied from nine to 50, indicating that some courses are still to attract sufficient numbers of participants. Of the 38 unique courses, a large number (26) was new, well exceeding the target of 1-2 new short courses per partner. However, analyses showed a more nuanced picture, indicating that partner performance has been quite uneven.<sup>14</sup> For example, nearly half (28) of the courses were presented by only three partners (SU, BDU and Ardhi); only two partners (SU and Tanà) presented at least one course every year. Three partners (BDU, USTHB and UGB) were responsible for more than half of the courses developed for the first time during Phase III. In four of the nodes the number of participants fell dramatically compared to Phase II.

Increases in the number of commissioned and targeted short courses indicate both growing demand in especially provincial, district and municipal authorities, as well as the growing reputation of the partners. Six partners were commissioned to develop courses targeted at specific audiences, with BDU (5), Ardhi (4) and UGB (3) most in demand. The increase in commissioned courses is an encouraging trend that can open new avenues of funding, learning and influence.

Stakeholders consulted are generally satisfied with the quality and relevance of the short courses, and appreciate that external experts from organisations focusing on policy or practice are engaged as presenters. Short courses play an important role in developing capacities, and in many cases contribute to shifting mindsets. Many participants can provide anecdotal evidence of application in their profession (refer to details in chapter 4).

Some concerns have emerged around the balance between the demand for, and supply of courses. There are questions around the regularity with which courses are presented; few are annually repeated. In many of the nodes – and across the partners - there is no clear core of content for which the partner can become known over time. A longer-term strategy in each partner node for how best to use short courses might assist in reaching key points of influence in a country, for example engaging with those who teach civil servants, or other potential change agents.<sup>15</sup> Although such an approach may be seen as taking away the advantage that responsiveness to immediate demand offers, this does not need to be the case. In the current increasingly competitive climate it is likely to be advantageous to have a smallish number of courses with distinctive qualities for which each partner can become known, possibly supported by a generic core that can be shared between partners. The influence on demand of professional incentives, and the practice in one or two nodes

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<sup>14</sup> Four of the partners performed particularly well, while three failed to meet one of the expected targets. BDU contributed most: 12 courses delivered, nine unique and seven new; and attracted the most participants (300), tripling the number compared to Phase II. UG quadrupled and Tanà doubled participants. As a new entrant, Moi did not present new short courses in Phase III or a course on hydro-metereological hazards or urban risk, but continued to offer what has been in place before joining Periperi U. Makerere and Ardhi did not present any courses related to the two priority themes.

<sup>15</sup> Several partners have this approach, for example UDM, which targeted groups who could spearhead a cascading approach to DRR capacity development initiatives through professionals with existing platforms for working with communities.

of paying participants nominal amounts for participation need to be considered in the design of such strategies.

**Focus Area 3 – Academic courses<sup>16</sup>:** Postgraduate courses in DRR/M are particularly important; they are seen by stakeholders as preparing a new cadre of professionals who can lead a range of activities across sectors where this field of work needs to be embedded. Only UG chose to focus exclusively on integrating modules into existing academic courses as a result of their particular context. The implementation of academic programmes and modules continued in Phase, with partners meeting targets to the extent that they could control; two Master’s programmes (Moi and USTHB<sup>17</sup>) are still awaiting approval. By 2015, Periperi U had contributed 13 modules<sup>18</sup> and 12 academic programmes in the disaster risk domain, with three new Master’s programmes launched (or about to be launched) in Phase III. The fact that nearly all are awarded in the natural sciences, (one in health and one in the social sciences/humanities) emphasises the need for sufficient multi- and interdisciplinarity to ensure graduates with a good understanding of the human component in this domain<sup>19</sup>.

The courses have been tailored to specific institutional strengths and national priorities<sup>20</sup>; this diversity supports contextualised education in a country on the one hand, and expands the choices available to students who are able and wish to study across country boundaries in another area of interest.<sup>21</sup> The Makerere MPHDM is pioneering in that it is the first on the continent to locate DRR/M in the context of public health; it continues to grapple with how best to shift from the earlier focus on disaster management (related to health in refugee environments) to disaster risk reduction in the health arena; it will be important to track the shift in its recent curriculum revision effort.

A total of 593 students – 305 at postgraduate (Master’s and PhD) level – were registered in Periperi U supported programmes during Phase III, significantly more than in Phase II; the decrease in the number of Master’s students is not at this stage a cause for concern; partners appear to be carefully tracking student numbers to ensure that the courses are viable. Partners and university authorities interviewed are generally confident that the programmes are so well mainstreamed into university offerings that they will be sustained, although as noted earlier, several remain dependent on external funding for staff. Engaging sufficiently well prepared staff for Master’s student supervision remains a serious challenge, but this can be expected when building a new scholarly field; it reinforces the need for effective efforts to build the capacity of core and adjunct staff in each home university.

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<sup>16</sup> Details can be found in section 3.3 of the report

<sup>17</sup> The Master’s degree at USTHB is still pending; the Master’s course at Mostagenem University implemented with USTHB and other support should strictly speaking not be included in the data.

<sup>18</sup> It is an omission from the evaluation that

<sup>19</sup> Curricula were not studied in depth during the evaluation to ascertain the extent of integration of disciplines and of the natural and human/social sciences to provide students with a holistic understanding of the role of both in reducing disaster risk. According to some of the partners, this aspect has generally been accommodated, but might need strengthening during curricula revision.

<sup>20</sup> Anchored in sustainable development, in specialised areas of practice (health, engineering) or in multi-disciplinary disaster risk reduction.

<sup>21</sup> The trade-off is that too much contextualisation might prevent such movement between countries.

The human capital pipeline in this domain is thus being strengthened with a focus on the Master's level. The value of undergraduate degree courses is not quite clear; modules to introduce the field across a variety of degrees in different faculties and schools might be a better strategy for reasons already given, but this should then expand much beyond current activities which still do not reach beyond the immediate environment of the partner nodes. Several partners are interested in strengthening the pipeline through one year postgraduate diplomas or Honours degrees. The keen attention paid to the PhD level by at least half of the partners in order to strengthen DRS scholarship and succession potential is an essential step in the evolution of the effort to sustain this field of work in the long term.

Service learning or outreach initiatives ('community engagement') offer useful practical exposure for postgraduate students and staff and enable connections to organisations and communities. Thirty outreach activities over a period of four years are not yet an impressive number, but efforts are increasing, with partner performance once again uneven.<sup>22</sup> Service learning aimed at schools and student internships targets were not met, with only one or two partners performing well in this regard. Some partners appear not to have had a focus on these activities; in other cases, efforts bore no fruit, in part at least the result of priorities linked to financial constraints in government agencies (forty percent of the outreach activities were with local government). Although international multilateral agencies and NGOs also provided opportunities for collaboration, these linkages have not yet been fully tapped, at least partly as a result of the foci of the latter on the aftermath of disasters.

#### **Focus Area 4 – Applied Research<sup>23</sup>:**

In line with the emphasis in Phase III on this stream of work (as also on focus area 5) productivity in focus area has increased, with a significant improvement in the number of publications and more research projects launched both the partner notes and as commissioned projects between groups of partners. Engaged scholarship that has the credibility to build high level national capacities in the disaster risk domain requires conducting both theoretical and practical research that is relevant to policy and practice, that can inform curricula and short course content, and that has sufficient standing in the scholarly environment to ensure respect and utilisation. There is growing evidence that this is taking place, but there is significant room for improvement in most of the partner sites. Clearly, progress in this area depends on context and capacity. Emphases shift as programming and capacities develop, and several partners who have performed very well in other streams of work have been lagging in terms of research outputs.<sup>24</sup>

Research efforts in all sites have been hampered by time, capacity and financial constraints. It is a drawback that the Periperi U grant does not support postgraduate students or postdoctoral fellows – the main vehicles for research in any context, in particular when staff are over-stretched, and in this domain, working in the field is essential. Scholarships, fellowships and research grant funding for this domain are still not readily available on the continent. Depending on the particular partner, efforts to raise such funds have either not been sufficiently made or were not successful.

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<sup>22</sup> In Phase III, Moi, SU, UDM and UG have been the most active; BDU and Makerere recorded none.

<sup>23</sup> Details can be found in section 3.4 of the report.

<sup>24</sup> BDU is the best example. It still has to produce research outputs, yet have performed very well in Phase III in most other indicators

Tapping another source of income allowed in total 24 commissioned collaborative research projects to be initiated, the majority of which have been completed. Their scope provide evidence for the growing profile of the consortium and providing important opportunities to highlight the expertise in disaster risk domain that is available in the higher education sector on the continent. However, partners have yet to collaborate on long-term strategic research projects based on thematic and other priorities.

In spite of these constraints to performance, the number of publications has increased significantly from 30 in Phase II to 88 in Phase III.<sup>25</sup>, partly as a result of better performance across most of the partners, and partly the result of two strong research partners of which one joined the consortium in Phase III (Moi and Makerere); both have a long-standing track record in public health research. Both have been engaged in shifting their work into the field of disaster risk reduction; not all their published work is rooted in key issues in this domain, and it will be beneficial to work towards this objective. The impact factors of journals used for publishing are higher than the average for a particular field. However, citation numbers are low. Periperi U still has to garner profile in terms of scholarly publishing. Partners have attended and participated in a total of 35 academic conferences over the four years.<sup>26</sup>

Furthermore, there are some indications that research results are being used by those stakeholders who have collaborated or have somehow been engaged in the research, but it has been difficult for the evaluation team to find more than a few limited (albeit important) examples where research findings generated by partners have informed policy and practice. As the uptake and use of research in policy environments are known to be difficult to predict and achieve, a more intensive study is needed to triangulate evidence of the use, influence and impact of the research. This can usefully be done during the next implementation phase.

**Focus Area 5 – Strategic engagement<sup>27</sup>:** Key designers of the Periperi U project are keen to point out that the intent with the consortium’s work in focus area 5 was not to gain visibility and influence. It was to help initiate and shape global, continental and national discourses on the critical role that the higher education sector can and should play in building – in an effective and sustained manner - the necessary capacities in disaster risk reduction to advance this domain in Africa and beyond.<sup>28</sup> It is critical for sustainability to embed such efforts in the higher education. It is best positioned to build indigenous expertise through the efforts of indigenous experts and scholars who can innovate and contextualise while drawing from international good practice. From the perspective of the evaluation team this is a very sound and important argument, well worth pursuing and proving - and in particular by Periperi U which is in the process of successfully demonstrating the merits of this approach.

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<sup>25</sup> A total of 75 peer reviewed articles, four books and nine book chapters (details in section 3.4). UG has had a significant increase in number, with other major contributions by Moi, Makerere and USTHB.

<sup>26</sup> Another 88 meetings provided opportunities to share expertise but were not focused on sharing research results per se

<sup>27</sup> Details can be found in section 3.5.

<sup>28</sup> Specifically, to reframe the global discourse on capacity building in the disaster risk domain to include the higher education sector, and to enable a “sea-change in thought” within the sector that would legitimise and facilitate the establishment of new academic programmes in this field in Africa and elsewhere. This is in line with what is necessary to advance a new field of work in a scholarly and external environment.

Yet for this to be achieved, the consortium had to grow in visibility and influence that is based on respect for the expertise and voice (as advocate for the cause) of both the collective and individual partners. Phase III was the first period during which this area of work was a strategic focus, and in the consortium has succeeded beyond expectations in gaining profile and influence, from sub-national to global levels. It has built up an impressive architecture of relationships on which it can draw as needed. At a global level, the efforts to ensure an African voice in key events has led to increasing numbers of invitations, culminating in the recent appointment of the consortium as IRDR<sup>29</sup> *International Centre of Excellence in Risk Education and Learning (ICoE-REaL)*.

### **Periperi U reach and emerging impacts**

In most countries Periperi U reached a wide spectrum of intended beneficiaries and potential stakeholders in the disaster risk domain. With very few exceptions, the 228 stakeholders interviewed and those surveyed during the evaluation confirmed the value and often pioneering contributions of Periperi U activities in building the necessary capacities in this domain in each country. They praise the utility and applicability of their new insights in their profession, with many anecdotes of changing mindsets and increasingly also of emerging influence on policy and practice. Nearly all Periperi U partners are well positioned for influence through inclusion in national initiatives such as relevant platforms, networks, advisory bodies or informal connections.

Periperi U partners have also been involved in important continental and global processes where they have successfully used their collective power to demonstrate the contributions of African scholars and advocate for the crucial role of the higher education sector in advancing this domain of work on the continent and beyond. Their exact impact in this regard cannot be traced without a more comprehensive impact study, but recognition of their increasing profile in the field of disaster risk reduction is indicated by the increasing number of invitations to contribute to influential global processes.

There is clear evidence of emerging impacts through engagement with stakeholders, however in all partner nodes there is obviously still scope for better, more productive relationships and partnerships with organisations at continental, national and sub-national levels, in particular in Changes in the 'sphere of control' – in other words, the changes that the partners can to a large extent control - show clear evidence of the contribution of the consortium partners to capacity development of a wide variety of stakeholders, many of them influential at national or sub-national levels, through short courses and academic programmes. There are already emerging evidence of changes in the 'sphere of influence' to which Periperi U partners contributed, thus in policy, regulation, strategy or practice. The depth and scope of such impacts are uneven across sites and in some cases underdeveloped, but partners' reach holds significant potential for further influence in future.

Although case studies and more triangulation are needed to verify anecdotal information, examples of embedded thinking and knowledge uptake facilitated by Periperi U activities were noted by

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<sup>29</sup> IRDR is an international, multidisciplinary research initiative sponsored by ICSU in company with the International Social Science Council (ISSC) and the UN International Strategy for Disaster Reduction (UN-ISDR).

many stakeholders at national and subnational levels, as well as in the academic sphere. These changes take place through various pathways, such as the employment of graduates in high level positions in influential organisations and through the application of skills acquired in short courses to real-life contexts. The fact that many of the Periperi U partners were leading in this field in their countries before others, and had the flexibility with USAID OFDA funding to initiate short courses and academic programmes to meet demand and pursue engagements at different levels both strategically and opportunistically, helped to ensure success in this regard.

As expected, changes in partners' 'sphere of interest' – the long-term changes at sector level - are limited in number, and in order to be identified and fully understood, should at an appropriate time be investigated in depth through separate in-depth case studies.

### **Sustainability**

The consortium and most of the partners are in good health and well positioned to continue with Periperi U interventions in some or other form. One of the strengths of Periperi U is that it has been designed with the sustainability of its ideas and results in mind, and considering both intellectual and financial sustainability. The most impressive and useful aspects of sustainability embedded in its design are the following:

1. Collective action through the encouragement and mobilisation of a critical mass of champions across institutions who can advocate for, and advance this new domain into a full-fledged field of scholarship.
2. Full integration of the new domain and academic offerings into the higher education sector, which is best positioned to sustain such initiatives in the long term; (iii) strengthening of capacities in different ways at different levels in order to bring new and highly relevant expertise into multiple sectors.
3. Ensuring that African capacities are developed and available for national and continental benefit.
4. Encouraging the generation and documentation of research findings in collaboration with potential users, as part of engaged scholarship; and
5. Encouraging business models in each partner node and for the consortium that draw from a variety of sources of support and funding. The model of Periperi U is also becoming increasingly visible as lessons are communicated and the profile and influence of the consortium grows.

The most serious threats to the sustainability of the Periperi U intervention itself are the following:

1. Dependence on a sole funder, or on funders with a short-term perspective on capacity strengthening.
2. The lack of emphasis on, or success in finding alternative business models that can sustain more of the activities in the partner sites.
3. Over-estimation of the new scholarship capacities and critical mass being built and that are still under development in each partner node.
4. The over-stretched secretariat.

5. Lack of nuanced performance tracking and timely lessons enabling remedial action to be taken in time, and
6. Insufficient strategic and concerted emphasis on positioning Periperi U in the face of increasing competition.

Several of the activities supported by Periperi U in each partner site will continue in some or other form if the project is terminated, but in resource-poor environments it is inevitable that others will not survive, in particular the consortium's work as collective, and those short courses and academic offerings dependent on staff members who are not (yet) sustained from sources other than external grants.

### **Key influencing factors**

The following factors were found to be some of the most important influences – positive and/or negative, depending on circumstances - on project performance and impacts. The factors highlighted here are not the only influences, but those that in the assessment of the evaluation team need to be most carefully considered when crafting subsequent approaches – in particular if Periperi U is to be scaled up or out to other contexts. They show both the extent to which the influencing factors are under the control of the consortium and partners, and the extent to which the success of the initiative and its activities in each partner site are dependent on external forces:

1. The enabling external environment, *i.e.*, the national, African and global policy contexts shaping the disaster risk and related domains and sectors (*i.e.*, where disaster risk is a particularly important consideration, such as agriculture, water, the environment, health and rural/urban development).
2. The status of implementation of disaster risk related policies in each country and on the continent, coupled to the level of economic development and other dynamics influencing the demand for, and supply of human capital and knowledge in the disaster risk domain (including the availability of fellowships, scholarships, short course support, etc.).
3. The values and worldviews that drove the conceptualisation, and continue to drive the design and implementation of each phase of Periperi U, and their relationship or alignment with (i) national to global priorities and strategies, and (ii) current concepts and practices around scholarship in the higher education sector in Africa.
4. The health and effectiveness of the consortium and its secretariat, as measured against conventional notions of what makes for success in this type of partnership.
5. The extent to which Periperi U allows for flexible implementation in each partner site within a sufficiently coherent frame and with sufficient accountability for performance and results.
6. The values, commitment, energy, expertise and diplomatic skill of the leadership of Periperi U, at both consortium and partner node levels.
7. The enabling environment in the home institution, including (i) the extent to which its leadership (across the hierarchy) considers the focus and strategy of Periperi U as a strategic institutional priority (or at least as an area worth integrating into university or host entity foci) and good fit with conventional university systems and ways of working;

- (ii) the efficiency of the internal systems supporting academic work; (iii) the capacities of staff engaged or interested in the disaster risk domain; (iv) incentives to participate in Periperi U activities; and (v) personal dynamics between colleagues (such as envy or competition for positions or resources).
8. The extent to which the host units in each partner sites have had a history of interest in, or engagement with the disaster risk domain.
  9. The extent to which facilitation of the consortium and the management of the tactics (activities) in each partner site reflect good management practices that increase the credibility, relevance and chance of uptake of Periperi U outputs (in terms of both human capital and knowledge), as well as opportunities to exert influence in line with its mission and vision.
  10. The amount of, and flexibility in funding and in-kind support, and the effectiveness and efficiency of communication and administrative processes between the funder or in-kind supporter, and the recipient.

### **Key reasons for success: The project design**

The Periperi U strategy has a unique combination of interconnected elements – represented by the five strategic focus areas - that work in synergy to enable realisation of the objective. The termination of one stream of work (*i.e.*, the activities or ‘tactics’ in one focus area) will significantly weaken the effort, as it is the *combination* of tactics that gives Periperi U partners the potential to support and inform the global arena, scholarship in the disaster risk domain in each partner country, and the system that has to protect vulnerable societies and reduce the risk of disaster in each country and on the continent.

Periperi U was built on a solid foundation. It had in place a well-reasoned, evidence-informed design rooted in deep first-hand practical experience; a leadership cohort of like-minded, established and committed champions prepared to work in alignment with one another; a staggered approach to implementation; support from home universities; and flexible funding from a progressive funder. Key aspects of the project design that have contributed to success are the following:

1. A clear vision of the role that the higher education sector should play in complex, inter- / transdisciplinary domains such as disaster risk reduction.
2. Disaster risk science scholarship that is conceptualised as *context-sensitive, boundary-spanning and engaged with realities* across sectors, systems and scales – thus connecting national and continental priorities, practical realities and academic scholarship.
3. The focus on collective action and mobilisation of like-minded persons in order to accelerate change towards the embedding of a new area of scholarship in the higher education sector in Africa, and the building of much-needed capacities at national and continental levels.
4. The leadership of the initiative by (largely) African scholars who share professional values and a commitment to context-sensitive capacity building and knowledge generation, and solutions for the benefit of their countries and the continent.

5. The combination of five strategic focus areas with five streams of work that work in synergy in each of the partner nodes, are aligned with university performance imperatives and notions of good scholarship, and gradually and sequentially implemented as capacities evolve.
6. The strong focus on sustainability of the (potential) results, ideas and model for capacity building in the higher education sector that Periperi U has promoted.
7. Alignment with national and continental priorities following from the UN-facilitated *Hyogo Framework for Action* (HFA).

Phase I of Periperi U was launched just as disaster risk was gaining momentum as a global focus through the HFA. The clear alignment between the project design in Phase III and four of the five priority areas of the HFA means that Periperi U achievements have been contributing in meaningful ways to the respective national plans in the disaster risk domain in each country. The partners have played a combination of different roles to make this happen - albeit not with the same level of success in each instance or node: as experts, integrators, networkers, knowledge brokers, advocates and most importantly, as capacity builders and generators of knowledge based on engagement with practical realities and challenges.

#### **Key reasons for success: The values and work of the consortium**

The strength of the ‘collective’, *i.e.* the consortium of partners, has been a major force behind the successes achieved during Phase III. It demonstrated very well the five conditions for complex, multi-stakeholder initiatives to succeed<sup>30</sup>: (i) a common agenda; (ii) shared measurement; (iii) mutually reinforcing activities; (iv) continuous communication; and (v) a backbone support organisation that serves as the glue to hold the whole together by providing coordination, ensuring focus on the shared agenda, and measurements during implementation.

The unique combination of design elements, the effective leadership, including from a knowledgeable and driven secretariat, and very good implementation at consortium level have helped to ensure the notion that “the whole is more than the sum of the parts”. The value proposition of the consortium relates to its effective operations as a collective force for change, facilitated by impressive relationships both within and outside the group. The consortium members influence one another to experiment with new approaches to DRR and new ways of thinking, and have been trailblazers in several respects.

The most critical success factors include the following:

1. The prior work, experience and reputation of the RADAR director in her capacity as Periperi U coordinator, and each of the leaders of the partner nodes in the disaster risk or related domains.
2. The collegial and inspiring relationships established between the leaders of each partner who make up the consortium.

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<sup>30</sup> Hanleybrown, F, Kania, J, & Kramer, M. (2012) . *Channeling Change: Making Collective Impact Work*. Stanford Social Innovation Review. More resources at <http://www.fsg.org/blog?topic=81>

3. The good alignment in the values of each partner in the consortium, with these values actually guiding consortium action.
4. Strong partner commitment to each of the five focus areas or streams of work that enable both a new field of scholarship to be embedded in their institutions, and capacities to be built to serve their nation and beyond.
5. A strong and knowledgeable, yet facilitative secretariat driving the action.
6. The robust value proposition that the consortium presents to its partners, based on their own assessment of the benefits that it brings to their work in the home institutions and countries, and
7. A strong shared belief in higher education sector driven, Africa-led and rooted capacity strengthening that benefits and impacts several levels of actors in the disaster risk domain in Africa.

#### Key reasons for success: Other

1. The growing prominence of disaster risk reduction in lieu of, or complementary to disaster management.
2. The significant support and physical, administrative as well as intellectual contributions of the home universities.
3. Business models that recognise the value of incentives for both students and staff engaging, or potentially engaging with Periperi U supported activities.
4. The flexibility of the funding available to the consortium and partners, enabling them (i) to tailor their activities to needs and practicalities in their specific sites, and (ii) to move fast to make use of emerging opportunities.

#### Operational challenges

The following were identified as the main factors that challenged the consortium and/or the partners, and impeded their work. Although many of the challenges have been resolved, they continue to highlight areas for attention during implementation.<sup>31</sup>

- The sequenced design of Periperi U has resulted in the secretariat and partners taking on more and more with each phase. The **magnitude of responsibilities of consortium members and in particular of the secretariat** has now reached a level that, without careful planning and management and additional support for the secretariat, progress will be threatened or even reverse.
- **Financial transaction delays** at four institutional levels - from the donor to the secretariat's home institution to the partner recipients - for some time seriously hampered delivery of certain activities, including the development of detailed work plans. This situation was particularly acute in 2014.

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<sup>31</sup> Note that they are not grouped, as many cut across the consortium and/or partners, or across focus areas.

- The consortium and secretariat still have to deal more fully with **issues of language**, given that partners communicating predominantly in French or Portuguese are at some disadvantage in terms of opportunities for inter-consortium collaboration and sharing of scholarly and communication materials.
- While universities will always depend to some extent on external funding, especially in the resource-poor contexts in which most African universities operate, most partners still have to **fully explore business models** that maximise opportunities for first, second and especially third stream income sources.<sup>32</sup>
- The consortium and individual partners have gained profile and recognition, but face **increasing competition** for expertise and resources in each country and on the continent.
- It is a challenge to ensure a **healthy supply/demand balance**, delivering appropriately skilled professionals who can find work if the economy and policy (implementation) environments are still evolving. There are many examples of professionals and influential stakeholders who have benefitted from Periperi U activities, but students' financial constraints impact on their throughput, while jobs after graduation (especially but not exclusively at undergraduate level), are not always readily available. While the supply/demand balance poses a challenge, the situation should improve as awareness grows and policy environments strengthen. The only question is the extent to which undergraduate degrees in this field should be provided when subject specialists are in demand in the job market at that level.
- Efforts to increase the **number of women** participating in Periperi U offerings have led to increases in several partner nodes; societal dynamics have an influence - positive or negative - on the rate of progress,.
- Some home institutions still need to **fully recognise and commit to DRS as a field of scholarship** (.e.g., in Stellenbosch University, where DRS scholarship still has to become an integral part of the curricula and work of the host unit)<sup>33</sup>. Progress has also been slow in universities or units with a dominant disciplinary or practice focus, e.g. engineering in the case of USTHB and health in the case of Makerere).
- In 2-3 cases, partners experienced **organisational dynamics** linked to tensions between individuals and/or different mindsets and priorities across hierarchies - that had a dampening effect on performance.
- The very capable Periperi U leaders championing the DRS domain in each partner node is critical for success, and may leave efforts vulnerable if s/he is to leave. Most (but not yet all partners) have a **sufficiently strong core team** in place to facilitate efforts towards succession and sustainability.

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<sup>32</sup> First stream income is obtained from general government subsidies to universities, second stream income from student fees, and third stream income from external sources which include among others capacity building, infrastructure and research grants; scholarships; fellowships; commissioned work; income from collaborations; and intellectual property agreements.

<sup>33</sup> The secretariat and South African node of Periperi U have been hosted at Stellenbosch University for a relatively short period of time, and according to recent reports, efforts are in process to facilitate such integration.

- It takes time to develop - at the required pace in line with the evolution of the project - **enough scholars with the required theoretical expertise and practical experience** to deliver modules, supervise postgraduate students and conduct research, which means that expansion has to be balanced with due attention to quality.
- Potential short course participants and under- and postgraduate students often experience **financial constraints inhibiting participation in Periperi U supported activities**; this domain is in some countries not yet a priority focus, and hence not yet a target for large-scale training. Although in several countries this situation is likely to change soon as policy implementation gathers momentum, this focus area will be severely affected if external funding is terminated.
- For strategic reasons, partners have been experimenting with new short courses to meet new demands or to evolve offerings that can take participants to a next level of awareness and understanding in the disaster risk domain. In several cases **participation has dropped significantly**, in part the result of insufficient funding to participate and insufficient communication strategies to target audiences<sup>34</sup>.
- Stakeholder feedback indicates that many of the short courses should **include more practical examples and/or exposure to realities on the ground**; this is of great interest to participants. Courses are also found to be too short and in some cases, with too many participants, thus diluting opportunities for interaction and personal learning.
- Issues of **quality, gender, context-sensitivity (including attention to the role of culture), information management, monitoring for learning, and communication** have all at times received some attention from the consortium and/or from partners, but not yet in a manner systematic and thorough enough to ensure excellence in content and in management processes.
- In order to achieve its objectives, the consortium must remain vibrant through active bi- and multilateral connections. Many of the partners confessed that their **interactions between meetings** for intellectual and professional benefit were not sufficient. In other words, resource sharing, mutual visits and collaborative programmes did not have the expected profile during this period, thus significantly diminishing the potential advantage of the partnership. Delayed funding flows and language constraints were part of, but not sole reasons. Time constraints were often noted as reasons for lack of intellectual engagement on strategic or technical issues such as peer review of curricula, joint research programmes or exchange visits within a larger strategy of purpose-driven engagement. The merit of this argument depends on how priorities are viewed and treated.

## STRATEGIC ISSUES FOR ATTENTION IN SHAPING PHASE IV

Periperi U has succeeded to date with an approach that is low profile yet strategic in its choice of focus areas and engagement with key stakeholders and processes, and based on the notion that visibility, influence and use of their knowledge and research will grow from the respect garnered

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<sup>34</sup> Due to insufficient opportunity for triangulation, it was not possible to gain insight into all reasons for these types of trends.

by the work of the consortium as reflected in each of the partner sites. This approach has been successful, and should in principle continue. However, given both the stage of evolution of Periperi U and the growing competition for human and financial capital in the disaster risk domain, it will be important to enhance the level of strategic attention to key aspects of the next phase, both in its design and implementation. These aspects include the following<sup>35</sup>:

1. The **strategic positioning** of the consortium and partners from national to global levels
2. The extent to which it has a **niche and comparative advantage** in each country, on the continent and globally that could enable it to be catalytic and effect systemic and/or transformative change<sup>36</sup>
3. The effective mobilisation of the consortium, *i.e.* the ‘power of the collective’, as well as the inherent strengths of each partner, to achieve **durable, sustained impacts in each partner node**
4. The **resolution of tensions** that are affecting, or have the potential to affect performance during the next phase in the evolution of Periperi U<sup>37</sup>
5. Ensuring that **performance is measured not only in numbers, but in the relevance, quality and utility of what is done and produced** in terms of both knowledge and institutional and human capacities
6. The extent to which **funding can be mobilised from one or more visionary funders** who appreciate that capacity building initiatives in a new field of scholarly work can bring transformative results, yet that need time to emerge.

## RECOMMENDATIONS

Recommendations have been made cognisant of the fact that major changes in direction, strategy or structure are not advisable during the next phase in the evolution of Periperi U; it should be about consolidation and gaining momentum. Tactics may shift emphasis to build on success, eliminate weaknesses and further ensure sustainability of successful ideas, key aspects of its model, and its positive impacts. Small sequenced, catalytic steps with potential ripple effects are likely to yield the best results. Affiliate membership can help maximise the value of Periperi U’s expertise and contributions, while protecting it from unmanageable expansion.

The recommendations were also made cognisant of the six strategic areas for attention listed in the section above and in chapter 8; and under the assumption that that the next phase will have the following interrelated emphases:

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<sup>35</sup> Details can be found in Chapter 7 of the report

<sup>36</sup> In other words, working in a targeted manner using resources judiciously, yet enabling significant, quite fundamental changes in or across those sectors it is aiming to serve and support.

<sup>37</sup> Such as the demand-supply balance; building a critical mass while meeting increasing demands for impact; working locally versus scaling up or out for greater impact; being flexible enough to tailor actions in each site for context, yet have sufficient cohesion and accountability to meet objectives in equal measure; and maintaining the strong relationships within the consortium while tracking and insisting on high performance in each partner site.

1. *A global focus:* Strengthening of the influence of Periperi U on the global stage as a credible and authoritative African voice for furthering the role of DRS scholarship in achieving the objectives of the *Sendai Framework for Disaster Risk Reduction 2015-2030*.
2. *A focus on Africa:* Expansion of the influence of Periperi U as a pan-African force in order to accelerate achievement of its objectives for the benefit of the development of the continent.
3. *A national and sub-national focus:* Strengthening of critical areas in the streams of ongoing work to enhance the credibility, legitimacy, utility and chance of uptake of the outputs and the sustainability of the impacts in each country.
4. *A focus on individual and institutional agency:* Continued strengthening of the agency of individuals in the home universities towards a critical mass.

The following are the key recommendations for Phase IV of Periperi U. Their rationale and the details of possible tactics are discussed in chapter 9 of the report.

#### FOR THE CONSORTIUM

**Key Recommendation 1: Improve critical performance areas of the consortium for sustained impact.** Strengthen key capacities and management processes for durable, authoritative and impactful results by maintaining those key aspects that enable success, building on strengths, and improving aspects of management.

In this case specific tactics are strongly recommended for implementation (refer to detail in Chapter 9). They include determining and ensuring the quality of offerings and outputs in innovative ways, refining the record-keeping, monitoring and self-evaluation system to enable timely, readily available and nuanced quantitative and qualitative analyses of progress and results; holding consortium nodes accountable for results in the spirit of true partnership; strengthening stakeholder engagement and communication strategies in line with what is known about how research influences decision-makers and practitioners; and tracking (with key stakeholders) the demand/supply balance for possible adjustment in offerings (but with a medium to long-term view), while ensuring core content for which the partner and consortium can be known.

**Key Recommendation 2: Attend to structure and responsibilities.** Reconceptualise and/or strengthen the secretariat without weakening it, given its critical role as a major driving force and reason for the success of the consortium.

Ideally, more resources should be made available to enable the very effective and efficient secretariat to enhance all aspects of their work for the benefit of the consortium as a whole. Other considerations could include redefining the role and responsibilities of the Periperi U coordinator, cognisant of the skill of the current incumbent yet ensuring that 'form follows function', reassigning secretariat responsibilities, and the desirability of a highly distributed model in order to devolve responsibility to other parts of the consortium.

**Key Recommendation 3: Strengthen DRS scholarship through an emphasis on home institution capacities and research.** Strengthen research and supervision to demonstrate and encourage context-sensitive, boundary-spanning, engaged scholarship in the disaster risk domain. This includes an emphasis on developing a critical mass of academic staff with proven capacities in home universities.

Tactics could include analysing ongoing efforts (per partner node and for the consortium as a whole) to determine strengths, weaknesses and opportunities in the self-initiated research, commissioned research and service learning efforts, and whether engaged scholarship are appropriately displayed in these efforts; ensuring contributions to both theoretical and practical knowledge for the disaster risk domain in Africa and globally; more systematically creating opportunities to improve Master's students' supervision and opportunities for engagement; focusing more at the PhD and postdoctoral fellow levels; identifying 'quick wins' to encourage research and the scholarly publishing of new knowledge; and implementing longer-term collaborative research programs that draw on thematic interests strengthened by the consortium approach.

**Key Recommendation 4: Gain momentum in critical areas through relationships.** Position the consortium through carefully selected cooperation strategies that can help it to gain impetus as a robust pan-African force for advancing the disaster risk domain, with particular reference to the *Sendai Framework for Disaster Risk Reduction 2015-2030*.

Tactics could include developing a clear understanding how to get maximum impact based on what might constitute 'transformative change', 'catalytic action' and 'ripple effects'; actively seek collaboration with "the best" for specific purposes; connecting purposefully with key networks and alliances; forming partnerships to enhance impacts through organisation of meetings and research initiatives; aligning strategies with the Sendai Framework; and expanding the Periperi U footprint on the continent and through harmonisation, technology use and new insights.

**Key Recommendation 5: Focus on establishing appropriate and sustainable business models.** Enhance consortium and institutional benefit through more robust business models and fundraising efforts in order to enhance the chance that the Periperi U ideas, capacities and impacts will be sustained.

Tactics could include learning from a variety of business models already in operation; treating fundraising as a consortium responsibility; capitalizing on synergies rather than fragmentation in funding interests among partners (in other words, aligning funding income at partner level with Periperi U priorities); and continuing an active search for new funding opportunities across all three potential income streams (*i.e.* from the university core funding, student fees and external income through *i.a.* contracts, short course fees, collaborations, scholarships, fellowships and research grants).

#### FOR FUNDING PARTNERS

**Key Recommendation 1: Maintain the funding flexibility offered in the past.** One of the key factors in Periperi U's success has been the flexible grant funding offered by USAID OFDA for core activities to make the consortium and programming in the partner nodes work well. This is essential to maintain in future. In addition, ring-fenced funding can be provided for specific purposes, as long as it is aligned with Periperi U's strategic priorities and challenges.

**Key Recommendation 2: Allocate funding to the consortium in line with Periperi U's strategic priorities, enabling them to build on past strengths and achievements while eliminating key weaknesses.** Help maintain the holistic nature of Periperi U by supporting the main focus areas of the consortium and aligning funding with the recommendations resulting from this evaluation - in

particular for enabling the secretariat to function in an optimal manner; the establishment of strategic partnerships and alliances to expand the footprint of Periperi U in Africa; research support that includes funding for priority thematic programmes, time release, and international collaboration.

It will be imperative to enable crucial improvements such as further staff capacity building in this domain through exposure, training and studies; a more dynamic quality assurance system; a refined M&E system that captures all the nuances of Periperi U's performance; and including dedicated funding for its ongoing management for learning, accountability and knowledge generation; and sufficient time to implement innovative communication and dissemination mechanisms cognisant of the three main consortium languages.

**Key Recommendation 3: Support the demand side in resource-poor environments, recognising its crucial role in realising the potential of Periperi U.** Specific support for potential postgraduate students, postdoctoral fellows, short course participants, internships and research field work will enable better uptake of the Periperi U offerings.

**Key Recommendation 4: Ensure efficient funding administration.** Several administrative and management challenges related to funding allocations and communication have stymied progress during Phase III. It will be important to have close interaction with the Periperi U secretariat to ensure that the reasons for these challenges are well understood, and steps taken to ensure that they do not recur.

#### FOR HOME UNIVERSITIES

**Key Recommendation 1: Consider the extent to which disaster risk science, and the approach of Periperi U, is a priority for the university and country, and if so, ensure active university support.** Universities have different foci and approaches to supporting scholarship. It is imperative for home universities to determine whether this field of work is a priority. In consultation with the Periperi U partner, consider whether and how proposed strategic collaborations and partnerships, and initiatives that may flow from this, can benefit the university.

Provide support accordingly for maximal institutional benefit in the long term. Such support may include designating the area of work a strategic and operational priority, and making available expertise from e.g. administrative, communication and international liaison units in support of the work in this domain. It will be important to ensure that administrative and other university systems, such as communication and international liaison, as well as incentives systems support the field as university priority, and that the academic functions are appropriately integrated with the academic imperatives of the host unit. The latter is of specific importance in the case of the SU node of Periperi U, given its critical role in both the academic leadership in this field and as secretariat of the consortium.

**Key Recommendation 2: Adjust strategies and incentive structures to support embedding disaster risk science scholarship across departments and faculties/schools through a focus on module development, staff capacity strengthening and support for research.** To the extent possible and in discussion with the Periperi U partner, provide support for efforts to (i) build the capacities of staff interested in disaster risk reduction; (ii) develop cross-cutting modules on disaster risk reduction that can be embedded in different disciplines and scholarly field; and (iii) give time for staff (or

provide additional human resources) to enable staff to conduct and supervise research that demonstrates and strengthens the notion of context-sensitive, boundary-spanning, engaged scholarship.

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## 1. INTRODUCTION

### 1.1 OUTLINE OF THE PERIPERI U INITIATIVE

Periperi U (*Partners Enhancing Resilience for People Exposed to Risk*)<sup>38</sup> was initiated in 2005 as a collaboration of four university partners, Algeria, Ethiopia, South Africa and Tanzania.<sup>39</sup> Each of the universities had some focus on disaster risk reduction (DRR)<sup>40</sup>, DRS or management (DRM)<sup>41</sup>, championed by one or more senior academic staff members keenly interested in, and with some track record of working in this domain<sup>42</sup> and recognised the complex dimensions of Africa's fast-escalating risk profile.

Periperi U was conceptualised as an Africa-based and -led initiative that aimed to strengthen disaster risk-related human capacities on the continent in a systemic way. It was to do this by advancing university action on risk and vulnerability reduction, and shaping a relatively new interdisciplinary, potentially transdisciplinary knowledge domain referred to as Disaster Risk Science (DRS). Periperi U sought to complement foreign bi- and multilateral support to African governments (for example through the UN Development Programme, UNDP) that encourages programmatic mainstreaming of risk management policies and strategies into multiple sectors.

Phase I, a pilot phase of two years launched in 2006 with four partners (Algeria, Ethiopia, South Africa and Tanzania), established a series of locally-relevant risk reduction short courses and academic modules covering a broad portfolio of topics, from seismic vulnerability to community risk assessment. This was largely successful and provided the basis for expansion during Phase II (July 2008 - June 2011) in both the number of participating universities and type of activities. Focus shifted towards embedding in each home institution, or 'partner node', streams of academic activity conceptualised to work in synergy to develop capacities, build confidence and raise the profile of

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<sup>38</sup> For further information, refer to [riskreduction.org](http://riskreduction.org)

<sup>39</sup> Periperi U evolved from Periperi, an earlier network that included NGOs and was both policy and practitioner oriented.

<sup>40</sup> *Disaster risk reduction (DRR)* is a systematic approach to identifying, assessing and reducing the risks of disaster. It aims to reduce socio-economic vulnerabilities to disaster as well as dealing with the environmental and other hazards that trigger them. *UNISDR definition*: The 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 event.

<sup>41</sup> *Disaster risk management (DRM)* is similar in concept to disaster risk reduction, but emphasises the management and operational aspects of the practical implementation of DRR initiatives. *Disaster management (DM)* is an overlapping concept referring to management plans and actions oriented towards minimising the chance of, and mitigating the damage resulting from emergencies –in the past most frequently linked to sudden-onset natural disasters requiring significant action by security and military forces and the like.

<sup>42</sup> *Disaster* is defined as a serious disruption of the functioning of a community or society involving widespread losses and impacts which exceed the ability of the affected community or society to cope using its own resources. Disasters can be natural or man-made. Africa's disaster risk profile includes slow- and sudden-onset disasters, complex emergencies, displacement of human populations and rapid urbanisation - all of which are expected to be exacerbated by increasingly severe hydro-meteorological risks associated with climate change.

the scholarly work in this domain. During Phase III (July 2011 - June 2015), emphasis shifted again, this time with the confidence that sufficient capacities had been established in the partner nodes to start to highlight the role of the higher education sector in this domain, and to give profile and voice to African DRS scholars on regional and global platforms. Ghana, Madagascar, Mozambique and Uganda joined as partners during Phase II, and Kenya, Nigeria and Senegal during Phase III<sup>43</sup>.

At the start of 2015, Periperi U included 11 universities engaged as a pan-African consortium (Table 1). Each partner has its own unique specialisation and focus spanning interests as wide as seismology studies, public health, urban planning and conservation agriculture for semi-arid lands. Although implementation differs with each area of specialisation, five consortium-wide focus areas ensure synergy and coherence across the partner nodes, encompassing short courses, academic programming, service learning / community outreach, research and strategic engagement.

**Table 1: The Periperi U partners in 2015**

| Country      | Partner University  | Partner Site/Unit   |
|--------------|---|---|
| ALGERIA      | <b>USTHB</b> University of Science and Technology Houari Boumediene | <b>LBE</b> Built Environment Research Laboratory  |
| ETHIOPIA     | <b>BDU</b> Bahir Dar University                                     | <b>DRMSD</b> Department of Disaster Risk Management & Sustainable Development           |
| GHANA        | <b>UG</b> University of Ghana                                       | <b>GDRD</b> Department of Geography and Resource Development                            |
| KENYA        | <b>Moi</b> Moi University   | <b>SPH</b> School of Public Health  |
| MADAGASCAR   | <b>Tanà</b> University of Tanà                                      | <b>CERED</b> Centre d'Etudes et de Recherches Economiques pour le Développement         |
| MOZAMBIQUE   | <b>UDM</b> Technical University of Mozambique                       | <b>UDRM</b> Unit of Disaster Risk Management  |
| NIGERIA      | <b>ABU</b> Ahmadu Bello University                                  | <b>CDRMD</b> Centre for Disaster Risk Management and Development                        |
| SENEGAL      | <b>UGB</b> University of Gaston Berger                              | <b>AGRI</b> UFR de Sciences Agronomiques, d'Aquaculture et de Technologies Alimentaires |
| SOUTH AFRICA | <b>SU</b> Stellenbosch University                                   | <b>RADAR<sup>44</sup></b> Research Alliance for Disaster and Risk Reduction             |
| TANZANIA     | <b>Ardhi</b> Ardhi University                                       | <b>DMTC</b> Disaster Management Training Centre   |
| UGANDA       | <b>Makerere</b> Makerere University                                 | <b>SPH</b> School of Public Health  |

Periperi U is supported by a secretariat based in the *Research Alliance for Disaster Risk Reduction (RADAR)* Centre at Stellenbosch University, South Africa. The secretariat evolved from an era before Periperi U when Ailsa Holloway, the current RADAR director and Periperi U coordinator, established DiMP as a disaster risk-related research and capacity building unit first at the University of the Western Cape before moving in 1998 to the University of Cape Town (UCT). The first two phases of Periperi U were executed with DiMP serving as Periperi U secretariat and Holloway as coordinator. In 2011, just as Phase III was being launched, the secretariat team moved

<sup>43</sup> Nigeria, the latest member, joined only in 2014. It has therefore been excluded from a number of analyses.

<sup>44</sup> See previous footnote

to Stellenbosch University (SU). In 2014 the name of the centre in the department was changed from DiMP to RADAR.<sup>45</sup>

At the time, Periperi U signalled a significant departure from established approaches to disaster risk-related capacity building which had historically bypassed African institutions of higher learning for international organisations and humanitarian agencies. It has since inception been funded solely by the Office for US Foreign Disaster Assistance (USAID OFDA), with substantial in-kind contributions from the partner universities. The allocation of US\$198,000 for the pilot phase of two years was increased to US\$3 million for Phase II and to US\$4.9 million for Phase III. Notably, it is said to have been the first initiative in Africa to receive a multi-million dollar grant from USAID without a US-based intermediary.

## 1.2 PHASE III GOAL, OBJECTIVE AND STRATEGIC FOCUS AREAS

A key purpose of Periperi U is institutional development in order to strengthen strategic human capacity in risk-prone African countries, including the disaster risk-related capabilities of Africa's next generation of professionals and academics, thus enhancing the potential for DRS scholarship.

Periperi U also aims to promote and inform local solutions to complex disaster risk problems related to climate variability, rapid population growth, environmental and natural resource degradation, economic underdevelopment, rapid urbanisation and the globalisation of risk. It thus offers an institutional vehicle for advancing understanding of Africa's complex risk profile within the continent and beyond, and a mechanism for pooling efforts to accelerate the production of skilled disaster risk professionals and practitioners on the continent.

| Goal and Objective of Periperi U Phase III   |
|--|
| <p><b>Periperi goal</b></p> <p>To reduce disaster risks in selected African countries through improved national and local disaster risk management, due to enhanced strategic human capacity to integrate risk reduction into critical developmental sectors and programmes.</p>   |
| <p><b>Overarching objective</b></p> <p>To build and embed sustainable 'multi-tasking' capabilities in disaster risk and vulnerability reduction capacity building in ten selected institutions of higher learning in Africa consistent with global disaster reduction priorities reflected in the Hyogo Framework of Action.</p> |

<sup>45</sup> In order to avoid confusion when distinguishing between the South African Periperi U partner and the Periperi U secretariat, in this report we follow the convention of using the acronym of the host university, namely SU, when referring to the partner; when referring specifically to the secretariat, the acronym RADAR is used

### Strategic Focus Areas of Periperi U Phase III

1. The institutional development / expansion of active teaching and training, research and policy advocacy capacity in Africa on context-specific disaster risk and vulnerability reduction, with particular emphasis on urban and hydro-meteorological risks.
2. The establishment and/or enhancement of sustainable capacity for each university unit/programme to provide at least one to two short courses annually in disaster risk management, community based disaster risk management, food / livelihood security.
3. The establishment and/or development within each unit/programme of either undergraduate and/or graduate modules related to reducing / managing the risk and vulnerability profile of the country concerned.
4. The generation of applied research outputs by each unit/programme, related to the risks and vulnerabilities of the country concerned, that increase local understanding and improve the management of those risks.
5. Mobilisation of the consortium to advance disaster risk reduction through strategic engagement at national/sub-national, continental and international scales with government, nongovernment, international and scientific stakeholders.

### 1.3 THE CHANGE LOGIC OF PHASE III

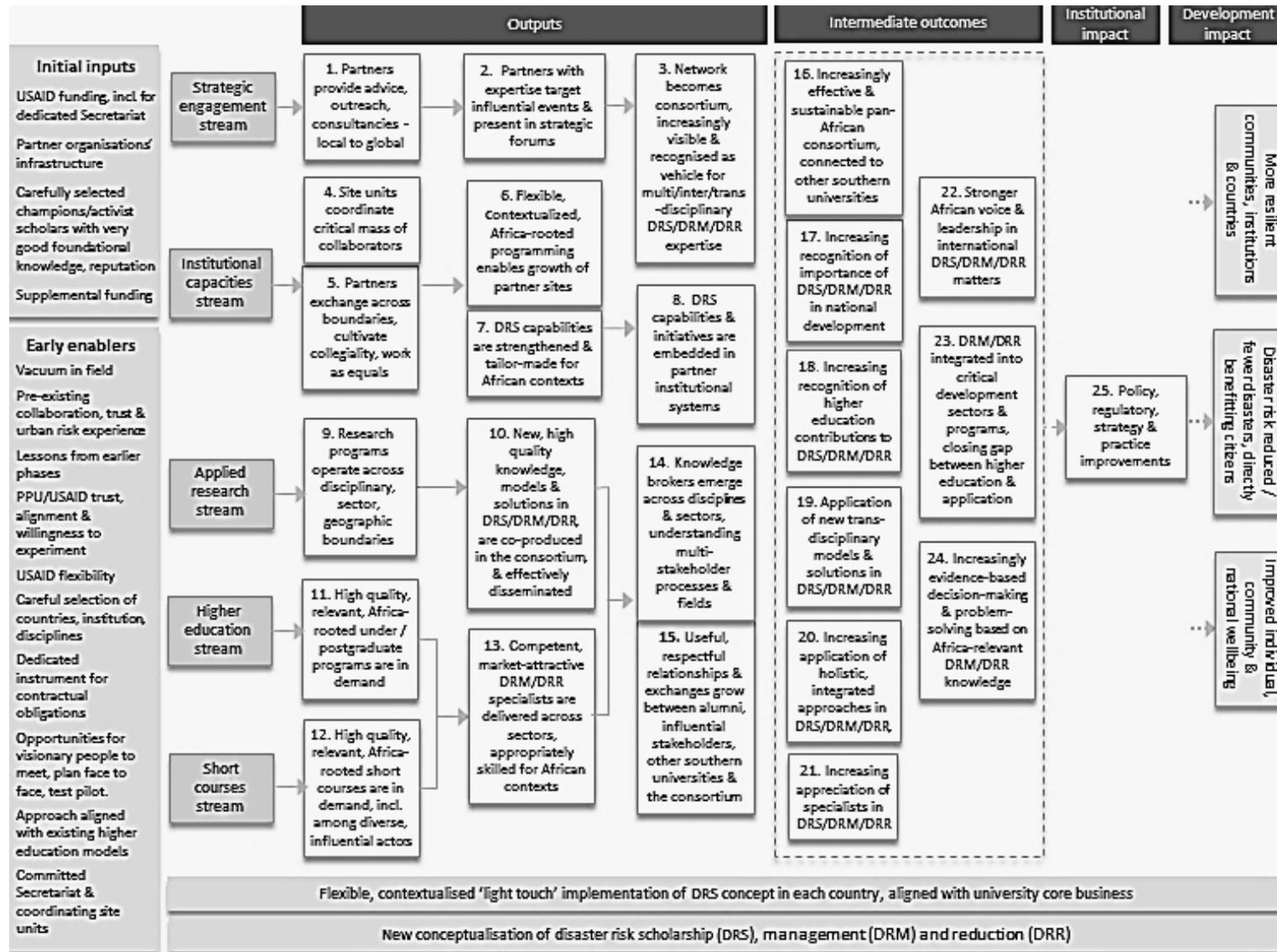
The results framework in Figure 1 describes the change logic of Periperi U<sup>46</sup> as conceptualised by its designers and reflected in its planning documents. It shows each of the strategic focus areas as five streams of activities that are intended to work together - per site, and for the consortium as a whole - in order to enable systemic change by developing the people, relationships and knowledge that will lead over time to results in line with the program goal and objective. It also highlights the output attributes without which the desired outcomes and impacts will not be achieved. The desired outcomes and impacts are shown, but not in a linear fashion; they are seen as being brought about through multiple interconnected change pathways with complex feedback loops.

The change logic broadly postulates that in order to achieve uptake of new knowledge that enables changes in policy, regulations, strategies and practices, Periperi U needs to ensure appropriately strengthened capacities, increasing awareness and new, Africa-rooted, integrated ways of dealing with each of the three fields that it targets, *i.e.*, disaster risk science scholarship, disaster risk reduction and disaster risk management.<sup>47</sup>

<sup>46</sup> The change logic was developed from documents and discussions with key members of the Periperi U secretariat. The logic model in Figure 1 is only part of the change logic; performance targets and explicit assumptions underlying the logic will make it complete.

<sup>47</sup> UNISDR definition of DRR: 'The 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.'

Figure 1. Simplified logic model for Periperi U Phase III



In order to enable all of this, collective action by a strong pan-African consortium will enable the sharing of expertise and information, strengthen performance and provide for a strong African voice that can be respected in influential international forums. The initial inputs, early enablers and novel conceptualisation of the three inter-related fields of work that Periperi U encourages are all considered important for success.

Phase III differs from Phase II primarily in terms of (i) the increasing number of participants and hence expected results, (ii) a much stronger focus on strategic engagement, from national to global levels.

## 2. THE EVALUATION DESIGN

### 2.1 FOCUSING THE EVALUATION

The evaluation scope of work and the frameworks guiding the evaluation design were determined by the following five aspects. Each is discussed in subsequent sections.

- i. the purpose and intended use of the evaluation
- ii. the values and principles underlying Periperi U
- iii. the evaluation questions
- iv. the Periperi U change logic, and
- v. practical considerations and constraints.

### 2.2 PURPOSE AND INTENDED USE OF THE EVALUATION

Periperi U has had several monitoring and evaluation (M&E) activities over the years, especially during Phase III. An external summative evaluation was completed in 2010 at the end of Phase II. The secretariat regularly collected some monitoring data for reporting, but a more systematic and comprehensive effort was only launched in 2014. For the first time consortium members also conducted a self-evaluation, reflecting on their performance to date.

In July 2014, the secretariat commissioned an external evaluation of Phase III in line with contractual obligations. This evaluation was to be learning-oriented, retro-summative and future-formative, in order to

1. inform the approach and strategy for the next phase in the evolution of Periperi U, and if appropriate, advocacy and fundraising efforts;
2. support the consortium's accountability to its funder, partner institutions and other stakeholders;
3. develop in-depth knowledge and understanding about this type of intervention, its scalability and the sustainability of its ideas and results.

The consortium partners and USAID OFDA are the primary stakeholders of Periperi U, and hence the *primary intended users* of the findings. The *secondary intended users* are those whom the Periperi U consortium directly serves: the partner institutions, the programme participants and the relevant national authorities. The evaluation is also intended to be useful for a *wider audience* - *i.e.* beyond those with a direct interest in Periperi U – as it will generate knowledge about this type of initiative and how it can be credibly evaluated for learning and accountability.

## 2.3 GUIDING PRINCIPLES

An evaluation is not value-free. The evaluation team had to be mindful of the values that underlie Periperi U (discussed later), their own perspectives and good evaluation practice. Analysis made explicit a summary of principles that had to guide the evaluation (Table 2).

| Guiding principles for the evaluation  |
|--|
| <ol style="list-style-type: none"> <li>1. Credible, accountable and legitimate implementation of the evaluation, fully cognisant of good practice espoused in the African Evaluation Guidelines and international evaluation standards.</li> <li>2. Accountability for the generation of high quality knowledge during the evaluation useful for the intended users.</li> <li>3. Respect during the conduct of the evaluation for key values and foci guiding Periperi U, and in particular (i) the collegial relationships in the consortium; (ii) the creative, responsive and evolving nature of Periperi U; (iii) the strong focus on capacity strengthening; and (iv) the commitment to endogenous innovation.</li> </ol> |

**Table 2. Principles that guided the evaluation**

| Guiding principles for the evaluation  |
|--|
| <ol style="list-style-type: none"> <li>4. Credible, accountable and legitimate implementation of the evaluation, fully cognisant of good practice espoused in the African Evaluation Guidelines and international evaluation standards.</li> <li>5. Accountability for the generation of high quality knowledge during the evaluation useful for the intended users.</li> <li>6. Respect during the conduct of the evaluation for key values and foci guiding Periperi U, and in particular (i) the collegial relationships in the consortium; (ii) the creative, responsive and evolving nature of Periperi U; (iii) the strong focus on capacity strengthening; and (iv) the commitment to endogenous innovation.</li> </ol> |

## 2.4 EVALUATION QUESTIONS AND SCOPE OF WORK

A set of key evaluation questions developed by the evaluation commissioners focused the evaluation. The evaluation team further expanded the questions to frame the evaluation matrix and summarise the data collection and analysis methods (Tables 3 and 4).

**Table 3. Components of the evaluation**

| Design  | Implementation  | Outcomes and Impact   |
|---|---|---|
| <ul style="list-style-type: none"> <li>▪ The initial change logic &amp; its evolution</li> <li>▪ The Periperi U model as a “coordinated, pan-African, higher education based, institutional capacity strengthening, Africa-rooted and -led programme”</li> <li>▪ Designed sustainability</li> </ul> | <ul style="list-style-type: none"> <li>▪ Institutional arrangements</li> <li>▪ Relationships &amp; partnerships</li> <li>▪ Milestone achievement</li> <li>▪ Course relevance &amp; quality</li> <li>▪ Managing for quality &amp; impact</li> <li>▪ Influencing factors</li> <li>▪ Preconditions for success</li> <li>▪ Engineered sustainability</li> </ul> | <ul style="list-style-type: none"> <li>▪ Stakeholder expectations</li> <li>▪ Objective achievement</li> <li>▪ Emerging positive outcomes &amp; impacts</li> <li>▪ Negative consequences, outcomes &amp; impacts</li> <li>▪ Influencing factors</li> <li>▪ Impact pathways towards sustainability</li> </ul> |

Using the postulated change logic of Periperi U as a framework, the evaluation team analysed the key questions in order to identify the components (*i.e.* subjects) that had to be addressed during the evaluation. The analysis highlighted 17 components grouped into three broad categories (Table 3).

Within the limitations set by resources and time, the evaluation thus sought to understand - for each strategic area stream of work, for the consortium as a whole and for its secretariat - what had happened, what had been achieved, what had worked or not, why, for whom and under what conditions. Important foci were the role of the program conceptualisation, the influencing and success factors, and how they relate to the specific contexts within which Periperi U operates. The ‘Periperi U model’ was derived from these analyses.

**Table 4. The key evaluation questions**

| The key evaluation questions  |
|---|
| <ol style="list-style-type: none"> <li>1. To what extent has the project’s overarching objective been achieved?</li> <li>2. To what extent have stakeholders’ expectations and needs been met?</li> <li>3. Why has implementation been unevenly paced across the participating institutions?</li> <li>4. What conditions and interventions have supported progress towards results? How and why?</li> <li>5. What factors may have hindered a fuller achievement of the objective? What are the pitfalls, why, and to what extent have they hampered progress?</li> <li>6. What are the institutional and human pre-conditions for effective implementation?</li> <li>7. To what extent has Periperi U been influential? What outcomes and impacts have been emerging? Have any negative consequences arisen, or is there potential for this to happen in future?</li> <li>8. How sustainable are the model, results and ideas of Periperi U? What can be done to strengthen sustainability in, and through the project?</li> </ol> |

## 2.5 THE EVALUATION DESIGN AND QUALITY ASSURANCE

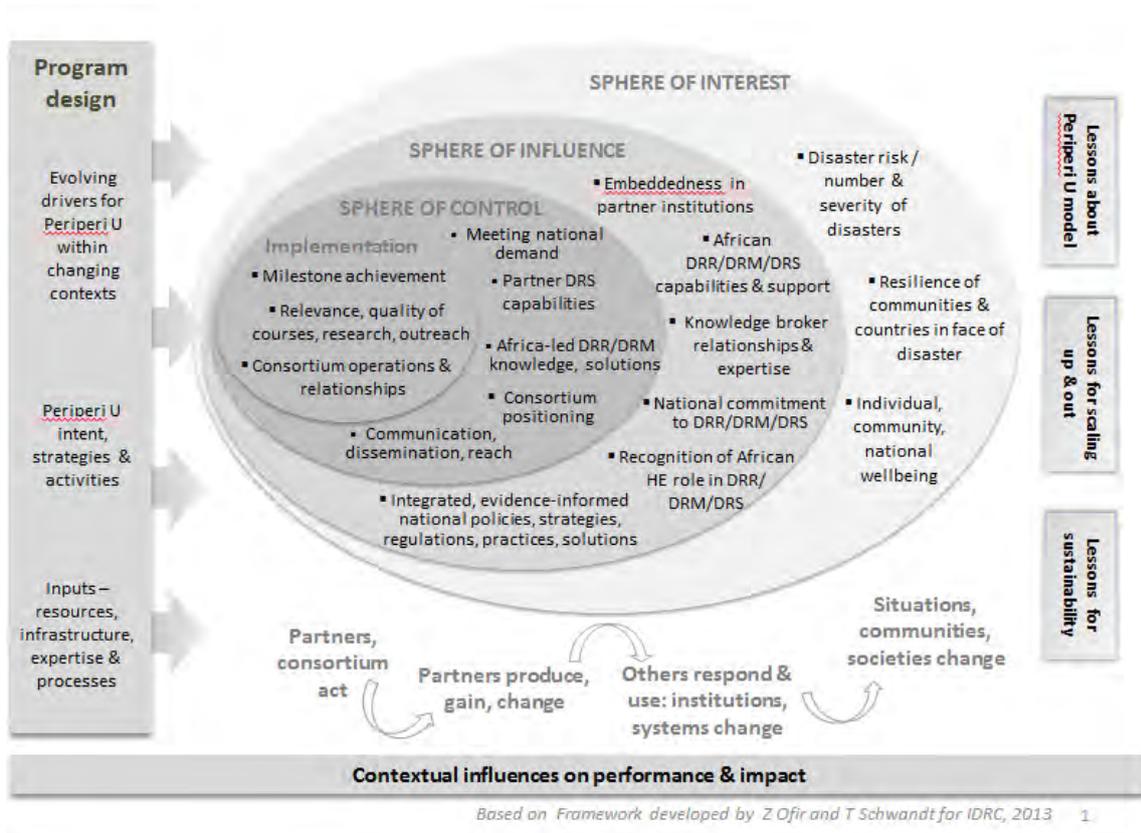
All the aspects discussed in the preceding sections led the evaluation team to use a theory-based, integrated mixed-methods design for the evaluation, with a strong focus on comparative case studies for each of the eleven partner nodes.

Evidence had to be collected to enable the evaluation team to respond to the evaluation questions in a systematic, and defensible way, and with the ability to compare actions and performance across the partner nodes. This was done using 12 different methods and covering the 17 components that were defined by the evaluation questions.

The evaluation team studied the evidence using the postulated Periperi U change logic as primary framework. A second framework (Figure 2) summarised the results areas proposed by the change logic and highlighted where the Periperi U consortium could be held accountable for their performance and results.

The two frameworks are thus linked. Outputs 1-12 in Figure 1 are in the *sphere of control* (Figure 2) of the consortium partners; these are the result areas for which they can be directly held accountable. Most of the results areas 13-25 in Figure 1 are not completely under their control; it depends on how people respond to what the consortium does. Most of them therefore lie exclusively in the *sphere of influence* (Figure 2). These are the areas that Periperi U strives to influence in order to (eventually) contribute to major changes in the *sphere of interest* (Figure 2). The latter is where development impact becomes visible.

**Figure 2. Framework summarising Periperi U change logic in spheres of control, influence and interest**



These frameworks informed the assessment of relevance, performance, impact and sustainability. The rest of the design and approach to execution of the evaluation is described in Annex 2. The persons interviewed are listed in Annex 3.

The evaluation team conducted their work - to the extent that constraints allowed - in line with accepted evaluation practice with the African Evaluation Guidelines<sup>48</sup> as point of reference. The team was supported by a national consultant in each site. A planning meeting, which most but not all of the consultants could attend, was held in Johannesburg to help ensure comparable and high quality work across nodes, and the consultants were connected in a discussion group to share their work. Templates were provided for consistency. These measures met with varying success as several draft reports were of insufficient quality, requiring significant interaction and cross-checking towards an acceptable product.

The evaluation team used a verification strategy that included triangulation to the extent possible, consideration of stakeholder responses at an initial feedback meeting in Sendai in April 2015 and comments on a first draft before submission of the final report.

## 2.6 PRACTICAL CONSIDERATIONS, CONSTRAINTS AND CHALLENGES

1. The key evaluation questions were ambitious given the fact that eleven implementation nodes and the consortium as a specific initiative had to be studied in depth to understand their evolution, operations and performance per site. Given the nature of the evaluation questions it was important to go beyond the obvious to get a nuanced understanding of performance as well as influencing and success factors. Finding a balance between depth and breadth during analysis and reporting has been challenging.
2. Data used covered the formal beginning of Phase III on 1 July 2011 until the end of February 2015. Insufficiently nuanced data as well as inconsistencies were found in data from different sources, the result of insufficiently rigorous and systematic record-keeping (although this has recently improved). Any unresolved discrepancies that may still be reflected in the data are unlikely to affect the evaluation findings, but the experience brought to the fore the need for the careful design and management of a useful and nuanced monitoring, learning and self-evaluation system in the next phase of Periperi U.
3. Performance focused primarily on what is under the control of the consortium and individual partners. For a thorough understanding of impacts achieved, a special impact evaluation based on in-depth comparative case studies and contribution analysis will be necessary. Snowball sampling and impact surveys beyond the scholarly environment were hampered by technical and logistical challenges. Periperi U partners generally did not track their alumni; in some nodes sampling was limited to too few potential respondents with contact details; and some had to recall events of a few years ago. As response rates to surveys were low, a series of interviews were conducted with purposefully selected persons in each country<sup>49</sup>. This limited the number of external stakeholders who could be reached for this purpose. Although impact information is therefore a snapshot rather than representative or comprehensive, stakeholders were very consistent in their assessment and description of the impact of Periperi U activities, heightening the confidence of the evaluation team in their findings.
4. More templates, as well as surveys of core and adjunct staff, would have been useful for better direct comparison across partners. Instead, partners and intended beneficiaries were surveyed or interviewed, and focus group and individual meetings held on site. For various practical reasons, information in some

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<sup>48</sup> The African Evaluation Guidelines are based on the International Programme Evaluation Standards, contextualised for use in Africa

<sup>49</sup> Persons targeted were those with the most potential for influence. Such interviews were not always possible as a result of logistical constraints.

of the site studies was not sufficiently triangulated between different types of stakeholders. Monitoring and reporting data from a variety of sources, self-evaluation information and document studies were used in addition. This approach strengthened the credibility of the evidence obtained throughout the evaluation.

5. In some cases the national consultants were familiar with the work of the Periperi U partner; a few had been, or were associated with the partner in some or other way. In spite of this, the choice was made to contract them, given the small DRR/M and DRS communities and the limited contract period of ten days. They had to be familiar with the disaster risk domain and its context. The evaluation team managed the situation by working with the national consultants as researchers rather than as evaluators, allocating tasks aimed solely at collecting and/or verifying factual information. The quality of the work of the national consultants varied significantly, with some exceeding expectations<sup>50</sup> and a few requiring extensive input to ensure credible and useful content. The evaluation team used their work in conjunction with other primary and secondary information to make evaluative conclusions.

## 2.7 STRUCTURE OF THE REPORT

The first part of the report, **Chapters 1 and 2**, describes the context for, and design of the evaluation.

The second part discusses the evaluation findings related to the performance, impact and sustainability of Periperi U. **Chapter 3** focuses on its achievements against expected progress and outputs in the five Focus Areas, **Chapter 4** on its reach and emerging impacts, and **Chapter 5** on its efforts at sustainability.

The third part, **Chapter 6**, identifies the factors that influenced the performance of the consortium, with specific reference to the key factors that enabled success during Phase III, or that might delay or prevent success in future.

The fourth and final part of the report, consisting of **Chapters 7 and 8**, highlights strategic considerations for Phase IV, including the recommendations of the evaluation team, with some proposed tactics.

A **Summary Report**, which includes an overall assessment that doubles as executive summary, precedes the detailed report. It replaces the conclusions conventionally placed at the end of each chapter and is intended to serve as quick reference to key findings and conclusions.

The **17 Annexes** (see separate document) contain additional information on the evaluation design, and detailed data.

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<sup>50</sup> The researchers in South Africa, Ghana and Senegal deserve special mention for the depth and breadth of their contributions.

### 3. PROGRESS AND PERFORMANCE DURING PHASE III

#### 3.1 MEETING TARGETS

The indicators proposed at the beginning of Phase III have largely been met to the extent regarded by the evaluation team as feasible (refer to explanations in Annex 4). The targets were not met with equal priority or success in all nodes and across all indicators, and flexibility per partner in annual performance was allowed as a result of different contexts and priorities. Yet, taken over the whole period, overall project performance based on these expectations has been very good, with an impressive number of outputs and other achievements obtained through a modest external investment of US\$4.9 million (Annex 5) in support of ten universities<sup>51</sup> over the four year period, with a no-cost extension for another year which will in all likelihood increase the achievements. The project performance per focus area is discussed in detail in the rest of this chapter.

It will be important to set more nuanced indicators for the next phase. The evolution of the project is at the stage where understanding performance in a more nuanced manner (*i.e.*, beyond total numbers of outputs), becomes important - including (but not limited to) aspects related to quality, influence and the achievement of, and progress towards outcomes. Although Periperi U cannot be held accountable for the results of the behaviour changes their work has instilled, or the uptake of their knowledge and new information by others, they can be held accountable for the manner in which they have worked to facilitate success, for example by ensuring that their outputs have credibility, legitimacy and utility, and are made accessible to potential users in ways in line with good practices for take-up, use and influence.

#### 3.2 FOCUS AREA 1: INSTITUTIONAL EMBEDDING OF SCHOLARSHIP CAPACITIES

**Focus Area 1: The institutional embedding (*i.e.* sustainability) of active disaster-related teaching and training, research and policy advocacy capacity in ten African universities.**

Work in Strategic Focus Area 1 aimed to build a robust institutional platform that supports and encourages educational initiatives across the partner institutions and country boundaries. Partners had to embed sustainable capacities in the disaster risk domain in their home universities, focusing on (i) smooth administrative processes that facilitate grant management and accountability, (ii) collaboration across the consortium, drawing from the collective in order to build host institutional capacities; and (iii) business models and actions that can help sustain such initiatives and/or their impacts in the host organisations.

#### **Embedding Periperi U in university systems**

Programmes are embedded in university systems in many different ways, determined by their purpose and character and by stakeholder agreement about what they can and should contribute to the host institution. Periperi U is not an entity in itself, but a time-bound, long-term intervention with five streams of work during Phase III, relatively small in financial aid terms and intended to build on and support existing capacities and structures in selected home universities. Its funding seeds or catalyses critical efforts rather than fully supporting streams of work, which makes the in-kind support of the host institutions critical for success. In

<sup>51</sup> The eleventh partner only recently phased in their activities.

some partner nodes Periperi U is known by its name; in others, by the specific initiatives (academic programmes or short courses) the funding supports.

From an evaluation perspective it is important not only to understand whether Periperi U funded initiatives have complied with specific contractual requirements, but to determine whether the way they have been embedded in university strategies and systems will enable them to be durable – in other words, a good platform for continuing action and expansion in line with long-term university priorities. Such durability would result from high-level institutional support; administrative procedures that operate as an integral part of university systems; programmes mainstreamed into university programming; support and interest from colleagues; and accountability for good planning and implementation by each partner.

The Periperi U partners have been successful in nearly all aspects that demonstrate embeddedness in university systems. The following provides an overview:

1. **Formal agreements and institutional ownership:** As contractually required, institutional agreements were signed between SU and its sub-awardees, *i.e.* the home universities hosting each partner site. This facilitated institutional ownership and appropriate financial and administrative arrangements.
2. **Leadership support and lines of authority:** With two exceptions, partners were well supported by their executive or senior management throughout Phase III. In the two cases where difficulties had been experienced, issues were being addressed and the situation appeared to be steadily improving.
3. **Administrative policies, systems and structures:** Periperi U has been fully integrated into the financial, personnel and other administrative systems of the home universities. In a few cases special arrangements were made to facilitate effective and reliable grant administration.
4. **Adjunct services:** The extent to which linkages with other university services (e.g. international liaison and communication) were established was not studied, but in several universities there appeared to be no such central university support. As secretariat, RADAR strengthened beneficial linkages with the SU international office during Phase III.

## Funding flows

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Delivery of Periperi U services was hampered by delays in funding transfers during one or more of four stages:

- Transfer of funding by USAID OFDA to the secretariat (DiMP/RADAR)
- Administration within Stellenbosch University caused by staffing challenges in the central finance division
- Transfer of funds to partners across international banking boundaries and national foreign exchange policy environments
- Transfers within partner universities, in particular where grant funding is managed centrally at senior levels in the university hierarchy.

The first two challenges were resolved over time, and partners appear to have worked hard since to catch up on short courses and other activities that have had to be delayed. Delays within the financial systems of partner universities have been generally harder to resolve. Some may require exceptions that in university bureaucracies can be difficult to justify.

Anecdotes and evidence abound of how delayed transfers and payments had a negative effect on performance in 2014. This injected significant pressure and uncertainty into the consortium, dampening enthusiasm. Partner work plans were not completed as funding could not be relied upon. Short courses were cancelled and research initiatives delayed. Several home universities had to intervene with bridging funds, sometimes for many months; some were unable to afford the cost of doing so.

### Alignment with core university strategies and priorities

There is a delicate balance between the priorities of the home universities and the five strategic focus areas of Periperi U. Despite the fact that the latter are intended to be seamlessly aligned with the core business of higher education, this is not necessarily quite the case in practice. Different partner units have different emphases among their streams of work. For example, as demonstrated by Moi and Makerere, it is challenging to shift attention fully to new areas of work and other academic activities if existing collaborations or university imperatives demand a flow of publications. On the other hand, at BDU the President expressed the desire to ensure that DRR becomes a key priority, much more so than is currently the case.

Thus the challenges and opportunities afforded by institutional cultures, priorities and funding models, along with the demands of the basic academic disciplines and the partner's position in the home university, all play a role in where resources (time, funding, infrastructure and expertise) are allocated, and this could affect the sustainability of DRR as fully embedded academic priority in some of the home universities.

### University budget allocations for staff members

Home universities have supported staff salaries to varying degrees (Table 5); this is highly dependent on university contexts and policies.

**Table 5. Funding sources for core and adjunct staff members**

| FUNDING SOURCES FOR CORE AND ADJUNCT STAFF MEMBERS |                         |  |   |
|--|-------------------------|--|---|
| Country  | Full Funding from USAID | Partial Funding (USAID and University/ external) | Full funding from University/ External source |
| <b>Joined in Phase I</b>                           |                         |  |   |
| USTHB, Algeria                                     | 0                       | 9  | 6   |
| BDU, Ethiopia                                      | 5                       | 0  | 15  |
| SU, South Africa                                   | 9                       | 2  | 1   |
| <b>Joined in Phase II</b>                          |                         |  |   |
| UG, Ghana  | 0                       | 0  | 6   |
| Tanà, Madagascar                                   | 6                       | 1  | 2   |
| UDM, Mozambique                                    | 7                       | 14   | 1   |
| Ardhi, Tanzania                                    | 0                       | 6  | 7   |
| Makerere, Uganda                                   | 3                       | 0  | 11  |
| <b>Joined in Phase III</b>                         |                         |  |   |
| Moi, Kenya   | 0                       | 0  | 6   |
| UGB, Senegal                                       | 0                       | 6  | 0   |
| <b>Total</b>                                       | <b>30</b>               | <b>38</b>  | <b>49</b>                                     |

Only four universities - Moi, Makerere and UG and to a lesser extent BDU – will be in a position to sustain their academic programmes without external staff funding. SU, UDM and Tanà are largely dependent on the USAID OFDA; the operations of the secretariat will cease if funding is terminated. These cases illustrate the serious challenges to sustainability if a Periperi U supported unit is not meaningfully integrated into the university.

### Embedding new expertise in home universities

Periperi U has continued its strong focus on embedding useful expertise and high quality scholarship in the disaster risk domain in home universities, and progress during Phase III has been significant. New core<sup>52</sup> and adjunct<sup>53</sup> staff have been drawn into its activities, with the number growing by 55 persons from 93 during Phase II - mostly in terms of adjunct staff<sup>54</sup>. The majority of both core and adjunct staff have PhD degrees; only SU and GBU deploy staff with Honours degrees. In the case of SU, this provides for administrative capacity for the secretariat. The situation at GBU needs to be better understood; here, 17 core staff and seven adjunct staff have Honours degrees only (Table 6). Specialists from more disciplines and sectors have been mobilised<sup>55</sup> (Annex 6) and more and stronger linkages with external organisations established (Table 7).

**Table 6. Qualifications of Periperi U core and adjunct staff members**

| Qualifications of Periperi U core and adjunct staff members |            |           |           |               |           |           |                   |           |           |
|---|------------|-----------|-----------|---------------|-----------|-----------|-------------------|-----------|-----------|
|   | Core Staff |           |           | Adjunct Staff |           |           | Total per partner |           |           |
|   | PhD        | M.        | Hons.     | PhD           | M.        | Hons.     | PhD               | M.        | Hons.     |
| <b>Joined in Phase I</b>                                    |            |           |           |               |           |           |                   |           |           |
| USTHB, Algeria  | 6          | 0         | 0         | 6             | 2         | 0         | 12                | 2         | 0         |
| BDU, Ethiopia   | 3          | 7         | 0         | 10            | 3         | 0         | 13                | 10        | 0         |
| SU, South Africa  | 2          | 3         | 1         | 2             | 3         | 3         | 4                 | 6         | 4         |
| <b>Joined in Phase II</b>                                   |            |           |           |               |           |           |                   |           |           |
| UG, Ghana   | 6          | 0         | 0         | 1             | 4         | 0         | 7                 | 4         | 0         |
| Tanà, Madagascar  | 2          | 4         | 0         | 2             | 1         | 0         | 4                 | 5         | 0         |
| UDM, Mozambique   | 3          | 2         | 0         | 6             | 6         | 0         | 9                 | 8         | 0         |
| Ardhi, Tanzania   | 2          | 3         | 0         | 6             | 1         | 0         | 8                 | 4         | 0         |
| Makerere, Uganda  | 1          | 2         | 0         | 5             | 7         | 0         | 6                 | 9         | 0         |
| <b>Joined in Phase III</b>                                  |            |           |           |               |           |           |                   |           |           |
| Moi, Kenya  | 3          | 2         | 0         | 1             | 0         | 0         | 4                 | 2         | 0         |
| UGB, Senegal  | 4          | 1         | 17        | 0             | 1         | 7         | 4                 | 2         | 24        |
| <b>Total</b>  | <b>32</b>  | <b>24</b> | <b>18</b> | <b>39</b>     | <b>28</b> | <b>10</b> | <b>71</b>         | <b>52</b> | <b>28</b> |

<sup>52</sup> Core staff members are hired and employed full-time within the Periperi U partner unit, and include long-term administrative staff. They are directly and constantly involved with the operations and projects of Periperi U.

<sup>53</sup> Adjunct staff includes short-term employees from outside the unit, whether from other departments within the home university (internal) or from entirely outside the university (external). Adjunct staff include administrative and support staff that assist the Periperi U unit but are not fully employed there, and staff less directly or casually involved in the operations of Periperi U.

<sup>54</sup> There is some discrepancy between updated information and the 2014 Internal Interim Evaluation data. This will be addressed during finalisation of the report and is unlikely to change the findings.

<sup>55</sup> When administrative staff members are not counted, more than 30 additional academic staff members have been engaged in Periperi U activities during Phase III.

Partner approaches differ depending on their specific contexts – the expertise available, the persons interested, incentives and the effort made to engage. Performance has thus been uneven. Moi has lagged well behind the other universities, with only five core members and one internal adjunct staff member. This is a reflection of their relatively low levels of Periperi U activity across the strategic focus areas. BDU, SU, USTHB, Ardhi and Makerere were most effective in drawing in more staff from across their universities, while BDU, UDM and UGB were most active in expanding linkages with external expertise.

**Table 7. Professional and specialisation fields of Periperi U core and adjunct staff members**

| <b>Broad classification of specialisation fields of Periperi U staff members</b> |                           |                                     |
|--|---------------------------|-------------------------------------|
| Chemistry  | Anthropology              | Biostatistics                       |
| Civil Engineering  | Business Management       | Epidemiology                        |
| Earthquake Engineering   | Community Development     | Health and Nutrition                |
| Engineering  | Development Economics     | Health Programme Administration     |
| Geoinformation   | Economics and Law         | Health Systems & Management         |
| Geology  | Education Management      | Maternal & Child Health             |
| Geography  | Ethics & Human Rights     | Maternal & Neonatal Health          |
| Industrial Engineering   | Gender                    | Medicine                            |
| Information Technology   | Humanitarian Programme    | Nutrition                           |
| Seismology   | Planning                  | Psychiatry                          |
|  | Journalism                | Population Health                   |
| Architecture   | Management Sciences       | Public Health                       |
|  | Sociology                 | Reproductive Health                 |
|  | Urban Studies / Planning  |                                     |
| Agriculture  | Climate Change            | Community Risk Reduction            |
| Biology  | Environment               | Disaster Economics                  |
| Crop Production  | Environmental Engineering | Disaster Risk Management            |
| Food Security  | Environmental Health      | Disaster Risk Reduction             |
| Horticulture   | Environmental Sciences    | Geological / Radiological Disasters |
| Livestock  | Environmental Law         | Urban and Anthropogenic Risk        |
| Natural Resource Management  |                           |                                     |
| Soil Science   |                           |                                     |
| Veterinary Sciences  |                           |                                     |

There is a price to pay in drawing in specialists from other subject areas – even with PhD degrees, which the majority of Periperi U supported core and adjunct staff have; many do not have sufficient authority and knowledge in the field of DRR/M. This lack of capacity has been criticised by students and others during evaluation team site visits as well as in impact interviews and surveys. It is very risky to expand the number of staff engaged in DRR/M without ensuring their appropriate grounding in the field – in itself a difficult matter - and it is not at all sure that this has been achieved across all partners. Interest in, and incentives to participate in Periperi U programmes and expand skills for this purpose are also not necessarily attractive enough.<sup>56</sup>

<sup>56</sup> Makerere’s idea to provide a week long short course to staff in the School of Public Health might provide a useful mechanism through which an interest in DRS scholarship can be encouraged across a faculty, school or university as a whole

This is one area where significant work will be required during the next phase of Periperi U. Building capacities in a complex area of scholarship takes time.

### Consortium role in strengthening host capacities

Part of institutionalising Periperi U in partner countries entails using the consortium to strengthen the capacities of the key coordinators, the core groups and adjunct staff in each university.

**Consortium meetings:** Annual consultative meetings between partners took place as planned, rotating between consortium partners. Four meetings were held during Phase III. They have been a major source of inspiration, and strengthen the connections and collegiality crucial for the success of Periperi U. They serve as a platform for pan-African interaction in the disaster risk domain, and more than anything else helped to break the isolation many academics feel who work in emerging areas of scholarship. Together with other opportunities created for the partners to meet, such as the *Third World Conference on Disaster Risk Reduction (WCDRR)* in Sendai in March 2015, they are imperative for sustaining the value and momentum of the consortium.

**Consortium exchanges:** In order to achieve its objectives and facilitate systems change the consortium must remain vibrant through active bi- and multilateral connections. Many of the partners confessed that their interactions between meetings for intellectual and professional benefit were not sufficient. In other words, resource sharing, mutual visits and collaborative programmes did not have the expected profile during this period, thus significantly diminishing the potential advantage of the partnership. Delayed funding flows and language constraints were part of, but not sole reasons. Time constraints were often noted as reasons for lack of intellectual engagement on strategic or technical issues such as peer review of curricula, joint research programmes or exchange visits within a larger strategy of purpose-driven engagement. The merit of this argument depends on how priorities are viewed and treated.

**Table 8. Examples of exchange visits and collaborations within the consortium**

| Exchange visits and collaborations within the consortium   |
|--|
| <ul style="list-style-type: none"> <li>▪ USTHB and Tanà have had several exchanges in the longest standing relationship.</li> <li>▪ Ardhi engaged in once-off exchanges with UG, USTHB and UDM.</li> <li>▪ Moi is said to have built on Makerere short course experiences and used a curriculum developed by Ardhi to inform their MSc in DRR.</li> <li>▪ A SU core group member attended one of the short courses offered by Makerere (the only occasion when consortium member attendance was not in South Africa)</li> <li>▪ The new Nigerian partner visited South Africa, Senegal, Tanzania and Mozambique to learn from the partner initiatives in those countries</li> <li>▪ Nine bi- or multilateral projects led to articles, contributions to regional or global reports and in one case, the hosting of an international workshop.</li> </ul> |

The opportunity to learn directly from other members, visit partner sites and attend short courses enables quick gains from their participation in the consortium (Table 8). For example, Makerere confirmed that their short courses and exchanges with SU assisted their staff to expand their research from public health to include DRR/M issues, which also influenced the choice of three PhD students' research topics.<sup>57</sup> Several partners noted that the SU short courses and discussions of other partners' fields of work expanded their understanding of disaster risk in specialised (areas such as food security, health and engineering), enabling them to think and work in a more cross-disciplinary manner. SU courses thus remain a mainstay for training opportunities, with only one partner visit to obtain short course training elsewhere.

This raises several issues for consideration in view of the need for durable institutional strengthening.

- i. To date all exchanges have been between the Periperi U coordinators. This promotes essential collegial interaction but may not provide sufficient opportunities to empower other staff members.
- ii. In some partner nodes the benefits of such visits are not communicated or transferred to core staff members, thus limiting their impact and usefulness.
- iii. Short courses are tailored to context, yet SU courses have been the only ones attended by staff from other partners. After ten years of short course implementation this is not encouraging, in spite of the reasons given for this situation.<sup>58</sup>
- iv. The consortium provides a significant comparative advantage for collaborative programmes that can help raise funds and position one or more of the home universities as authorities in specific areas of DRR/M. This has not been adequately pursued during Phase III, and the reasons should be understood in depth.

## Business models and financial sustainability

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**The crucial contribution of USAID OFDA funding:** Periperi supported activities remain dependent on external funding, and discussions with university executives have confirmed that this will remain so. Most of the universities are resource-poor and/or struggling with budget cuts. They are deeply dependent on the so-called "third stream income"<sup>59</sup>. The funding from OFDA has been absolutely crucial for the good growth in embedding DRS expertise in the universities. It has supported the consultative development of curricula, salaries or supplementary payments for core and internal adjunct academic programme staff, the time and expenses of internal and external adjunct staff for short courses, and some research. OFDA funding has also been crucial for secretariat operations in the absence of integration of their staffing structure with that of Stellenbosch University during Phase III. Although commissioned work is increasing, local authorities and other relevant organisations often do not have budgets for disaster risk related training as it is not regarded as a

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<sup>57</sup> For example, one staff member who participated in a short course in 2012 has branched out from family planning among displaced people in Northern Uganda to a systematic review of flood risk in sub-Saharan Africa; he recognizes the influence of SU in his shift in focus.

<sup>58</sup> These include that short course dates often change (for example due to funding delays); they are offered around the same time, during university vacations; and language constraints that impede opportunities.

<sup>59</sup> Income from external sources such as research, evaluation and training contracts (commissioned work), grants and short course fees. First stream income is defined as the government subsidy to the university, and second stream income as student fees for academic programmes.

priority - although this situation might change if policy implementation strengthens in partner countries as a result of the improving policy environment for DRR.

Even without a full-fledged cost-effectiveness analysis, Periperi U has been assessed by key stakeholders and the evaluation team as a cost-effective programme for both external funder and home universities, for the following reasons:

- i. Much has been achieved with the relatively limited USAID OFDA investments, given the intensive and long-term nature of capacity strengthening in an emerging national priority and new field of scholarship.
- ii. Both as secretariat and consortium, Periperi U has worked sparingly with available funding in order to get maximum progress and benefit towards their objectives.
- iii. Home universities have provided very significant in-kind contributions in terms of facilities, infrastructure, time release and salary support. They have fully funded 42 percent of all internal staff engaged in Periperi U activities; around 26 percent of core and internal adjunct staff depend fully and 32 percent partially on OFDA funding through supplementation of salaries. This signals on the one hand significant commitment by the home universities, yet also their ongoing dependence on external funding.<sup>60</sup>

Importantly, salaries and supplementary payments for time invested are much lower than if international agencies and/or universities from the global North would have been involved (as is the case in nearly all such interventions).

**Working towards financial sustainability:** In most sites, sufficient resources have yet to be secured through business models that fully target first, second and third stream incomes. This has serious implications for the financial sustainability of Periperi U, both as group collectively driving activities and as an initiative with five inter-related foci that have to work in synergy to get the desired results. In spite of the increasing potential for more commissioned research and training as well as research grant funding as the consortium profile increases, the next few years might still challenge the durability of the business model of those Periperi U partners largely dependent on external funding. The availability of *flexible* core funding has been a major reason for the successes achieved to date. Should this fall away through ring-fenced income, much of the opportunity for partners to grow in context-sensitive ways may be lost.

There have been a total of 15 grant applications to mobilise funding for specific consortium or partner projects; around half appears to have been successful (refer to Table 9 and Annex 7). Nearly all were initiated by SU or the secretariat. All other third stream income for research is reflected as commissioned work based on time-bound contracts competitively awarded for a very specific deliverable.

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<sup>60</sup> Only Moi and UG have not made use of any USAID OFDA funding for this purpose, largely because they do not yet have Master's courses in place.

**Table 9. Sources of grant funding other than Periperi U during Phase III**

| Sources of grant funding other than Periperi U |   |
|--|---|
| BDU,<br>Ethiopia                               | <ul style="list-style-type: none"> <li>▪ USAID/Ethiopia to support graduated undergraduate students</li> <li>▪ UNDDP, CORDAID, Plan International to support MSc Theses</li> <li>▪ Government sectors (Bureau of Health, Disaster Risk Management and Food Security Sector, etc.) to support undergraduate students.</li> </ul>   |
| UG, Ghana                                      | <ul style="list-style-type: none"> <li>▪ The University of South Florida (USF) supported field work in research project initiated by Periperi U Ghana</li> </ul>  |
| SU/RADAR,<br>South Africa                      | <ul style="list-style-type: none"> <li>▪ Southern Africa’s Regional Interagency Standing Committee (RIASCO)</li> <li>▪ Cape Higher Education Consortium</li> <li>▪ Cape Winelands Disaster Management Centre</li> <li>▪ National Research Foundation</li> <li>▪ South African Cities Network</li> <li>▪ Western Cape Disaster Management Centre (WCDMC)</li> <li>▪ ActionAid International</li> </ul> |

**Finding business model solutions:** Partners will benefit from spending some time learning from each business model operating in each node and how these relate to the context of each partner. The example set by Tanà is certainly the most noteworthy given their nearly three year suspension of USAID funding. It has worked towards sustainability through strategic approaches and incentives, although it is still dependent on external funding for the supplementation of staff time, something which is crucial for their success. UDM has academic programmes well supported by paying students, yet have had to pay the expenses of those who attended short courses as incentive for participation. BDU has been able to raise funding for its Master’s students, yet securing bursaries remains a major challenge. Many students in partner nodes are said to struggle to complete their degrees or drop out as a result of financial constraints.<sup>61</sup>

The experience of SU/RADAR has perhaps been the most challenging, the result of a variety of institutional policies, internal dynamics and also deliberate steps. This situation has delayed integration of its functions as an integral part of the academic endeavour instead of a separate (unsustainable) unit completely dependent on third stream income. The success of the ongoing process to integrate its current institutional model<sup>62</sup> appropriately within university structures will be influenced by the extent to which Stellenbosch University authorities recognise the merits of their achievements as Periperi U secretariat and of their scholarly performance across their interconnected streams of work.

<sup>61</sup> This is in part an explanation for the low throughput experienced by a number of partners.

<sup>62</sup> Its scholarship is aligned with the host department, the academic networking with the work of the international office of the university, and the commissioned research and training similar to other such centres in the university mobilising third stream income.

## 3.3 FOCUS AREA 2: SHORT COURSES IN THE DISASTER RISK DOMAIN

**Focus Area 2: The enhancement of sustainable capacity for each university unit/programme to provide at least one to two short relevant disaster risk-related courses annually and to design / implement one new course by 2014.**<sup>63</sup>

### Progress during Phase III<sup>64</sup>

Under this focus area, the grant required that each partner provides by 2012 at least one or ideally two short courses or training modules containing core DRR content. Furthermore, by 2014, each partner was to implement at least one new short course that was locally relevant, responsive to local demand and primarily focused on hydro-meteorological hazards and/or urban risk.

**Table 10. Short courses presented by Periperi U partners during Phase III**

| SHORT COURSES             |           |                                |                                   |             |                   |
|---------------------------|-----------|--------------------------------|-----------------------------------|-------------|-------------------|
|                           |           | Total number of unique courses | Total number of courses delivered | New course? | Total intake      |
| <b>Joined in Phase 1</b>  |           |                                |                                   |             |                   |
| USTHB, Algeria            | Phase II  | 7                              | 7                                 |             | 326               |
|                           | Phase III | 4 <sup>65</sup>                | 6 <sup>1</sup>                    | 4           | 197               |
| BDU, Ethiopia             | Phase II  | 2                              | 0                                 |             | 100 <sup>66</sup> |
|                           | Phase III | 6                              | 9                                 | 6           | 310               |
| SU, South Africa          | Phase II  | 2                              | 11                                |             | 194               |
|                           | Phase III | 4                              | 10                                | 2           | 143               |
| <b>Joined in Phase II</b> |           |                                |                                   |             |                   |
| UG, Ghana                 | Phase II  | 2                              | 2                                 |             | 31                |
|                           | Phase III | 3                              | 6                                 | 1           | 133               |
| Tanà, Madagascar          | Phase II  | 2                              | 2                                 |             | 58                |
|                           | Phase III | 5                              | 5                                 | 3           | 120               |
| UDM, Mozambique           | Phase II  | 5                              | 6                                 |             | 193               |
|                           | Phase III | 3                              | 3                                 | 3           | 65                |
| Ardhi, Tanzania           | Phase II  | 5                              | 6                                 |             | 344               |
|                           | Phase III | 4                              | 9                                 | 1           | 264               |
| Makerere, Uganda          | Phase II  | 2                              | 6                                 |             | 151               |
|                           | Phase III | 2                              | 3                                 | 1           | 38                |

<sup>63</sup> The expected results for this focus area include “training modules”. These are seen as including commissioned short courses rather than academic programme modules. In line with the recent reporting structure of Periperi U, some outreach activities can also be seen as part of this focus area, interpreted as complementary short-term interventions to strengthen stakeholders, in particular at-risk communities.

<sup>64</sup> The numbers in this section were calculated from the formal beginning of Phase III on 1 July 2011 until the end of February 2015 when data collection for the evaluation concluded. Inconsistencies were found in data from different sources, but the evaluation team views any unresolved discrepancies as unlikely to be severe enough to affect the evaluation findings.

<sup>65</sup> Differs from monitoring data due to the exclusion of Seminar for local authorities and civil society, Tizi Ouzou in Algeria, and Seminar for Political Members party, Tizi Ouzou in Algeria.

<sup>66</sup> Phase II evaluation report Annexes notes 100 persons attended two courses under Ethiopia’s profile; summary table on short courses shows none were delivered.

| Joined in Phase III |                               |    |    |      |       |
|---------------------|-------------------------------|----|----|------|-------|
| Moi, Kenya          | Phase II                      | 3  | 6  |      | 150   |
|                     | Phase III                     | 2  | 2  | None | 52    |
| UGB, Senegal        | Phase II                      | 1  | 1  |      | 25    |
|                     | Phase III                     | 5  | 5  | 5    | 125   |
|                     | Total Phase II <sup>67</sup>  | 31 | 47 |      | 1,572 |
|                     | Total Phase III <sup>68</sup> | 38 | 58 |      | 1,447 |

In spite of all the good contributions, the momentum generated by this stream of work during Phase II was only to some extent maintained in Phase III - and not in equal measure across partners (refer to Table 10 and Annex 4). Although two more partners came on board<sup>69</sup>, fewer persons were reached. More specifically, this stream of work has been lagging in the case of Moi and Makerere, which conducted only two (2012) and three (2012-2013) short courses respectively over the whole period, with none commissioned and sharp drops in participation.<sup>70</sup> Moi did not develop a new short course over the entire period.

The challenges experienced in terms of the funding transfers in 2014 delayed some courses, but is unlikely to be the only reason. Variations in number of participants can be expected as courses are adjusted to suit perceived needs or cope with contextual changes; however, these have to be within reason, or otherwise strategies and priorities have to be reconsidered. UDM also dropped significantly in number of courses and participants, but is said to have adjusted its strategy during this phase, terminating two older courses and implementing three new ones, including two that were commissioned. This will hopefully yield results from 2015 onwards.

**Commissioned and targeted short courses:** As a sign of growing profile, relevance and credibility, six Periperi U partners were requested to present customised short courses for specific organisations or targeted stakeholder audiences, something that did not happen during Phase II.<sup>71</sup> Clients were mostly local government authorities at municipal or district levels, and although the impact in such cases is rather localised, they could seed expansion to more district, province or national scales. Commissioned and targeted (rather than open) courses yield other benefits that make them worthwhile: commissioning agencies usually pay for the course; in some cases they increase national level impact;<sup>72</sup> expand impact from national to provincial or district levels<sup>73</sup> or to more provinces<sup>74</sup>; or reach a target audience considered as particularly important or influential.<sup>75</sup>

<sup>67</sup> Phase II data from evaluation report annexes

<sup>68</sup> Phase III data from updated monitoring data provided by partners

<sup>69</sup> Excluding Nigeria, which joined too late to be considered in these analyses.

<sup>70</sup> Short courses implemented by Makerere had on average only around 12 participants, down from 27 during Phase II.

<sup>71</sup> Moi, Makerere, UG and USTHB did not have any commissioned courses, although several were for targeted audiences rather than open invitations.

<sup>72</sup> For example, USTHB conducted special postgraduate courses for students from the important national agency, the Civil Protection Directorate

<sup>73</sup> For example, Ardhi provided a one day seminar for technical staff in Bagamoyo district, while Tanà for the first time outside the capital city held on-site workshops with local authorities and leaders in four administrative regions. UDM presented a course for Maputo Municipality staff on urban risk.

<sup>74</sup> For example, upon invitation, customised courses by BDU upon for authorities and employees of at least two more (drought-stricken) provinces

<sup>75</sup> For example, USTHB's short course proactively tailored for journalists and BDU's on the media and disaster risk

The tailoring of courses demands thought and effort, and it is essential that this be done in consultation with the commissioning party. They also provide space for targeted practical work that integrates education, research and/or practical application in line with the notion of engaged scholarship. They can therefore serve multiple purpose, and an integrated approach (in line with the notion of engaged scholarship) helps to justify the time spent to tailor courses to specific needs.<sup>76</sup>

**Thematic priorities:** Partners offered a wide variety of open short courses during Phase III, ranging from introductory courses in DRR/M to topics for general audiences such as fire safety preparedness, to more targeted topics such as urban risks in specific cities or the management of flood risk in relation to food production, to topics for specialised professionals such as earthquake resistant design of structures, to a focus on techniques such as GIS. As demanded in Phase III, with the exception of Moi and Makerere all other partners introduced or repeated locally relevant short courses focused on priority areas related to hydro-meteorological hazards or urban risk.<sup>77</sup>

These are all appropriate and desirable. However, one strong trend that has emerged is an increasing number of courses focusing on specific methodologies or techniques. While some of the resulting courses are wholly justified (e.g. GIS, for example in Algeria where a short course on this topic does not exist), others<sup>78</sup> cannot be seen as priorities in this domain and may displace more relevant topics. Furthermore, it remains questionable whether university staff should at all be engaged with basic courses that can be readily conducted by NGOs, such as education in fire preparedness, unless these can directly yield benefits in terms of the notion of engaged scholarship.

**Issues of quality and utility:** Interviews and surveys have shown that the short course quality and their utility in participants' profession are generally perceived to be good to excellent.<sup>79</sup> In Chapter 4 examples are provided of how short courses influenced specific participants; anecdotal evidence obtained during site visits by the evaluation team confirmed the usefulness of disaster risk related short courses for officials, NGOs and interested academics alike. Suggested areas for improvement related overwhelmingly to the need for practical examples and/or field exposure; to a lesser extent to the duration of the course (too short) and the number of participants (too many). In spite of this it is important to safeguard the quality of the short courses, as they are crucial to the reputation of partners among influential professionals.

During site visits by the evaluation team, stakeholders confirmed their participation in the design of short courses, and there are also examples where course content has been adjusted based on feedback. Courses have in some instances been replaced by new ones where demands changed. The extent to which this consultative

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<sup>76</sup> For example, SU was commissioned and paid to conduct training for 25 staff members from local municipalities on ward-based risk assessment for the Cape Winelands Municipal District. This was SU's first in-house course and had to be tailored to specific circumstances. Delivery was adjusted to two days a week over seven weeks, with field-based training, after which participants applied their knowledge by undertaking ward-based risk assessments to inform integrated development planning. The course was grounded in practice yet framed by theory, and designed and implemented with the help of district and provincial level expert practitioners that included a fire chief, engineering services and an agricultural risk expert.

<sup>77</sup> These included courses in Disaster Risk Reduction and Climate Change Adaptation (BDU); Food production risks due to floods / salinization processes in croplands (UGB); Managing flood risk in relation to food production (UGB); Urban risks in Maputo (UDM).

<sup>78</sup> Such as Cloud Computing/Web 2.0 Tools, Research Data Analysis and Thesis write-up; STATA, Stats and SPSS; or Qualitative Research Methods for Health Sciences.

<sup>79</sup> Noted in each case by around 80 percent of those interviewed and surveyed. The number of participants interviewed or surveyed is too low to be representative; these are indications that warrant further study.

design and adjustment approach has been effectively followed in all sites is not quite clear; this will demand significantly more triangulation than was possible during the evaluation.

There has also been little progress towards accreditation or credit-bearing courses.<sup>80</sup> In most cases the university or host unit issues certificates of attendance. Many partners conduct brief evaluations after a course using forms or informal feedback sessions, but there is no system in place to determine whether these are aligned with professional evaluation standards, or whether the analyses are appropriately done and used.

**Building capacities for this stream of work:** SU has been pivotal in giving new partners opportunities to attend well-established short courses (despite objections from some South African participants that this limits local participation). There is also some anecdotal evidence that partners' sharing within the consortium has influenced short course design. Contextualisation is needed per partner node, but there is still untapped potential for building partner capacities through ongoing sharing of experience, harmonisation of short course content and quality assurance processes.

Some of the measures taken that are likely (but not guaranteed) to impact positively on both quality and demand are (i) the limiting of the number of participants (e.g. Tanà); (ii) engagement of external experts and senior practitioners working in the field (most partners, including key persons in senior positions in national government agencies or I/NGOs); (iii) a field/practical orientation that ensures reality checks both during the design and implementation phases (e.g. SU and Tanà); (iv) engagement of past postgraduates so that theory and practice can be appropriately combined (e.g. SU); (v) ongoing adjustment as practical and theoretical lessons are learned, especially when illuminated through close conversations between the scholars and practitioners<sup>81</sup> (e.g. SU); and (vi) the integration of adult learning principles (e.g. SU).

### 3.4 FOCUS AREA 3: DISASTER RISK-RELATED ACADEMIC PROGRAMMES

**Focus Area 3: The growth and sustainability of at least ten undergraduate and/or graduate programmes among consortium members related to reducing/managing the risk and vulnerability specific to their countries.**

#### Progress during Phase III<sup>82</sup>

*I was thoroughly impressed with the depth of knowledge the universities were reporting. I was surprised, not aware of so many courses available in Africa. ... Periperi U is not only quite active and visible, but authoritative.*

International DRR expert 2

<sup>80</sup> Only in the case of SU their Community Risk Assessment short course has been accredited with a National Qualifications Framework rating. This is not necessarily in all cases the result of lack of action by the partners; countries might not have a national accreditation system for short courses.

<sup>81</sup> For example, input from practitioners from DRM centres reshaped content by adding a focus on *i.a.* Integrated Development Plans.

<sup>82</sup> The numbers in this section were calculated from the formal beginning of Phase III on 1 July 2011 until the end of February 2015 when data collection for the evaluation concluded. Inconsistencies were found in data from different sources, but the evaluation team views any unresolved discrepancies as unlikely to be severe enough to affect the evaluation findings.

**Degree programmes:** During Phase III, this stream of work continued to build successfully on the momentum of Phases I and II when the design, implementation and institutional embedding of academic programmes, in particular at Master's level, were a high priority (refer to Table 11 and Annex 4). An impressive list of 11 Master's<sup>83</sup> and two undergraduate (Honours BSc) programmes have now been operationalised since the start of Periperi U, four during Phase III - in Mozambique, Senegal, Uganda and most recently, South Africa (to be launched in 2016). As a result of insufficient capacity in Phase III, Ardhi has yet to implement its third Master's degree (DRM MSc in DRM and Engineering) approved in 2009.

The courses are all well aligned with the intent of Periperi U, although Makerere leans towards disaster management while said to have extended the focus to prevention and reduction. Ten have a strong disaster risk management orientation, confirming a multi- and/or interdisciplinary approach to disaster prevention and reduction. SU is the only partner that explicitly recognises disaster risk science as a scholarly focus in the name of their degree, reinforcing the importance of disaster risk science as a concept that, based on the perspectives obtained by the evaluation team, should gain more credence on the continent. Ten of the degrees are to be awarded in the natural sciences (MSc, BSc), one in the health sciences (MPH, Makerere) and one in the social sciences/humanities (MPhil, SU).

The flexible, context-sensitive approach of Periperi U has meant that there are no core curriculum elements that cut across all programmes; the latter could arguably have been a strength in efforts at pan-African expansion or regional positioning. The flexibility has allowed curricula to focus entirely on home-grown priorities, approaches and examples. On the other hand, in the absence of a consortium-wide quality assurance initiative, the variety and diversity of offerings have prevented any association of 'Periperi U' with notions of relevance and quality.

The flexibility inherent in consortium operations has allowed for strength through diversity. Some of the courses are conceptually firmly anchored in the disaster risk domain (Ardhi, UGB and Tanà), some are aligned with sustainable development (BDU and SU), and others are nested within applied disciplines such as engineering, public health and education (USTHB, Makerere, UDM).<sup>84</sup> Several are the only such offerings in their countries (e.g. Tanà, UGB, Moi and UDM) and thus uniquely positioned for influence; others face increasing competition as DRR/M oriented courses take root across the continent (e.g. in the case of BDU, USTHB and Ardhi). The MPH in Makerere that locates disaster risk and management in the context of health sciences is the first of its kind on the continent.

Approval of Master's programme curricula submitted by the two partners in Algeria and Kenya is still pending. A combination of at least three major factors has played a role in the extraordinarily lengthy approval processes for the programmes proposed by USTHB, Moi, Makerere and SU:

- i. The multi- and interdisciplinary nature of the programmes - something that is more readily accepted in institutions with a history or early track record of work in this area (in BDU, Ardhi and Tanà, for example, approval was relatively quick; in UGB and SU a challenge);

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<sup>83</sup> One initiative listed in earlier reports, the MDRM at the University of Mostaganem in Algeria is not included, as Periperi U linked USTHB staff members are said to have had some influence and continue to teach there, but were not directly responsible for its establishment; this matter may require more triangulation. In the meantime it is considered as one of the ripples of Periperi U engagement.

<sup>84</sup> Holloway, A, et al. (2014). Periperi U Internal Interim Evaluation, July-June 2014. Report for USAID, p 19.

Table 11. Academic programmes and modules presented by Periperi U during Phase III

| Periperi U academic programmes and modules during Phase III (July 2011-Feb 2015) |                            |                      |            |   |                   |            |                         |
|--|----------------------------|----------------------|------------|---|-------------------|------------|-------------------------|
|  |                            | Number of modules    | New module | Number of students                                      | Number of degrees | New degree | Number of students      |
| <b>Joined Phase I</b>  |                            |                      |            |   |                   |            |                         |
| USTHB,<br>Algeria  | Phase II                   | -                    | -          | -   | M 1               | Not spec.  | Not spec.               |
|  | Phase III                  | Not spec. 1          | Yes        | 20  | M 1               | Yes        | 12                      |
| BDU,<br>Ethiopia   | Phase II                   | -                    | -          | -   | UG 1<br>M 1       | No         | 225                     |
|  | Phase III                  | -                    | -          | -   | UG 1<br>M 1       | No         | 310 (UG 188;<br>PG 122) |
| SU, South<br>Africa  | Phase II                   | UG 1                 | -          | Not spec.   | H 1; M 2;<br>D 1  | No         | 8                       |
|  | Phase III                  | M 1, H 1; D 1        | Yes        | 58 (H 50; M<br>7; D 1)                                  | M 1               | No         | 0                       |
| <b>Joined in Phase II</b>  |                            |                      |            |   |                   |            |                         |
| UG, Ghana  | Phase II                   | UG 2                 |            | 96  | -                 | -          | -                       |
|  | Phase III                  | UG 2<br>M 3<br>PhD 1 | Yes (5)    | 557 (UG 476;<br>M 79; D 2)                              | -                 | -          | -                       |
| Tanà,<br>Madagascar  | Phase II                   |                      |            |   | M 1               | No         | 40                      |
|  | Phase III                  | UG 1<br>PG 1         | Yes        | 528 (UG 350;<br>PG 178)                                 | M 1               | Yes        | 70                      |
| UDM,<br>Mozambique   | Phase II                   | -                    | -          | -   | UG 1              | No         | 60                      |
|  | Phase III                  | -                    | -          | -   | UG 1<br>M 1       | Yes (M)    | 133 (UG 103;<br>PG 30)  |
| Ardhi,<br>Tanzania   | Phase II                   | -                    | -          | -   | M 1               | No         | 2                       |
|  | Phase III                  | -                    | -          | -   | M 2               | Yes (1)    | 41                      |
| Makerere,<br>Uganda  | Phase II                   | -                    | -          | -   | M 1               | Yes        | 30                      |
|  | Phase III                  | -                    | -          | -   | -                 | -          | -                       |
| <b>Joined in Phase III</b>   |                            |                      |            |   |                   |            |                         |
| Moi, Kenya   | Phase II                   | UG 1<br>M 1          | -          | Not specified   | -                 | -          | -                       |
|  | Phase III                  | -                    | -          | -   | -                 | -          | -                       |
| UGB,<br>Senegal  | Phase II                   | -                    | -          | -   | M 1               | No         | Not specified           |
|  | Phase III                  | M 1                  | Yes        | 30 <sup>85</sup>  | M 1               | Yes        | 30 <sup>86</sup>        |
|  | <b>TOTAL<br/>Phase II</b>  | 5                    | -          | 96  | 12                | -          | 335                     |
|  | <b>TOTAL<br/>Phase III</b> | 13                   | -          | 1,163 (UG<br>826; H 50; M<br>264; D 3; not<br>spec. 20) | 10                | -          | 596 (UG 291;<br>PG 305) |

<sup>85</sup> Senegal: The same 30 participants participated in the degree and the module. Students are not added to total students for module, 30 students added to total students for degree.

<sup>86</sup> Senegal: The same 30 participants participated in the degree and the module.

- ii. The specialised / narrow foci or constraining policies of the units or universities in which they were to be embedded (health sciences in the case of Moi and Makerere; civil engineering within a science and technology university in the case of USTHB; and geography in the case of SU); and
- iii. The design of the approval processes within institutional and country contexts (e.g. government engagement in Algeria and in Senegal).

A total of 596 students (291 under- and 305 postgraduate) have enrolled for these courses from a large variety of disciplinary and in some cases, professional backgrounds, indicating ongoing and in several cases increasing demand for these qualifications. The number of postgraduate students enrolled increased dramatically in 2013 as a result of the cumulative effect of all the courses including those who have come on-stream during Phase III, and the strong growth displayed by Ardhi and especially UDM<sup>87</sup> in that year.

Undergraduate courses may need to be (re)considered in view of demand. In Ethiopia for example, job opportunities at that level are said to require specialised disciplinary expertise rather than a more multi-or interdisciplinary skills set, while there is a greater need for somewhat shorter term training for those practitioners (“technicians”) working on the ground. An independent demand/supply study will be needed to obtain solid evidence for future strategies in this regard.

The numbers of enrolments are high in those countries that are particularly vulnerable and disaster-prone (Ethiopia, Mozambique and Madagascar); interviews confirmed the role of the awareness raised by major disasters and subsequent government policy and programme priorities in attracting students. Postgraduate programme enrolments have been increasing in BDU, Ardhi, UG and UDM. However, throughput rates and graduation numbers appear to be less favourable and should be better tracked in future, including in terms of gender balance.

**Modules and electives:** Partners have also proceeded with the development of new modules, albeit less vigorously than in Phase II. UG is the only partner that decided early on not to implement full-fledged undergraduate or Master’s courses. Following on the successes of Phase II, they have extended their reach during Phase III by introducing two MPhil electives, a new BA/BSc module and a new MA/MSc module. USTHB is said to have included a new module on the safety of buildings.

Other partners have also expanded their reach or strengthened the academic pipeline for recruitment. Aside from UG, Tanà has been the exemplary in this activity, introducing a module on sustainable development and risk governance into development studies in MSc and MPhil programmes, and at undergraduate level in the Department of Economics two modules on disaster economics and economic valuation tools.

It is important to note that these modules have all been embedded within the Periperi U host unit or, in the case of Tanà, a department linked to its host unit. It does not yet indicate widespread influencing of home universities beyond the immediate sphere of control of the partner. However, of particular interest here is the effort by Ardhi to mainstream DRR issues into undergraduate programmes rather than using specific modules to do so. This is said to have been done in the BSc Rural and Regional Planning and BSc Environmental Sciences and Management programmes. It would be worthwhile for the consortium to learn from these experiences in order to determine the merit of a similar approach elsewhere.

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<sup>87</sup> UDM launched its Master’s degree in Technical Education, Development and Disaster Management in 2013.

## Academic sustainability of new disaster risk-related degree programmes

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Only the main aspects of academic sustainability are considered here, in line with the strategy designed by Periperi U for this purpose.

**Embedding and mainstreaming academic programmes within host institutions:** As noted above, this has proceeded well, with initiatives accredited and absorbed either as full-fledged academic programmes, as modules within courses or as mainstreamed content. In most of the nodes staff members interviewed are confident that the courses will sustain as a result of their accreditation, the capacities that have been built since their launch and increasing national need for such expertise.

The key issue for sustainability is whether there will be sufficient demand to sustain the courses. Students interviewed during the evaluation team site visit found this field of work very stimulating and relevant from a national perspective, but many were concerned about the job prospects for an emerging, cross-boundary field of work, while recognising that their prospects are likely to improve as DRR national policy implementation proceeds. In Ethiopia, where an undergraduate degree is on offer, the situation has been more acute; subject specialists are seen as much more in demand in the job market at that level.

Students are also said to find it difficult to find financial support. Enrolment trends and influences need to be carefully monitored and understood to enable timely remedial action. As example, Ardhi has shown particular resilience in experimenting with different curricula and delivery modes in an attempt to increase enrolment. Curricula for three different Master's courses aimed at different target groups yet sharing a common first semester were drawn up by working groups, drawing on market research. Two (MDRM and MScDRM) were implemented, targeting government and private sector employees, offering 18 and later a 24 month option with evening classes. Yet enrolment numbers remain somewhat lower than for most other partners' offerings.

**The DRS human capital pipeline:** One aspect that will require increasing attention in each country during a next phase is the human capital pipeline up to PhD level. Four factors are important in such considerations:

- i. *Recruitment and entry requirements:* Most of the postgraduate courses are (or will be) open to students from different disciplines, with SU and USTHB as two notable exceptions;
- ii. *Opportunities for introduction to the field:* Undergraduate (Honours) courses and more frequently, undergraduate modules are used to introduce students to the basics of DRS and/or attract them into relevant postgraduate studies; short courses might also do the same in some instances<sup>88</sup>;
- iii. *Filling key pipeline gaps:* Several partners have noted their interest in strengthening the pipeline by introducing a one-year DRM/DRS postgraduate diploma (similar to the Honours degree);
- iv. *Responsiveness to need:* The pipeline should evolve with ongoing awareness and projection of external demand.

The importance of securing a pipeline is best demonstrated by the situation in which SU found itself at SU after DiMP moved from the more flexible UCT academic environment. The policy that prohibits students from disciplines other than Geography to enter their MPhil programme, and the refusal to give them the opportunity to introduce an Honours qualification or postgraduate diploma has seriously constrained the expansion of DRS SU recruitment and delivery strategies. They have been addressing the pipeline through a DRS module in the

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<sup>88</sup> This has not been monitored, but could provide for an interesting study.

existing Honours course, but they will have to limit their intake to only those students who have completed the module. The loss of diversity in the MPhil student body is a significant set-back for enrolment numbers and weakens the learning model. In future such considerations should influence the choice of partner host unit or university.

It is important to consider in which courses and at which level modules are embedded. UG modules and electives are all embedded in programmes of the host department; expansion to other disciplines will strengthen recruitment potential into the field. At the same time UG has found that students initially interested in DRR/M get drawn into other fields because of their exposure to different courses.

**Service learning and community engagement:** 'Service learning' is part of this stream of work, aimed at exposing students to real life during their studies and giving them a chance to apply what they have learnt, and at establishing linkages that will create demand for the expertise offered by each partner. A focus on schools was also intended as an effort to cause a further ripple effect. Service learning in order to strengthen linkages with external stakeholders also includes placement of graduates in relevant organisations through internship programmes. It does not include in this stream of work graduate research conducted by students in, say, local communities.

For the evaluation only schools service learning and internship programme data were updated. 'Outreach' or 'community engagement' activities are therefore included here; some projects included service learning in communities as there is significant overlap between the two concepts.

Service learning targeting schools has not been a significant priority during Phase III. Only SU recorded such a project<sup>89</sup>, while UDM treated its schools oriented academic programmes as its contribution. None of the other partners recorded such activities. However, more than 30 'outreach' or 'community engagement' activities took place between July 2011 and June 2014, many of which would have engaged students; these activities gained significant momentum during Phase III, with Moi, SU, UDM and UG the most active.<sup>90</sup> The fact that such activities are without fail conducted in collaboration with external organisations adds to the profile and connections of the Periperi U partner. Given the 'community engagement' focus, the majority of collaborations (41 percent) were with local government.

Among others, Moi students participated in jiggers and health education projects for communities as part of their Community-Based Education and Service (COBES) programme. The most recently approved UGB Master's programme offers cultural immersion and service learning for students in partnership with CIFA, a private organisation for service learning and irrigations systems security that draw on diverse sources of knowledge to create a dialogue between new and traditional knowledge. SU executed four service learning activities during Phase III – a postgraduate practical carried out every year as outreach project as well as three community vulnerability or risk assessments commissioned by local government authorities. UG conducted several outreach activities coupled to research projects in an Accra suburb.

**Internships:** Only BDU had good success by mobilising USAID funding for the placement of 20 undergraduate graduated students per year for two years in government sectors between December 2012 and November 2016. SU made several attempts at internships of Honours students with the City of Cape Town, but the agreed upon

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<sup>89</sup> The Klapmuts Primary Hazard Awareness Programme was conducted in collaboration with the Cape Winelands District Disaster Management Centre. It reached 160 grade 7 children in an innovative photo competition, "Danger through the eyes of a child".

<sup>90</sup> BDU and Makerere recorded none for the period.

funding was in each case diverted to other programmes by the local authorities. Finding funding and support for internships was thus the most unsuccessful of the Periperi U interventions, and it will be worthwhile considering the extent to which it should continue or otherwise be strengthened as a programme priority. There are instances where partnerships enabled placement of Master's students for research projects that served such organisations' interests. These have obvious benefits, but one disadvantage that emerged was that some organisations did not want negative results made public, stymying the very purpose of such research. It is clear that further action around internships of any kind should be well conceptualised and implemented with vigour, or otherwise dropped from the list of Periperi U interventions.

**Infrastructure and distance education:** Nine partners made use of geographic information systems (GIS) in their academic programming and/or short courses during Phase III<sup>91</sup>, while at least six partners reported easy access by students to electronic journals<sup>92</sup>. The recent acquisition by the secretariat of the UNISDR library in Geneva, which will soon be made available on-line, has been a major breakthrough towards the intent to enable more knowledge transfer among partners and other resources. Together with the improving website, it will certainly help position Periperi U and SU as a portal for DRR/M/S resources with specific reference to African priorities and actions. However, this will require more human and other resources than the secretariat has at present, and opportunities to develop and manage the facility in conjunction with the well-equipped SU library should be maximised.

UDM reported that Periperi U funding was among others used for GIS facilities and modernisation of the library, as well as for an e-learning DRR platform. UDM is one of the partners with an interest in pursuing distance learning. The intent to have the consortium expand its footprint in this manner did not come to fruition during Phase III, but could well be a focus for the next phase if resources can be mobilised for this purpose.

**Institutional capacity strengthening:** Large numbers of staff members are now engaged in Periperi U related activities in each site, and the core groups in most of the nodes provide obvious opportunities for capacity development and succession planning. It has not been possible to assess the extent to which the Periperi U coordinators who lead the initiatives in the nodes have an empowering approach to their collaborating peers. Most of the site visits have articulated and demonstrated respectful collegial relationships, teamwork and capacity building through opportunities to attend courses (mainly in SU). However, there are some concerns related to the adequacy of the capacities developed, not only where there has been a strong prior focus on DM in a specialised area such as public health, but also more broadly. Capacity development takes time and experience.

It is also clear that a number of partners are making serious attempts to attract suitably qualified staff and/or encouraging selected staff members to get their PhDs by supporting their research and studies. SU, Tanà, UG, BDU and Makerere – appear to be most active, or to have made the most progress.<sup>93</sup> This is not entirely surprising; more can be expected from the first set of Periperi U partners as they have had the longest time to develop appropriate capacities.

**Career paths and succession planning:** Sufficient information has not been collected from core and adjunct staff during the evaluation to make comprehensive assessment of the current situation. However, several partners

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<sup>91</sup> Makerere was the exception; it is not clear whether this was by choice or whether the facility was not available.

<sup>92</sup> UDM, UGB, Ardhi and Makerere were the exceptions; it is not clear whether this was in all cases by choice or whether the facilities were not available (or not reported).

<sup>93</sup> Information has not been available for all partners; this finding might still change.

reported some difficulty with career path development and succession planning – and in the case of Ardhi for example, even just to maintain momentum - primarily as a result of lack of capacity in appropriate fields, and/or with the necessary cross-disciplinary understanding for this field of work. Several targeted staff members are now busy with their PhD degrees. Delivering more PhD graduates is proving to be crucial for DRS scholarship capacity strengthening. They are only now starting to emerge, and still only a few from those partners with integrated DRR/M/S PhD programmes and research foci.

### Financial sustainability

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This stream of work also requires results in terms of measures to ensure financial sustainability of the academic programmes that have been introduced. This topic is covered in the discussion of findings on sustainability in Chapter 5.

## 3.5 FOCUS AREA 4: APPLIED RESEARCH FOR STRENGTHENED RISK KNOWLEDGE

**Focus Area 4: Generation of research to strengthen disaster risk knowledge base in Africa to inform local/national policy development, as well as humanitarian action.**

### Progress during Phase III<sup>94</sup>

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**Research output (quantity):** This focus area has been a target for growth in Phase III, and this has taken place at a dramatic pace compared to Phase II. Annexes 8-11 list some of the consortium achievements in this area of work.

It is particularly important that the consortium builds up its reputation for DRS *scholarship*. In spite of arguments that there open access journals, social media and the like are changing the publishing landscape, it remains important for credibility and use that African scholars contribute in line with conventional as well as newer measures of scholarship. Theoretical and practical contributions need to come to the attention of scholars elsewhere in the world, as well as policy-makers, communities and practitioners who can apply the new knowledge in the field. Gains in published scholarly work are thus pivotal, as are publications such as policy papers, targeted briefing notes, blog posts and the like. At this stage it is important to ensure that scholarly publishing is targeted in order to help build the credibility of the cadre of African scholars among their peers in Africa and beyond.

It is therefore reassuring that there has been a nearly four-fold increase in the number of publications cited in Google Scholar. UG, Makerere and Moi have been the most productive, highlighting their long track record in academic publishing in the health arena. In the case of these two partners, the most important issue is to consider how many of the publications noted under Periperi U auspices are actually related to the disaster risk domain; an intensive study of the outputs could not be done, but indications are that some are strictly speaking

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<sup>94</sup> The numbers in this section were calculated from the formal beginning of Phase III on 1 July 2011 until the end of February 2015 when data collection for the evaluation concluded. Inconsistencies were found in data from different sources, but the evaluation team views any unresolved discrepancies as unlikely to be severe enough to affect the evaluation findings.

not or only marginally relevant. While it takes time to build expertise and shift research foci from DM or public health in general towards DRR/M, there should be proven movement in this direction.

SU, Ardhi, Tanà and USTHB have all met the publishing targets in this strategic focus area. Without any publications and as two of the oldest partners, UDM and BDU will need to adjust their strategies towards more visible knowledge production. There are opportunities; for example, BDU has produced a number of Master's theses during this phase, yet without publishing results from one. It is of concern across the consortium that few of the Master's theses appear to be useful for publication, whether scholarly or otherwise.

**Research quality:** "Quality" is a loaded term in research assessment, and current definitions can be easily disputed, in particular when it comes to the concept of 'engaged scholarship'. Using conventional measures of quality for the Periperi U journal publications since 2007, journal impact calculations based on the refined SNIP measures<sup>95</sup> showed that the journal impact in which Periperi U published in the fields of medicine, agricultural and biological sciences, computer science, earth and planetary sciences, environmental science, immunology and microbiology and the social sciences were all above the field average. These encompassed the large majority of publications in the 35 different journals used. The SNIP journal impact was below the field average for ten of the journals - including those related to the arts and humanities; economics, econometrics and finance; and engineering. Of the 56 journals considered, 27 percent was indexed only by Scopus; 57 percent by both Scopus and World of Science, and 16 by neither of these main international citation databases.<sup>96</sup>

It is reassuring that so many of the journal impact factors are above the field average. It will be useful to continue to track performance in these terms over time. It will also be important for Periperi U to be explicit about what they regard as "quality" within their definition of scholarship, and track and encourage their performance accordingly. Research quality in engaged scholarship can be differently defined to include the values underlying the work of Periperi U – for example, appropriate engagement with communities, a focus on gender-responsive research, or policy-relevant solutions. Other mechanisms such as self-initiated peer review can also be used to assess publications and working papers – especially when publishing outside the scholarly domain. Finally, putting new knowledge in the public domain through academic conferences is a measure of quality, or at least an openness to have quality assessed.

Periperi U partners and/or students participated in 35 academic conferences in Phase III, in addition to 88 other types of meetings (Annex 9), with SU and USTHB the most active. It is unfortunate that none of these led to published conference proceedings.

The extent to which the published work reflects the cross-disciplinary nature of the disaster risk domain also relates to quality. This would be an important aspect to monitor more closely in future. One indirect, rather rough indicator is the classification of journals in the CWTS Journal Indicators Database, where multiple classifications per journal are possible. The 35 journals used for the analysis above were assigned by Scopus to ten of the 27 broad fields in this database. A total of 21 (60 percent) of the 35 journals in which Periperi U partners published were assigned to only one broad field. Of the remainder, very few were journals classified in

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<sup>95</sup> The source normalised impact per publication (SNIP) is calculated as the number of citations given in the "present" year (in this case, 2013 was used) to publications in the last three years, divided by the total number of publications in the last three years. The citations are normalised to correct for differences in citation practices between scientific fields. A total of 35 journals were used for this analysis – out of the 57 in which 85 non-duplicate Periperi U publications appeared – specifically those that appeared in the free on-line CWTS Journal Indicators Database ([www.journalindicators.com](http://www.journalindicators.com)).

<sup>96</sup> It is useful to note that 36% of these journals are not recognised by the South African Department of Higher Education which recognises three sets of journals for government subsidy to universities as incentive for publishing: (i) all WoS journals; (ii) all IBSS journals; and (iii) a special list of approved South African journals.

both natural and social sciences/humanities. The implications for an inter- and transdisciplinary field of work such as DRR/M should be considered as part of publishing strategies encouraged by the consortium.

**Research relevance:** Thematic priorities across the continent appear to be well reflected in the outputs of Periperi U researchers and students (Annex 12).

- The two most prominent themes emerging in the publications are both of critical importance in Africa, namely risk identification and assessment, and disaster risk management.<sup>97 98</sup>
- While the important priority of *agriculture and food security* is well reflected in students' research theses, this work has not been translated into journal publications.
- In the other very important field of *public health (health and health facilities)*<sup>99</sup>, the situation is the reverse.
- Monitoring data show a strong focus on the critical priority of *hydrometeorological hazards or disasters* (floods or wet mass movement); roughly 39 percent of the student research themes and 26 percent of publications relate to this area of work.<sup>100</sup>
- Although they have a much lower public profile, *slow-onset or recurring small-scale disasters* are also rightly included among Periperi U priorities; their effect on communities, households and small and medium-sized enterprises can be devastating.<sup>101</sup>
- Although *urban risk* is an explicit focus of the consortium as a whole, the number of theses and publications with this as primary theme is still limited.<sup>102</sup> There are also themes that will require increasing attention in future due to their growing importance on the continent, with *rapid urbanisation* and *climate change* two of the most prominent.<sup>103</sup>

The research efforts of a majority of partners are aimed at finding practical solutions, from community to national levels. The monitoring system of Periperi U does not track whether the research emerging from the consortium is actually addressing key areas of concern in a concerted, cross-disciplinary manner, contributing to theoretical understandings and frameworks underpinning practice, and providing information and solutions that can improve policy and practice. This is relevant because of where Periperi U is positioned (in universities, thus requiring firm standards for scholarship) and its explicit commitment to engaged scholarship (which has to address practical knowledge and solutions). DRS scholarship has to engage with use-inspired basic research.<sup>104</sup>

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<sup>97</sup> Most do not have sufficient information on the type and extent of their hazards and risks, or effective tools and approaches for their management.

<sup>98</sup> The 2013 UNISDR Status Report on DRR in Africa states that risk assessment should be "the cornerstone of DRR".

<sup>99</sup> Poor health status is a key reason for the vulnerability of communities and populations, and of the total deaths due to disasters in Africa, five out of seven are said to result from epidemics

<sup>100</sup> Over the past two years devastating effects of these types of disasters have caused 90% of the economic losses occurred through disasters.

<sup>101</sup> *Disaster Risk Reduction in Africa* (2013). Status Report on the implementation of Africa Regional Strategy and Hyogo Framework for Action. UNISDR, Regional Office for Africa

<sup>102</sup> According to comments received from the secretariat, these contributions might be under-counted due to the way in which the published work has been classified. However, for accountability and learning the partners should clearly define and classify their work accurately as the outputs emerge.

<sup>103</sup> Among others, the 2013 UNISDR Status Report on DRR in Africa showed that climate-related disasters now account for 87% of all disaster events

<sup>104</sup> Refer to Pasteur Quadrant

As part of this it will also be important to track those areas of work and outputs that do not yet fall squarely in the disaster risk domain, and determine the extent to which desirable shifts are taking place from for example DM or public health to DRR/M.

**Research communication:** Most of the partners appear to have made efforts in line with good practice to ensure that their work is known, primarily through publication and meetings with stakeholders. But the extent and impact of events organised to share activities in each partner country are not clear; systematic data were not available, and a thorough study of this aspect was far beyond the scope of the evaluation. Anecdotal evidence was ambivalent. During site visits the evaluation team frequently heard from key stakeholders that the research products were not known well enough, or not known at all. Lack of utilisation of research results can have many reasons – lack of capacity for use, political dynamics, or insufficient confidence of stakeholders in the utility, relevance or quality of what is available are only some of the reasons. On the other hand there are examples of the use of Periperi U initiated research (Chapter 5).

Among several critical aspects for attention, significant numbers of Master's theses are being delivered, yet appear not to be analysed for synthesis or communication to a wider community. Of equal concern is the fact that few theses have been turned into publications. Furthermore, a citation analysis of a subset of publications showed that with two exceptions (Moi publication in the Lancet and DiMP/SU study on fires in Western Cape suburbs) there are very few references to the work in scholarly literature.

The Periperi U website has improved significantly in 2014, and together with the emerging e-library (see later) is set to become a good vehicle for dissemination of information about research projects and results. However, at present the research information and outputs on the website remain limited, including on the linked partner websites. The reports and publications on the Periperi U website are primarily from SU and primarily in English (including the annual reports), even though the website now also has French and Portuguese sections. There has also not been, as intended, any dedicated peer reviewed journal issues profiling research from the consortium.

**Cultivating a demand for research and evidence:** Efforts to cultivate a demand for research results and other forms of evidence (and then supplying the demand) require a clear strategy that is linked to the concept "boundary-spanning, engaged" scholarship. This is not yet evident among all partners. A useful strategy has been applied by SU. Information collected by Periperi U for provincial use also supports students' research and short course content. It generates the capacity to create a pool of knowledge on topics of interest among the authorities, so that students' work is seen highly relevant to local needs and recognised as valuable among authorities. Some of these students have secured employment because of the knowledge they have built up by working on a particular topic. Additional tactics include the production of academic and non-academic summaries of lengthy reports and made available through the website<sup>105</sup>, brochures, presentations, printed research products, as well as forums for local research projects that involve stakeholders in quarterly meetings to present and discuss findings. Outreach activities, a school-based photographic competition and posters are all part of the effort to encourage demand for human capital and knowledge in the disaster risk domain.

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<sup>105</sup> Unfortunately Periperi U has not tracked website traffic and downloads.

## 3.6 FOCUS AREA 5: STRATEGIC ENGAGEMENT

**Focus Area 5: Mobilisation of the consortium to advance disaster-risk reduction efforts through the strategic engagement by each unit/program institutionally, as well as at (sub)national, continental and international scales with government, nongovernment, international and scientific stakeholders.**

### Mobilising the consortium

During Phase III Periperi U entered a next stage in its evolution reflected in the new SFA 5, which aimed to establish a robust institutional platform to support and encourage partner initiatives, strategically leverage a range of external partners, and enable opportunities to position higher education institutions as key partners in the disaster risk domain from national to global levels. This SFA also responded to the Phase II evaluation recommendation that the profile of Periperi U be steadily and deliberately raised while staying focused on its core business.

This stream of work helped Periperi U to gain visibility and establish stronger connections between consortium members, policy- and decision-makers and practitioners. Partners reported more than 200 strategic engagements, including participation in conferences and meetings, hosting or facilitating continental and global consultative processes and invited participation in advisory committees or national platforms. Commissioned work and consultative efforts to develop curricula or research initiatives, or to establish internships for Master's students, also contributed to stronger linkages with influential organizations and individuals.

Among all the achievements and benefits of Periperi U's external engagement during this phase, one concern emerged. As useful and important as it has been for partners to move internationally during Phase III, there is in some cases a real risk of overdoing it at the behest of scarce resources, the neglect of other important work, and insufficient building of wider capacities among a core group. This is further discussed elsewhere in the report. It should also be noted that strategic engagements lagged in one or two partner nodes, with Kenya and Uganda as pertinent examples. This can only to some extent be attributed to the influence of the national context.

### In the international arena

*Periperi is innovative, ground-breaking, a trendsetter. They have done a lot to show the Western world that intellectuals can be top-class thinkers outside the rich countries. They remind the world that there are people in Africa they should listen to. It is time to start listening to Africans about what we should be doing."*

International DRR expert 1

**On the global stage:** The consortium made great strides on the international stage during Phase III. Invitations to conferences and strategic meetings have been major vehicles for engagement and the raising of partner profiles among scientific peers and strategic actors; the many invited roles played by partners in 35 scientific (academic) conferences and 88 other significant events from local to global levels highlight stakeholders' perceptions of scholarship and profile. Periperi U monitoring data showed that partners acted mostly in the role of presenters (46 percent of cases) - with USTHB, BDU, SU and Makerere most active in this regard - but were also sometimes invited as discussants, resource persons or organisers of events. Many partners have also played

complementary roles in hosting or facilitating disaster risk-related science meetings with global and regional dimensions.

The main benefits derived from the many high level international engagements were the building of partners' confidence and capacities and the positioning of the maturing consortium for influence and respect. A concerted African voice is now heard in key meetings, demonstrating and advocating for greater recognition of the higher education sector in DRR strategies worldwide. The networks and strategic agility of the Periperi U secretariat (and in particular of the Periperi U coordinator) have been pivotal to success, but many of the partners have garnered respect, invitations and collaborations in their own right. The consortium is now linked into an impressive architecture of influential actors and events from national to global levels, and can be mobilised for long-term collaborations in research and capacity building. This has not yet come to fruition; the engagements to date have been almost entirely for short-term joint planning, presentation and advocacy. But Periperi U has now entered a situation where one influential opportunity leads to another, as best demonstrated by the path to the appointment of the consortium as IRDR International Centre of Excellence for Risk Education and Learning (IRDR ICoE-REaL).

**Table 12. Major processes with Periperi U participation**

| Examples of events, platforms and initiatives with participation by more than one Consortium member |  |           |   |
|---|--|-----------|---|
| Name of event   | Hosted / Organised by  | Year      | Participating partners  |
| Global Platform for Disaster Risk Reduction   | United Nations Office for Disaster Reduction (UNISDR)              | 2013      | 17 Periperi U participants  |
| Global Sustainable Training Initiative for Resilience (STIR)  | UNISDR   | 2013      | SU/RADAR (host)<br>Presentations made by several Consortium members |
| Open Thinkers' Forum on The Future of Disaster Risk Management                                      | UN   | 2014      | All partners <sup>106</sup>   |
| African Working Group on Disaster Risk Reduction  | UNISDR   | 2012-2014 | Moi, Kenya<br>SU, South Africa<br>BDU, Ethiopia                     |
| Biennial Conference of the Southern African Society for Disaster Risk Reduction                     | Southern Africa Society for Disaster Reduction (SASDIR) conference | 2014      | SU, South Africa<br>Ardhi, Tanzania<br>UG, Ghana                    |

The increasing profile and power of Periperi U is captured in two of the most recent international invitations: (i) co-facilitation of a Public Forum session on the engagement of the higher education sector in DRR at the *Third World Conference on Disaster Risk Reduction* in Sendai in March 2015, and (ii) an invitation to the Periperi U coordinator to represent the International Council for Science (ICSU) Major S&T Group as speaker at the UN

<sup>106</sup> Based on information provided by the Secretariat, only RADAR, Moi, ARU and Makerere listed this platform in their strategic initiatives.

facilitated session in April 2015 in New York on the Means of Implementation as part of the inter-government negotiations on the post-2015 development agenda.

**South-South collaboration:** Eight South-South collaborations have been recorded by five partners, including one by the secretariat on behalf of the whole consortium (Annex 13). Most cases were based on what Periperi U wanted to achieve; more collaborations within the university sector in the South. They provide scope for engagement in value-adding projects that will link the consortium to other DRR capacity building and research initiatives – and not only in Africa, although that is an obvious focus, but in South America and Asia with which the first ties have been emerging during this phase.

South-South linkages have not been a main focus for the partners in Phase III, but could usefully be extended in future. These opportunities are well within the wider South-South foci in many development initiatives, driven by the belief that there is much to learn from those with similar challenges, and from work that has been somewhat hidden given the dominant Western paradigms that have informed intellectual engagements over past decades. They open the door for joint grant applications for research and more robust Southern voices in strategic meetings. Such opportunities have yet to be explored.

**On the African stage:** While national and global relationships appear to be blossoming, Africa has offered slightly less opportunity for ongoing interaction, in particular at sub-regional level; only nine percent (around 20 initiatives) of the reported strategic engagements until mid-2014 were with African organisations. Yet it is still a significant number, especially in view of the influential nature of some of the engagements (Annex 14). Some important relationships and collaborations are emerging, and processes driven by the AU or associated bodies provided significant opportunities for influence. However, relationships for ongoing collaboration at regional levels are likely to be shaped in earnest only during a next phase.

### **In the national arena**

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All partners engaged at least to some extent with notable strategic stakeholders at national level. The frequency, scope and depth of their engagements varied – in some cases influencing policy or strategy level at national level, and in others demonstrating high potential for influence but still only in early stages of engagement.

**Meeting demand for high level expertise:** Periperi U coordinators have in most cases already had, or have been able to establish good working relations with national agencies and high level decision-makers. In Madagascar, Algeria, Mozambique, Ghana and Tanzania they have advisory roles in key government structures. In South Africa the focus on the provincial government has been very successful; it might be time for SU to target once again the national government in order to prevent marginalisation at that level. In Senegal and Ethiopia the relationships are less pronounced, but appear to be growing. In Uganda the situation is unclear, while in Kenya the national environment is only now becoming conducive for a robust engagement with DRR/M policy and strategy, and the partner there has started to have some engagement with this effort.

Periperi U has also been providing high level expertise through its Master's and PhD initiatives and even short courses. For example, many MSc DRM graduates of Bahir Dar University are mature practitioners already employed in government positions. There is also evidence from South Africa, Madagascar, Mozambique, Tanzania and Ghana that those qualifying have taken up (or came from) senior, influential positions.

**Fostering commissioned work and collaborative research:** Most Periperi U partners continued to benefit from strong linkages with government and UN agencies, INGOs and local authorities and communities. In most

cases these relationships predated Periperi U; partner selection criteria included working partnerships with key stakeholders. As the partners work on themes of national priority, most have been well positioned for commissioned work and collaborative research. As intended, commissioned work has increased, with opportunities arising in each site, providing opportunities for influence and income (which can possibly be used for cross-subsidisation of other DRR activities, depending on the level of adherence to university policies).

Of the total of 27 such projects, a good number were well positioned to be influential; most were national or sub-national studies commissioned by UN agencies or INGOs, frequently in conjunction with, or aimed at government actors.<sup>107</sup> Momentum is still gathering in these areas of engagement, and mechanisms that engage senior postgraduate students or postdoctoral fellows might have to be found to help alleviate the inevitable burden that such collaborative initiatives place on the leadership in each node.

Only the secretariat has attended to mobilisation of partners for collaborative post-event research; partners have not responded. On the other hand, the requests for tailored courses and assistance by several provinces in Ethiopia, the tailored courses presented by Madagascar outside the main city, Senegal, Mozambique, the collaborative community ventures that also engage key government agencies in Accra, the ongoing collaborations with refugee communities in northern Uganda, and the long-standing and highly productive linkages between the South African node and the Western Cape province stand out in this regard. In Algeria, demand for DRR education among local authorities is more nuanced; significant work has been done over the past decade by the Civil Protection Directorate with UNDP support to prepare and educate local communities about disaster risk. The partner recently established a connection with a district. A key research programme has also been launched to develop a holistic understanding of vulnerabilities in the underserved south of the country.

These partners all demonstrate different responses to specific contexts driving demand at provincial and local levels. Some have successfully moved ahead with connecting their research to national and local challenges through joint selection of topics for Master's theses, and in Tanà and BDU also locating students in organisations. While having obvious advantages such as strengthening linkages with government agencies, NGOs and INGOs, there are also important challenges. Many of the partnering organisations have little experience of research and the use of evidence, and a focus on short-term, Master's level projects has prevented the establishment of more strategic themes within which organisations' interests can fit. There are also examples where negative findings of students have been dismissed or their publication prevented. Capacities for such joint work still have to be built.

**Fostering cross-country collaboration:** The consortium launched just a few cross-country and cross-sector collaborations, with the most prominent the study on humanitarian trends in Southern Africa, coordinated by SU. In such cases that the consortium concept can come into its own in terms of collaborative knowledge production and competition for contracts; this has yet to happen on a larger scale. For now, it is encouraging that the engagements were significantly more than in Phase II (even though most were commissioned during the earlier part of the phase). It is not clear whether the tapering in the last two years was the result of other

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<sup>107</sup> For example, Ardhi's involvement in CLUVA (Climate Change and Urban Vulnerability in Africa) is aimed at developing methods to be applied to African cities to manage climate risks, reduce vulnerability and improve their coping capacity and resilience towards climate change. At local level, engagement in the Adapting to Climate Change in Coastal Dar es Salaam (ACCDAR) project aims to contribute to implementation of National Adaptation Programme of Action of Tanzania.

priorities and work pressure, or fewer opportunities, but hopefully momentum can be regained in the near future – also as opportunities for third stream income.<sup>108</sup>

**Fostering service learning and outreach:** Service learning and outreach activities have slowly been gaining traction. All partners or their students have been actively working in and with communities to gather research information and in turn, to bring knowledge back in order to create awareness, educate and share findings. It has been impossible to assess the sensitivity and success with which these engagements are conducted, but they are a critical part of the type of scholarship that Periperi U promotes and with more and more provincial and local authorities engaged in short courses, and several partners devolving such courses to local communities, these linkages are likely to grow.

### 3.7 SUPPORTING THE HYOGO FRAMEWORK FOR ACTION

Analysis of the level of alignment between the Periperi U strategy and the five HFA Priorities for Action (Annex 15) confirmed that the achievements highlighted in this chapter directly contributed to the HFA objectives. The Periperi U partners have helped to demonstrate an appropriate niche for university scholarship in the disaster risk domain;<sup>109</sup> Table 13 highlights the different roles Periperi U partners played – albeit with different levels of attention and success per site - in this process.

Higher education was not a specific focus of the Hyogo Framework for Action (HFA), and in spite of several calls at recent meetings of the African Union and others that education at all levels should include a focus on disaster risk reduction<sup>110</sup>, the sector has taken time to respond. The partners' contributions confirm that universities, through DRS scholarship, can generate knowledge and educate policy-makers and practitioners at many different levels and across sectors. Importantly, more than other organisations, universities can make *sustained* and *catalytic* contributions<sup>111</sup> to strategy priorities from national to global levels.

Periperi U continues to be well positioned to support the new *Sendai Framework for Disaster Risk Reduction 2015-2030*, and its potential alignment with the priorities of this new global framework is now even greater with the increasing importance of the higher education sector and experience built up over the first three phases of the programme.

<sup>108</sup> Some reports have not been reflected in the monitoring data, even accounting for the collaborative initiatives. The reasons are unclear, but it will be important to include this aspect in the monitoring data.

<sup>109</sup> The HFA stressed the need for an integrated, multi-hazard approach to DRR; the promotion of a culture of prevention; and the engagement of diverse stakeholders, including the scientific community. Capacity strengthening cuts across all five priorities - reflected in requirements such as the development and strengthening of institutions, mechanisms and capacities at all levels; the sharing of research findings, lessons learned and best practices; and international and regional cooperation through *i.a.* the transfer of knowledge, technology and expertise to enhance capacity building for DRR.

<sup>110</sup> See for example the AU Second Ministerial Conference on Disaster Risk Reduction Declaration, Nairobi, 2010, and the Proceedings of the Extreme Natural Hazards and Disaster Risks in Africa Meeting, Pretoria, 2011 where it was declared that "*Education at all levels on natural hazards, disaster mitigation and post-disaster recovery should become a priority topic of the national disaster mitigation policies of African countries*".

<sup>111</sup> Catalysts are interventions that accelerate – and keep on accelerating due to appropriate feedback loops - development towards desired goals, providing cost-effective alternative ways of achieving goals compared to what has been in practice. They have good potential to support transformation to new states of being.

**Table 13. Roles of Periperi U partners in contributing to the Hyogo Framework of Action**

| Roles Periperi U partners have played in support of the HFA |  |
|---|--|
| <i>Overall:</i>   | Periperi U as collective, boundary-spanning force for capacity building, connecting, advocating, innovating, integrating, generating and brokering knowledge   |
| <i>Priority 1:</i>  | Periperi U partners as capacity builders, connectors, authoritative advocates and integrators in support of national institutional and legislative mechanisms for DRR (i) building capacities for an integrated approach to DRR, from national to subnational to local levels; (ii) connecting with DRR stakeholders across sectors, and (iii) advocating for an integrated approach to DRR as well as integrating DRR into course modules in other fields of study. |
| <i>Priority 2:</i>  | Periperi U partners as sustainable capacity builders in support of national DRR capacity needs and at-risk communities.  |
| <i>Priority 3:</i>  | Periperi U partners as experts and knowledge generators and/or innovators in priority areas of DRR – knowledgeable Africans generating knowledge in African contexts for African solutions.  |
| <i>Priority 4:</i>  | None to date   |
| <i>Priority 5:</i>  | Periperi U partners as (i) knowledge brokers and networkers in priority areas of DRR; (ii) capacity builders in support of national priorities in DRR, and (iii) capacity builders and advocates for DRR in the media.   |

## 4. FROM REACH TO IMPACT

The logic model of Periperi U captured in Chapter 1 (Figure 1) provides an understanding of how the five streams of Periperi U activities are intended to work together per site and for the consortium as a whole to develop the people, relationships and knowledge that are intended to lead over time to the desired outcomes and impacts in line with the Periperi U goal and overall objective. The Periperi U initiative will thus be able to attain its highest impact if the most appropriate stakeholders are engaged through quality activities and contributions that are most relevant to their need and context. In order to understand both the emergence of, and potential for impact, it is necessary to understand the extent to which (and in what ways) partners have engaged their identified stakeholders and intended beneficiaries - in other words, their reach.

Although focus area 5 examined the strategic engagement of the partners and the consortium, understanding reach extends beyond these engagements to examining the extent to which, and in what ways, the activities of Periperi U during Phase III have been delivered to the most appropriate audiences. The extent to which each partner and the consortium engaged with their stakeholders and intended beneficiaries within their given context is an indication of their reach; the result of these engagements is understood by examining their influence and impact.

### 6.1 REACHING STAKEHOLDERS AND INTENDED BENEFICIARIES

The reach of the partners and consortium was analysed by comparing the identified stakeholder and intended beneficiary lists provided by each partner and national consultant to the actual engagements recorded. Partners identified stakeholders and beneficiaries with whom they intended to engage and regarded as strategic - *i.e.*, with whom engagement would be instrumental in leading to desired impacts – but generally took both purposeful and opportunistic approaches to their activities, targeting identified stakeholders yet harnessing opportunities for engagement beyond these parameters.

**Reaching strategic international and regional stakeholders:** The consortium as a whole has been highly impressive in engaging as individuals and with ‘one voice’ on DRR/M in high level strategic continental and global processes. Before their participation in the programme, a majority of Periperi U champions already had a significant profile with good international relationships but - according to both their own perspectives and those of international experts consulted during the evaluation – working as consortium enabled better positioning and impactful engagements in line with the notion that the whole is more than the sum of the parts.

The engagements of the consortium at global and regional levels are discussed in depth in section 3.6 and illustrated in table 12 as well as Annexes 11, 13 and 14.

**Reaching stakeholders and intended beneficiaries in government:** All partners engaged with government stakeholders during Phase III, although to varying degrees and at different levels. The activities through which each Periperi U partner site engaged and supported government officials at national and subnational levels are captured in Table 14, and further detailed in Annex 16. Partners

engaged with national governments through participation in platforms, consultative meetings, the provision of technical advice and commissioned research. Others contributed by providing inputs into guidelines, strategies, frameworks and policy.

Four partners were represented in national platforms, networks and forums at national government level. The extent and depth of the engagements varied widely. For example, Moi participated in the African Regional DRR forum which led to the formation of a Kenyan DRR Chapter intended to expedite the drafting of a Kenyan National Disaster Risk Reduction Policy, and was later invited to the meeting that led to the drafting of the policy; Ardhi drafted four national level documents (discussed under section 4.2).

**Table 14. Partners' reach through engagement with government stakeholders at national and subnational level<sup>112</sup>**

| Activities through which partners engaged government   | List of partners who engaged with government       |
|--|--|
| Government participation in short courses  | Ardhi, BDU, Makerere, Moi, SU, UDM, UG, UGB, USTHB |
| Government participation through short course delivery   | UG, UDM, BDU                                       |
| Commissioned research conducted with/for government  | Ardhi, SU, Tanà, UDM, UG,                          |
| Government official participation in academic programmes   | SU, Ardhi  |
| Partner participation in government platforms, workshops, forums etc.                                  | BDU, Makerere, Moi, UG, Tanà, UGB, UDM             |
| Partner contribution to policy, guidelines, strategies or frameworks at national or sub-national level | Ardhi, SU, UG                                      |
| Partner contribution to changes in practice  | BDU, SU, UG  |

Several partners were engaged by key national government agencies to participate in initiatives or projects. Among others, the Senegalese Civil Protection Directorate of the Ministry of the Interior and Public Safety included the UGB Periperi U project in an initiative to develop a collaboration of academics and researchers from Senegalese universities. Tanà participated in steering committees for a number of DRM projects for Unit for the Management and Prevention of Emergencies (CPGU). At national level, UG was commissioned to conduct research on behalf of the National Disaster Management Organisation (NADMO) on community resilience, and Ardhi and UGB provided technical advice and consultancy services at national level to government.

While all partners engaged at least to some level with strategic stakeholders in government, there is still significant scope for widening and deepening their reach. For example, Ardhi has engaged extensively with four district councils to provide short course training. While this has significant benefit, there are 143 district councils in total that may still need to be reached. This serves as illustration of both the potential demand and the need for the strategic targeting (in different ways, at

<sup>112</sup> This summary table is based on comparison of the lists of strategic stakeholders and intended beneficiaries provided by partners, as well as data from reports prepared by the national researchers.

different levels) of influential individuals and/or organisations that can help to scale the benefits of participation in Periperi U activities.

In some instances, engagement with government authorities at subnational level has yielded meaningful changes to policy, strategy and/or practice. With the increasing number of activities of partners at this level during Phase III there is good potential for more impactful engagements as these relationships grow. The practical experience gained through research and outreach/service learning activities at this level, and the knowledge in turn transferred to communities and local authorities have yielded several good examples of how engaged scholarship can and should work.

**Reaching stakeholders and beneficiaries in the non-governmental and civil society sector:** All partners noted at least one non-government organisation (NGO) or civil society (CS) initiative in the list of strategic stakeholders with whom they have engaged (Table 15).<sup>113</sup> The NGO/SC sector is a particularly important actor in disaster response; in general they have only recently started to pay more attention to the disaster risk domain. These stakeholders were reached and engaged by the partners through participation in, and presentation of short courses, commissioned research activities and the partner's participation in platforms organised by one of these organisations. Illustrative examples are provided in Annex 17).

At five partner sites stakeholders from the NGO/CS sector participated in short course offerings; in several cases NGO representatives serve as resource persons in the courses. Furthermore, seven partners were engaged by, or worked in partnership with a NGO or CS to conduct commissioned research. Others have expressed their interest to engage with Periperi U on issues of common interest.

**Table 15. Partners' reach through engagement with NGO and civil society stakeholders<sup>114</sup>**

| Activities through which partners engaged NGOs and civil society                                      | List of partners who engaged               |
|---|--|
| NGO/CS participation in short courses   | Ardhi, Makerere, Moi, SU, UG               |
| NGO/CS contribution to short course delivery  | UDM. Makerere, UG, Ardhi                   |
| NGO/CS participation through academic programme delivery  | Makerere                                   |
| Commissioned research conducted with/for NGO/CS   | UGB, SU, Ardhi, Makerere, USTHB, BDU, Tanà |
| Other activities (including events, partnering on workshops, strategic meetings and initiatives etc.) | BDU, Moi, Makerere, Ardhi, SU              |

**Reaching the private sector:** Engagement with the private sector has been much less extensive than with other sectors; this is to be expected, given the relatively weak private sector in many of the countries. However, it will be important to pursue such opportunities in future; in South Africa for

<sup>113</sup> Not all non-government or civil society organisations that the partners have engaged with are considered to be strategic stakeholders – see later discussion under beneficiaries.

<sup>114</sup> This summary table is based on the comparison of the lists of strategic stakeholders and intended beneficiaries provided by partners, as well as data from reports prepared by the national researchers.

example, there is significant potential to engage with insurance organisations to explore common interests.

Engagement with the private sector was to date primarily through short course provision; the short course offerings of six partners were attended by a few private sector participants.<sup>115</sup> The private sector co-funded a school outreach project by SU and assisted with latest community-based training for the honours student service learning assignment. Three partners, SU, Tanà and UDM, were involved in commissioned research in collaboration with the private sector.

**Internships, outreach and school engagements:** As noted in Chapter 3, the reach and engagement of the Consortium through internships, outreach and school engagements has not been in line with the intended scope and scale articulated for Phase III. Externally funded research internships were only implemented by BDU, and although SU made significant efforts to initiate an internship programme they were unsuccessful in doing so. Although not exclusively focussed on schools, since 2011 Periperi U partners have been involved in approximately 30 outreach activities, with UG, Moi, UDM and SU each undertaking at least 1-2 such projects annually.

## 6.2 TOWARDS IMPACT

As noted earlier in this chapter, understanding the reach of the consortium as a whole, and of each of the individual partners, is critical for tracing and understanding impact. The successes and shortfalls related to the reach of each partner and the consortium during Phase III are thus correlated to the types of impact that can realistically be anticipated to emerge.

In order to understand impact, data were synthesised from seven different sources and triangulated to the extent possible across sources to identify positive outcomes and impacts have been emerging at (i) local, (ii) national, (iii) regional, and (iv) international/global levels – and to understand how (if at all) the emerging outcomes and impacts are in line with the intent of the consortium in Phase III and are emerging as a result of Periperi U activities.

Using the results framework as a blueprint, data on impacts was classified into groups of outcomes and impacts according to the conceptual framework (Figure 2) which distinguishes (i) what can be realistically controlled by the Periperi U partners, and for which they are thus directly responsible and accountable (the sphere of control), (ii) what they can and would like to influence (the sphere of influence), and (iii) what they would like to see as end result, but might contribute to in time in a very limited manner, if at all (the sphere of interest, *i.e.* ultimate impacts). A series of impact maps (Figures 3-5) provide examples of the types of impacts that emerged during the evaluation. The impacts reported through surveys, interviews and site visits were plotted against the broad framework of the theory of change. These maps are not exhaustive, but clearly show the difference partners' activities are making on the ground.

**Changes in the 'sphere of control' (Figure 3):** Impact in the 'sphere of control' included all evidence of changes where the shifts were a direct result of engagement with Periperi U's activities. Changes in

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<sup>115</sup> Ardhi, SU, Tanà, UDM, UGB, USTHB

this sphere were primarily related to capacities that were developed through short courses and academic programmes, as well as paradigm shifts in thinking. Evidence also emerged of how Periperi activities had facilitated the development of networks among short course participants and stakeholders.

Changes in the 'sphere of control' are most often some of the first changes to be observed on the way to longer-term development impact. Many stakeholders<sup>116</sup> interviewed or surveyed noted changes in these respects, with the short courses particularly powerful influences.

Examples across all sites provide evidence of how contextually relevant DRR knowledge is being transferred through short courses and academic programmes. As a result, two critical shifts in perception and thinking take place, namely (i) shifting focus to DRR from a DM perspective, and (ii) shifting from a singular disciplinary focus towards addressing disaster from a multi-disciplinary perspective. A number of respondents noted not only that they made critical shifts in their thinking, but also that they applied their new paradigms in their approach to professional and research activities. After participation in SU's short courses, respondents - including staff from partner institutions - reported applying the community risk assessment skills they had learnt. It is important to note that these results in the 'sphere of control' have significant potential for translating into impact in the 'sphere of influence' and ultimately in the 'sphere of interest', given that a number of graduates and short course participants are already employed in positions of influence.

Informal networks established through short courses and in the classroom promote further knowledge sharing and peer-to-peer learning, although evidence for the depth of this was not as extensive as the evidence around paradigm shifts and capacity development. There was not conclusive evidence on the establishment of more formal networks as a result of the activities in Phase III.

**Changes in the sphere of influence (Figures 4 and 5):** Impact in the 'sphere of influence' included contributions by partners and consortium activities to changes in policy, regulation, strategy or practice. Impacts in these areas were plotted on the impact map against the level at which the change or contribution was effected (*i.e.*, at international, national or local level). Impacts in this sphere also included evidence of where knowledge that has been produced or transferred primarily through courses or academic programmes has resulted in DRR (rather than DM) approaches being integrated and embedded in broader contexts.

Changes in this sphere were noted in almost all sites; in most but not all cases<sup>117</sup> some triangulation to confirm the specific change was possible. The classification of impacts in this sphere were changes in policy, regulation, strategy or practice at international, national or subnational level, as well as evidence of the uptake of knowledge and embedded thinking across sectors. At international level, through its intentional engagements with relevant high-level strategic stakeholders and participation

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<sup>116</sup> Surveys to gather data on impact asked a combination of qualitative and quantitative questions around changes in each sphere. Almost all participants indicated in the quantitative questions that they had experienced changes in this sphere. Only those who provided qualitative data, and those who provided responses in interviews are plotted on the impact map related to the 'sphere of control'.

<sup>117</sup> Examples of impact where evidence was weak or not possible to triangulate in any way are marked with an asterisk on the impact map.

in global and continental platforms, the consortium is making a difference. Among those interviewed within and outside the consortium, there is a strong conviction that Periperi U and some of its main champions are playing an important role in recent efforts to highlight at global and continental levels the importance and potential of the higher education sector to contribute in a sustainable manner to capacities and knowledge in the disaster risk domain.

Changes in policy, regulation, strategy or practice were noted at either national or local level in almost all of the partner sites. As example, Ardhi has contributed to national policy, strategy and implementation plans in an extensive manner through their research on disaster risks & capacity building for Zanzibar and mainland Tanzania which was the basis for the development of Disaster Management Policy in both cases. A further example is SU, who have had influence at national policy level. SU was commissioned to conduct research on urban risk to inform an Integrated Urban Development Framework (IUDF) in South Africa being jointly framed by CoGTA and the SA Cities Network (SACN) (finalised in 2014). The resulting background paper on *urban disaster risks and environmental concerns* prepared by four members of SU staff profiled issues that have been incorporated in the national discussion document.

The contribution of partner activities to changes in practice, in other words the way things are done is noted at BDU, SU and UG. For example, at SU as a result of the partners' ongoing research on weather-related disasters in the Western Cape, the South African Weather Service changed the way it reports on severe weather events. The Western Cape Province is the only province in South Africa that has collated data that supports longitudinal research and evidence-based decision-making as a result of the South African partner's work in this regard. In Ghana, NADMO staff in Tema do early flood warning awareness and take preventative action (cleaning drains) after short course participation, and the Environmental Protection Agency (EPA) used short course knowledge to ensure that Environmental Impact Assessment [EIA] for permit schedules are set according to the correct standards.

However, although there are examples of how partner engagement with their identified strategic stakeholders is having an impact, the depth and scope of impact in this area is uneven across sites and in some cases underdeveloped, but with significant potential for influence in the future. For example, at Makerere the project team acknowledged that initiatives for advocacy and influencing policy and decision-making are underdeveloped in the project's activities and that minimal impact has been achieved. Furthermore, although the work of the partner at UGB is highly relevant in their context, with high potential for impact, external engagement at the national level stage is limited and looks set to demand significant time and effort from the project team in future if impact is to be achieved.

Some examples of and knowledge uptake were noted at national and subnational level, as well as in the academic sphere. These changes take place through various pathways, including the employment of graduates in high level positions in influential organisations (for example the case of Tanà and BDU) and through the application of skills acquired in short courses to real-life context (for example the City of Windhoek which started conducting risk assessments).

**Changes in the sphere of interest:** Contributions to development (in other words, ultimate impacts in the sphere of interest) such as reduced risk of disaster, fewer disasters, increased resilience and improved well-being were not noted frequently, and in the one or two cases where potential impact at this level was noted it was not described in sufficient depth to fully understand the scope and

depth of the impact nor Periperi U's role. This is not unexpected given the length of time such impacts take to emerge (typically far longer than the period under evaluation), and the complexities involved in identifying and attributing these types of changes to specific initiatives such as Periperi U.

Only two tentative examples of changes in the sphere of interest were noted, one each in Tanzania, and in Afghanistan (as a result of SU's capacity development activities). In Tanzania it was noted that persons had agreed to shift their homes from areas of risk to safer areas as a result of the short course. A graduate from South Africa managed a project in Afghanistan that is said to have reduced the risk of flash-flooding and drought. Adequate data to verify and substantiate these impacts was not available.

In-depth targeted case studies that investigate these individual impacts that appear to have emerged (or be emerging) within this sphere could be considered in the future. Detailed analysis of the impact pathways that contributed to these changes need to be understood in greater depth in order for Periperi U to fully identify its contribution to their emergence.

## NATIONAL CAPACITIES – NETWORKS, PARTNERSHIPS, SHIFTS IN PERCEPTION, KNOWLEDGE TRANSFER

### Knowledge Transfer

|  |   |
|--|---|
| <b>South Africa:</b> Full-time student shifted thinking towards reducing and preventing risks rather than “response-mode”  | <b>Algeria:</b> Researcher at CGS noted shifts in mentality towards a disaster risk reduction approach after short course   |
| <b>Ghana:</b> Senior disaster control officer in NADMO worked with staff in their unit to implement new approaches in communities for the prevention of disaster – including early identification and education. | <b>South Africa:</b> Lecturer at Moi University uses skills obtained in short course to do community risk assessments       |
| <b>South Africa:</b> Employee of the City of Windhoek uses skills learnt at the short course to incorporate Google Earth into community work and to conduct community risk assessments                           | <b>Algeria:</b> Hydrological engineer incorporated the use of GIS in daily work activities after short course participation |
| <b>Algeria:</b> Lecturer at UTSHB learnt new GIS skills in short course and applied these in daily work activities   | <b>Algeria:</b> Principal Engineer (Water Resource Management) began using GIS in day-to-day work after short course        |
| <b>Ghana:</b> Senior disaster control officer in NADMO shifted from a DM perspective to a DRM/DRR approach as result of short course participation   | <b>Ethiopia:</b> Government acknowledge the contribution of BDU to building national capacity in DRM/DRR                    |
| <b>Ethiopia:</b> Master’s graduates are employed in government and NGOs (where they are highly regarded) and apply the knowledge gained to positively influence their organisations                              |   |

### Shifts in Perception

|   |
|---|
| <b>Algeria:</b> Hydrological engineer shifted towards viewing DRR as a multidisciplinary field after short course   |
| <b>Ghana:</b> Teaching assistant at UG reconceptualised risk to include everyday risk accumulation and took steps towards taking greater personal responsibility for reducing risk                                |
| <b>Algeria:</b> Lecturer at UTSHB shifting to considering DRR, rather than only DM in work activities after short course  |
| <b>Ghana:</b> Group presentations during short courses illustrate shifts in thinking for practitioners and students towards understanding the everyday accumulation of risk and the possibilities for prevention. |
| <b>Algeria:</b> Engineer at CRAAG incorporated disaster risk management (rather than only management) in analysis after short course  |
| <b>Kenya:</b> As a result of the short course, Nutrition Officer from International Rescue Committee works towards shifting perspectives towards DRR/DRM in workplace among colleagues                            |
| <b>Ghana:</b> Employee at Tema Development Corporation reconceptualised risk to include everyday risk accumulation and took steps towards taking greater personal responsibility                                  |

|  |
|--|
| <b>Madagascar:</b> Partner noted many public institutions that have DMGRC graduates in high level positions. Their influence has fundamentally changed perceptions around DM and DRM, and has linked DRM to development. |
| <b>South Africa:</b> Full-time student at RADAR shifted towards viewing DRR as a multidisciplinary field   |
| <b>Algeria:</b> Principal Engineer (Water Resource Management) shifted towards viewing DRR at a multidisciplinary field  |
| <b>Ghana:</b> Teaching assistant at UG reconceptualised risk to include everyday risk accumulation   |
| <b>Ghana:</b> Graduate assistant at UG reconceptualised risk to include everyday risk accumulation and actively takes responsibility in immediate personal environment for risk reduction.                               |
| <b>Uganda:</b> Admin officer at the School of Public Health shifted from a DM perspective to a DRM/DRR approach after short course participation   |
| <b>Uganda:</b> Employee at the Ministry of Health shifted from a DM perspective to a DRM/DRR approach through short course participation   |
| <b>Algeria:</b> Reservoir engineer at NGO noted shifts in focus from DM to DRR through short course  |
| <b>South Africa:</b> Full-time student at RADAR shifted from a DM orientation to a DRM/DRR orientation   |

### Networks and Partnerships

|  |
|--|
| <b>Uganda :</b> Lecturer at MUSPH formed informal networks with influential persons in the field during short course used for sharing information  |
| <b>South Africa:</b> Lecturer at Stenden University, SA formed informal networks with peers during short course used for sharing information   |
| <b>Ghana:</b> Senior disaster control officer in NADMO formed informal international networks through short course participation leading to shared information and peer-to-peer learning |
| <b>Madagascar:</b> Junior researcher at CERED formed informal networks with peers during short-course used for information sharing   |
| <b>Algeria:</b> Researcher at CRSTRA formed informal networks with peers during short-course; used for intermittent interaction  |

Figure 3. Periperi U impacts in the ‘sphere of control’: National capacities, networks, partnerships and shifts in perception

## EMBEDDED THINKING ACROSS SECTORS AND UPTAKE OF KNOWLEDGE



Figure 4. Periperi U impacts in the 'sphere of influence': Embedded thinking across sectors and uptake of knowledge

## CHANGE IN POLICY, REGULATION, STRATEGY OR PRACTICE

|                 | POLICY OR REGULATION  | STRATEGY OR IMPLEMENTATION PLAN  | PRACTICE  |
|-----------------|---|--|---|
| <b>NATIONAL</b> | <p><b>Kenya:</b> Partner representatives participated in the development of the draft National Disaster Risk Reduction Policy.</p> <p><b>Tanzania:</b> Partner did commissioned study on disaster risks &amp; capacity building for Zanzibar which was the basis for the development of Disaster Management Policy for Zanzibar.</p> <p><b>Tanzania:</b> Partner did commissioned study on disaster risks &amp; capacity building for Mainland Tanzania which was the basis for the drafting of a Disaster Management Policy for Tanzania and the Act.</p> <p><b>South Africa:</b> Partner contributed inputs on the Integrated Urban Development Framework through participation on panel of experts. Issues highlighted in a background paper prepared by the partner have been incorporated into the document.</p> | <p><b>Tanzania:</b> Partner developed Monitoring and Evaluation Framework for Disaster Management for Mainland Tanzania</p> <p><b>Tanzania:</b> Partner developed National Operational Guidelines for Zanzibar</p> <p><b>Tanzania:</b> Partner developed an Emergency Communication Strategy for Mainland Tanzania</p> <p><b>Senegal:</b> Ministry of Interior of Senegal noted the GBU Master Degree in Prevention and Management of DRR as one of the determining components of the Government program on DRR.</p> <p><b>Ethiopia*:</b> Approved new national policies completely different from the former national policy which “can change policies and strategies in the areas of DRM with great concentration of professionalism this is because of high knowledge gained from this programme. National policies now focus on proactive rather than reactive measures.”</p> | <p><b>Ethiopia:</b> Partner worked with government to create clearly articulated career pathways for graduates.</p> <p><b>South Africa:</b> As a result of partner ongoing research of weather-related disasters in the Western Cape the SA Weather Service has changed the way it reports on severe weather events.</p> <p><b>Ghana:</b> NADMO staff in Tema do early flood warning awareness and take preventative action (cleaning drains) after short course</p> <p><b>Uganda:</b> MUSPH worked with Prime Minister’s office and reactivated district disaster management committee.</p> <p><b>Ghana:</b> Emerging from the influence of the short courses, beach rescue volunteers have been instituted along the beaches in Tema to prevent drowning</p> <p><b>Ghana:</b> As a result of short course, NADMO staff visit communities to sensitise, create awareness and educate on a weekly basis – involving community leaders.</p>  |
| <b>LOCAL</b>    |   | <p><b>South Africa:</b> The short course helped a Division at City of Windhoek to review their Disaster Management Plan.</p> <p><b>Kenya:</b> As a result of the short course, a Nutrition Officer from the International Rescue Committee constantly reviews their the emergency response plan</p> <p><b>Ghana:</b> Accra Metro Assembly made use of the findings from the Korle Lagoon research project to inform their strategic plan</p>   | <p><b>Madagascar:</b> Livelihood and Resilience Specialist at Land ‘O Lakes noted that at the regional municipal level, the authorities are committed to contribute to the development of plans of preparation and mitigation of disaster risks. Partner is involved with mainstreaming of action plans.</p> <p><b>Ghana*:</b> Disaster Management Committee reactivated to deliberate on programmes and strategies as a result of short course</p> <p><b>Ghana:</b> Environmental Protection Agency (EPA) used short course knowledge to ensure that Environmental Impact Assessment [EIA] for permit schedules are set according to the correct standards</p> <p><b>Madagascar:</b> When cyclone hit Tulane State (2012), former PeriPeri U trainee took leadership role. Chief of region praised their contribution to saving the community.</p> <p><b>Ghana:</b> Sabon Zongo has a more structured community approach to disaster preparedness and planning as a result of the partner’s involvement with women in that community.</p> <p><b>Algeria:</b> Director of Research (CGS) noted that engineers who participated in short courses are in charge of projects and the course influences the way projects are managed.</p> |

Figure 5. Periperi U impacts in the ‘sphere of influence’: Policy, regulation, strategy and practice

## 5. SUSTAINING SUCCESS

### 5.1 THE IMPORTANCE OF SUSTAINABILITY

For ongoing development it is imperative that a valuable intervention either is sustained if there is still some value that it can add, or its ideas and/or results should be taken up in systems in a manner that justifies the intervention and its resources – in terms of time, human capacities, funding, infrastructure, etc. The worth of a so-called ‘successful’ intervention is debatable if its benefits disappear after a short while. It was therefore important to determine whether Periperi U

- was robust and resilient enough in its design and implementation within an evolving African and global context to be sustained as intervention in a fourth phase; and
- displayed signs of influence and achievement (*i.e.*, in terms of its model, ideas and results) that would sustain - even if the intervention itself was terminated.

In other words, the evaluation had to determine<sup>118</sup> whether Periperi U has done enough in terms of enabling and activating sustainability pathways during its design and execution.

| Ecosystem boundaries                | Sustainability pathway foci  |
|-------------------------------------|--|
| The consortium                      | <ol style="list-style-type: none"> <li>1. Consortium health</li> <li>2. Consortium resilience</li> <li>3. The value proposition for consortium members</li> </ol>  |
| The partners                        | <ol style="list-style-type: none"> <li>4. Ownership and institutionalisation</li> <li>5. The value proposition for the host institution</li> <li>6. Business models</li> </ol>   |
| The national context                | <ol style="list-style-type: none"> <li>7. Positioning and recognition</li> <li>8. The value proposition: African intellectual leadership</li> <li>9. The value proposition: National DRR capacities</li> <li>10. Significant changes in national contexts</li> </ol> |
| The continental and global contexts | <ol style="list-style-type: none"> <li>11. Positioning and recognition</li> <li>12. The value proposition: African leadership and scholarship</li> <li>13. Significant changes in the international context</li> </ol>   |

<sup>118</sup> Within the confines of the evaluation; a comprehensive sustainability study would require much more resources.

## 5.2 THE SUSTAINABILITY OF IDEAS, MODELS AND IMPACTS

Table 16. Pathways to sustainability in Periperi U

| Pathway Focus   | Key Issues determining the Potential for Sustainability   |
|---|---|
| <b>Sustainability of the consortium</b>   |   |
|  <b>Consortium health</b>                          | <p>The consortium has sufficiently shared vision, values, coherence and alignment. It is led and managed by a highly efficient and knowledgeable secretariat, and by enthusiastic, committed and capable partners. Relationships are sound. It is financially and technically accountable. Consortium members have shown an eagerness to share and learn from one another, and the adaptive capacity and flexibility to respond to internal dynamics and external impulses. On the counter side: Collaborations between consortium partners can be more dynamic. Technical accountability, <i>i.e.</i> for (i) the collection and use of monitoring and evaluation data and information, and (ii) for ensuring that partners deliver on expectations needs to be tighter. Some partners' performance has to improve. However, none of these are serious enough to pose a significant threat to the health of the partnership.</p>   |
|  <b>Consortium resilience</b>                      | <p>Dependence on one Northern donor is the most significant vulnerability in the consortium – yet the consortium is the glue that encourages and facilitates innovation and delivery in the partner nodes. This situation therefore poses a serious threat to the sustainability of Periperi U as an intervention about to enter the fourth phase of its evolution. The second most significant threat to the sustainability of the consortium is its management, even though it is currently one of its main success factors. Success has bred intense pressure, and the accelerating burden on the secretariat as a result of Periperi U's enhanced profile and engagements can lead to major challenges in terms of its management and/or the health of secretariat staff. It will also be necessary to consider the impact of language; keeping Lusophone, Anglophone and Francophone countries together in a collaborative initiative is always a challenge, and to some extent constrains exchanges and learning within the consortium.</p> |
|  <b>Value proposition for consortium members</b> | <p>The Periperi U consortium presents partners with an excellent value proposition, given that the whole is more than the sum of the parts. Partners' profile, authority and performance are enhanced both nationally and internationally; collegiality strengthens their knowledge, confidence and ability to mobilise expertise; and the interactions and opportunities on offer expose them to new ways of thinking and doing. Complaints that consortium activities are time-consuming, with additional pressure on already-busy partners, are not serious enough to neutralise the benefits derived from being members.</p>  |
| <b>Sustainability in the partner nodes</b>  |   |
|  <b>Institutional ownership</b>                  | <p>Most partners have successfully embedded the key elements of Periperi U in their host organisations. Staff members from a variety of disciplines have been drawn in; over time this helps spread DRR integration into other fields of work. In most cases partners use their</p>   |

|   |  |
|---|--|
|   | <p>universities’ administrative systems. Yet this is not necessarily a sign of organisational ownership of Periperi U initiatives. While some universities own and support Periperi U (or its interventions, not necessarily under the banner of “Periperi U”) at a high level of authority, others are still not comfortable with this form of boundary-spanning, engaged scholarship in an arena normally associated with humanitarian or development interventions. If senior commitment is lacking, partners struggle to get the needed support, draining the energy to drive a new initiative towards its full potential. This is a threat to sustainability in some countries, although everywhere obstacles are slowly being overcome.</p>  |
| <p> <b>Value proposition for the host organisation: capacities, models and profile</b></p> | <p>The onus is on the partner involved in implementing Periperi U to show its value proposition for the home university, and this depends on what is valued by the organisation. Scholarly capacities in an area of national importance are being developed, as indicated by the significant and still growing numbers of staff engaged with academic programmes, research and short courses – many without prior experience in this field. Several partners have also drawn in external experts from national agencies that would normally not be so closely engaged with the university, thus raising its profile in the country (which leads to opportunities for commissioned work income) and bringing practical expertise into the curricula. In all cases, the short courses and to some extent also the academic offerings do the same. Progressive universities also benefit from the experimentation with a model of integrated, boundary spanning and engaged scholarship that combines a number of inter-related interventions towards a common objective. Their influence is likely to continue even with termination of Periperi U funding. Building staff capacities in Africa is also relatively cost-effective compared to past strategies that had to take staff to Europe or North America, often for exposure with less relevance to local contexts.</p> <p>On the counter side, administrative and financial systems in the universities have to cope with greater demands, sometimes outside the conventional ways of working. Staff members involved with driving Periperi U are increasingly overburdened with responsibilities, especially where success breeds success and where passionate champions strive to meet demanding expectations. Strains in relationships within one or two of the universities as a result of the external income stream and different ways of working have become apparent, leading to some dysfunction and implementation delays. Yet almost all of these are overshadowed by the benefits that Periperi U are perceived to bring to the host organisations. The value proposition for the host organisation is therefore strong enough to support the sustainability of the intervention and/or of its benefits, even if the external funding stream would dry up.</p> |
| <p> <b>Business models</b></p>   | <p>Most of the partner nodes have yet to find business models that will ensure financial sustainability of Periperi U type interventions in the long term without dependence on aid funding from the North. This is becoming increasingly important as the human capital engaged with Periperi U at both an academic and administrative levels is set to grow. The lack of third stream income or financial support for postgraduates and many short potential course participants expose vulnerabilities in the business model, even where costs might be picked up where Periperi U activities have been institutionalised. External contexts have a strong influence on what is possible: Madagascar has made use of second and third stream income from both the Master’s and short courses; in state dominated countries such as Algeria or Ethiopia the situation is different, yet Periperi U initiated activities might be sustained through state sponsorship. Yet loss of an external sponsor will lead to termination of some activities in most nodes.</p>   |
| <p><b>Sustainability and the national context</b></p>   |  |
| <p> <b>Positioning and recognition</b></p>   | <p>Periperi U sponsored activities, in particular Master’s and short courses and to a lesser extent research activities, have built partners’ profile within their universities as well as among strategic organisations. Influential alumni serve as ambassadors for specific activities.</p>   |

|  |   |
|--|---|
|  | <p>All these factors have significantly enhanced the (sub)national profile and positioning of nearly all partners (as individuals, but with this also their universities) among selected communities and/or state agencies, BINGOs and local NGOs. The partners' expertise is increasingly being recognised through invitations to serve on national advisory structures or commissioned work, and it is unlikely that the demand for this type of expertise will in the foreseeable future decrease or be superseded by others – although there is competition among universities in some countries for profile in this field. Although insufficient emphasis on quality work, lack of political agility or effective communication with influential stakeholders might diminish their standing, most of the partners are well positioned for influence.</p>   |
| <p> <b>The value proposition: African intellectual leadership</b></p> | <p>In most of the partner countries, the Periperi U partners are either the only or the leading source of local or even African expertise in DRR, in many cases replacing or supplementing foreigners' influence in capacity building or (policy and strategy) advisory interventions at national level. Although the role of African universities in DRR is still not well cemented in all partner countries, this is set to increase as capacities are built and intellectual contributions and leadership in this arena garner respect in national platforms – in part supported by the fact of Periperi U funding. There are a few warning signals in some countries, such as lack of profile or performance in meetings where Periperi U representation is not optimal, insufficient deftness in the political arena and ignorance about the knowledge contributions of Periperi U, but these are not (yet) frequent enough to have a significant influence on Periperi U efforts. Even if Periperi U as partnership does not survive, its impact in each country, and the initial key role of the South African node, will remain foundational to further DRR capacity strengthening efforts.</p> |
| <p> <b>The value proposition: national DRR capacities</b></p>         | <p>Relevant training and education through the different Periperi U supported modalities are in demand and the need for such capacities increasing in most countries as national DRR strategies are implemented and/or devolved to subnational levels. Although oversupply appears to present a temporary challenge in some countries, demand appears to be on an upward trajectory in most countries as a result of global trends as well as local awareness and strategic needs, and therefore does not pose a serious enough risk to affect the sustainability of Periperi U contributions and impacts.</p>  |
| <p> <b>Dramatic changes in context</b></p>                           | <p>Periperi U supported initiatives, or the capacities built through these efforts, will be negatively affected – even if only temporarily - if national priorities change significantly, for example through instability resulting in uprisings or war, impoverishment of the population, serious resistance to DRR approaches among communities, severe constraints in government funding for the higher education sector, or international agendas that might seek to counter African/local influences in specific countries. Yet at the moment these risks do not appear to be an immediate threat to the sustainability of the Periperi U intervention and/or its impacts.</p>   |
| <p><b>Sustainability and the international context</b></p>   |   |
| <p> <b>Positioning and recognition</b></p>                          | <p>The Periperi U consortium has succeeded in very significantly raising its profile on the global stage, as indicated by the many and increasing number of high level invitations to contribute in important strategic global or international events. This is also so within Africa, although to a somewhat lesser extent - in part because the opportunities are fewer, and the focus has been somewhat less on influential pan-African or sub-regional organisations and initiatives. While the recognition at continental and global levels enhances the chance that the Periperi U model and contributions will be respected and, as a result, supported, there is also increasing competition for leadership in this area from other donor funded programmes. This in itself is not a negative factor. However, unless Periperi U partner activities are</p>   |

|   |   |
|---|---|
|   | <p>perceived to deliver relevant, high quality products, and partners can position themselves as legitimate and expert contributors to resolving national and continental challenges, they will be overtaken by others. This could affect sustainability, as resourcing across all three streams of funding in the higher education sector is closely linked to profile and reputation.</p>   |
| <p> <b>The value proposition: African leadership and scholarship</b></p> | <p>The Periperi U consortium – i.e., Periperi U operating as a collective - is increasingly seen as a strong voice for African engagement in strategic international and global DRR matters, and in efforts to advance the role of scholarship in DRR. Periperi U also has the potential to serve as a model for scholarship on the continent and even internationally. Given global and African priorities for the next decade, its relevance is set to continue, and will help with the mobilisation of resources for continuing African engagement where it matters.</p> |
| <p> <b>Dramatic changes in context</b></p>                               | <p>Many development aid agencies suffer from funding cuts and as a result, are under increasing pressure to show immediate or dramatic results. This is near-impossible in capacity development interventions, and might affect funding opportunities for Periperi U type interventions in the near future. At the moment this risk is a possible threat to the sustainability of Periperi U as intervention.</p>   |

### 5.3 FINANCIAL AND ACADEMIC SUSTAINABILITY

Financial and academic sustainability have been discussed in sections 3.2 and 3.4 respectively.

### 5.4 THE CONTINUING RELEVANCE OF THE WORK OF PERIPERI U

#### Box 1: The continuing relevance of Periperi U

##### The continuing relevance of Periperi U -

##### Extracts from *the Sendai Framework for Disaster Risk Reduction, March 2015*

“There has to be a broader and a more people-centred preventive approach to disaster risk. Disaster risk reduction practices need to be multi-hazard and multi-sectoral based, inclusive and accessible.”

“There is a need for the public and private sectors and civil society organisations, as well as academia and scientific and research institutions, to work more closely together and to create opportunities for collaboration.”

“... investing in the economic, social, health, cultural and educational resilience of persons, communities and countries and in the environment, also through technology and research...”

“Build the knowledge of government officials at all levels, civil society, communities and volunteers, as well as the private sector, through sharing experiences, lessons learned, good practices and training and education on disaster risk reduction, including the use of existing training and education mechanisms and peer learning.”

“Promote common efforts in partnership with the scientific and technological community, academia and the private sector to establish, disseminate and share good practices internationally.”

“Enhance the scientific and technical work on disaster risk reduction and its mobilization through the coordination of existing networks and scientific research institutions at all levels and all regions .... in order to ..... strengthen the evidence-base in support of the implementation of this framework; promote scientific research of disaster risk patterns, causes and effects; disseminate risk information with the best use of geospatial information technology; provide guidance on methodologies and standards for risk assessments, disaster risk modelling and the use of data; identify research and technology gaps and set recommendations for research priority areas in disaster risk reduction; promote and support the availability and application of science and technology to decision-making.”

“Academia, scientific and research entities and networks to: focus on the disaster risk factors and scenarios, including emerging disaster risks, in the medium and long term; increase research for regional, national and local application; support action by local communities and authorities; and support the interface between policy and science for decision-making.”

“International cooperation for disaster risk reduction .... is a critical element in supporting the efforts of developing countries to reduce disaster risk.”

Hazards and disasters in Africa will increase in frequency and intensity, and the need for a variety of capacities in line with Periperi U contributions and catalytic potential is bound to escalate. The *Common African Position on the post-2015 Development Agenda* calls for strengthening Africa’s resilience

to natural disasters, *i.a.* by “building capacities for adequately anticipating and responding to disasters and reducing their impact on people living in vulnerable situations”. Africa’s interests and priorities for the next decade<sup>119</sup> and the need for ongoing special attention to the continent and other vulnerable countries<sup>120</sup> have been confirmed in the global *Sendai Framework for Disaster Risk Reduction* (SFDRR) adopted in March 2015 by representatives from 187 countries.

Periperi U as a whole, and the individual partners with their institutions, is therefore in an excellent position to support African countries’ efforts to help fulfil their obligations under the CAP and SFDRR. With a strategic alignment of priorities and action and certain refinements in design and execution, Periperi U can play a significant role in DRR/M and DRS in each context.

## 5.5 BALANCING SUPPLY AND DEMAND

Universities have to produce human capital that is in demand in the job market, and that will remain in demand for some years to come. A long-term view of the development of human capital in the disaster risk domain is necessary. DRR/M is now in vogue, but Periperi U was initiated just as the disaster risk reduction theme began to have a higher profile and global initiatives such as the Hyogo Framework for Action (HFA) started to influence its signatories. Despite long-standing calls for a focus on hazards, disaster prevention and risk reduction, the attention and resources of governments and humanitarian and development agencies to a large extent remain focused on disaster response instead. Systemic inertia, political dynamics, sensationalism and insufficient resources are some of the reasons. During Phase III - already at the end of the HFA - most Periperi U partners still had to put significant energies into creating awareness about the need for disaster preparedness and risk reduction rather than (only) response.

This means that Periperi U has been timely, yet has had to cultivate demand while supplying relevant products in the form of knowledge, services and human capacities. This remains challenging and should not place unfair demands on partners. In some countries there are perceptions that Periperi U has been preparing people for positions that do not yet exist, and there is some risk of backlash from students struggling to find work.<sup>121</sup> Anecdotes also highlight challenges beyond partners’ control - for example, high level officials who attend courses for professional advantage, yet are not the right target audience; or the other way around, where too junior officials are sent. In South Africa, weakening of the postgraduate pipeline appears to have significantly undermined the effort to deliver skilled DRS capacity. Insufficient funding for short course participants and Master’s students has also inhibited the supply side.

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<sup>119</sup> As expressed in the *Common African Position (CAP) on the post-2015 Development Agenda*, endorsed at the Ministerial Meeting on 16 May 2014 in Abuja during a Regional Platform meeting attended by over 900 delegates from 48 countries; and the *Declaration on Africa’s Contribution to the Post-2015 Framework for Disaster Risk Reduction*, endorsed by the Heads of State and Government of the African Union in Addis Ababa, Ethiopia and launched in February 2014 in N’Djamena, Chad.

<sup>120</sup> Least developed countries, small island developing states and landlocked developing countries

<sup>121</sup> This emerged in individual and focus group interviews in site visits to BDU, USTHB and UG.

Graduates do not necessarily stay in areas directly related to disaster risk. In South Africa, for example, SU graduates have transitioned to fields as diverse as basic and adult education, urban planning, public health and conservation biology. This is not at all a negative development. It means that their DRR expertise is likely to be reflected in the work they are doing even where it is beyond their direct charge – one of the aims of Periperi U.

## 5.6 ROOTED IN AFRICA

*People want to hear from their own, not from foreigners. External consultants don't understand the context ... and people think they have an agenda.*

International manager of DRR programmes

According to one of its designers, the work of *i.a.* experts in transdisciplinary research informed the conceptualisation of Periperi U as a project that would advance contextually relevant scholarship to address the continent's diverse risk profile. It is one of many capacity building and development initiatives on the continent, many of which do not achieve success or do not sustain because their paradigms and approaches are alien to African contexts, beliefs and/or ways of working. In order to understand the influences on Periperi U, its success factors and potential for sustainability, the evaluation team did an initial analysis based only on perspectives gained from interaction with all partners.

This does not mean that these are perceived as **uniquely** African characteristics; they could well be found in some or other form in other cultures. They are also not intended to be comprehensive, or even what others might identify. But these aspects resonated with those consulted in each partner site in terms of their perceptions of at least some of the characteristics that an intervention rooted in Africa is likely to display. Although there appears to be agreement that the initiative is sufficiently "Africa rooted" to support success, instead of articulating an evaluation finding, the evaluation team provides these observations in order to inform discussions within the consortium and in partner nodes about Periperi U's change logic ("theory of change"), success factors and the long-term sustainability of its actions and impacts.

The following is a synthesis of those aspects of "Africa-rootedness" raised in conversations in each of the partner nodes<sup>122</sup>:

- In line with its shared values, Periperi U is based on a non-hierarchical approach, giving the partners the opportunity to adapt the model to their country-specific risk profiles and institutional set-up.

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<sup>122</sup> Note that this does not mean that these are **uniquely** African characteristics; they could well be found in some or other form in other cultures. They are also not necessary the only ones, or even what experts might identify. But these aspects resonated with those consulted in each partner site terms of their perceptions of at least some of the characteristics that an intervention rooted in Africa is likely to display.

- In both design and execution Periperi U has been led by Africans<sup>123</sup> who are passionate about addressing African priorities and challenges in order to build relevant knowledge and expertise for the needs of the country and continent.
- Periperi U aims to close the gap between African universities, governments and DRR applied in practice in each country and across the continent, in line with the notion of ‘engaged scholarship’ for African development. It thus promotes the direct involvement of African universities in a win-win partnership for the progressive building of a base of knowledge and expertise capable of facing disasters at local and national levels.
- Periperi U promotes bottom-up strategies to finding local solutions to the complex problems of disaster risk linked to climate variation, rapid population growth, degradation of the environment and natural resources, economic under-development, rapid urbanisation and globalisation of risks.
- An emphasis on African agency (individual and institutional) underpins the whole Periperi U intervention, both cultivating it and recognising it in a manner that asserts that African scholars are equal to those in any geographic region - and often with a better understanding of African disaster (risk) related matters.
- Using a participative process that is endogenous and inclusive helps to identify new ways of working and conceiving solutions, so that the partner’s thinking and behaviour are fine-tuned to be on the same wavelength as the local stakeholders.
- Language-sensitivity and context-responsiveness are seen as essential in any DRR work, and includes localising<sup>124</sup> processes and content, speaking local languages, and treating local knowledge and traditions with respect – including working with, listening carefully to, and consulting in depth with local people. In most Periperi U countries, although formal academic work is done in English, engagement with local communities is usually in local languages, respecting local traditions and knowledge.
- ‘Culture’ and ‘context’ are seen as the entry point for understanding and working with disaster risk related matters. It helps to understand the underlying causes of disasters, and ensures that research and other interventions are designed and executed with understanding of community traditions and customs.

The bottom-up and flexible, boundary-spanning, scholarship approach of Periperi U resonates with the aspects noted above. In many African contexts government coordination is weak, the log-jammed proliferation and fragmentation of bureaucratic structures prevent efficient and effective interventions, laws and regulations cannot reach private lives and resources are scarce. In such circumstances many Africans get by with their own innovations, experimenting with localised food production, bartering, recycling, micro businesses, and more, guided by old wisdoms, traditions and customs. On the other hand international organisations and even African governments working in

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<sup>123</sup> Critical readers might point out that the coordinator was not born in Africa; however, she has spent a major part of her life working in highly challenging African contexts and has proven total commitment to the people on the continent.

<sup>124</sup> That is, locating them in their specific local and if relevant, national contexts.

emergency response, DRR and climate change adaptation interventions have more top-down approaches, often single tested methods that leave little space for on-the-ground realities and innovation. They also tend to bypass African universities, cooperate with government agencies and 'international experts', or 'local experts' from other sectors.

These two approaches stand in stark contrast. Periperi U has a non-hierarchical structure of engagement that gives opportunity for each partner to adjust its strategies to the risk profile. Anecdotal evidence indicates that partners' staff and students entering rural or urban communities are aware that they are intervening in an environment characterised by lack of resources and infrastructure, and thus highly vulnerable. They aim to empower authorities and community members to take action, reinforcing their autonomy while giving them training or knowledge that can assist them in future. Since local people live the context while researchers are outside individuals trying to explain phenomena that are new to them, the research teams often engage persons with such local knowledge, usually from within the community. In turn, such community 'agents' can help ensure the integration of academic thinking into local practices and knowledge.

There are some significant examples in the consortium of good practices as part of its 'engaged scholarship' approach, but they need to be an ongoing and visible priority, which is not easy when many core and especially adjunct staff may not have sufficient experience in the field. Anecdotal evidence during site visits confirmed that such lack of exposure might be a challenge for at least some of the partners' efforts. The new Master's degree in the *Prevention and Management of Risks related to Food Security in Africa* by UGB will include a module on 'Cultural Immersion'. It is said to enable students to carry out practical training on the ground through interaction with a diversity of stakeholders, and measure the importance of cultural determinants in specific communities' exposure to different risks. In Tanà Master's students spend lengthy periods in the field. In Makerere the national risk profile and DRR curricula are said to be shaped by public health lenses; starting off from the outcomes of a disaster, the research team follows a bottom-up approach in localising the disasters, its outcomes and solutions.

The merit and utility of these and similar initiatives will be worth exploring in the consortium. Short courses, academic content, research approaches and community interactions need to reflect a deep understanding of the role of culture in context, and show the integration of indigenous knowledge with contemporary DRR/M knowledge. These are challenges that the consortium can address. It is also well placed to launch strategic programmes that develop cross-country knowledge on specific themes within this area of work.

## 6. FACTORS THAT INFLUENCED PROGRESS AND PERFORMANCE

### 6.1 THE ENABLING ENVIRONMENT

*“[There is a need to create] ....a network of capacity development institutions for training, research and information management and exchange at country, sub-regional and regional levels in collaboration with international and regional partners. .... [making] disaster risk reduction and climate change adaptation a national education priority, through their integration into the educational system.”*

AU Second Ministerial Conference on DRR, Nairobi, 2010

#### The global context

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The disaster risk domain is important from individual, social, economic and environmental perspectives. The impact of natural events and global forces such as climate change, rapid urbanisation, migration, armed conflict and displacement are becoming more visible and widespread. These trends lead to serious yet slow-burning such as hunger, disease, physical insecurity and impoverishment. Societies are increasingly vulnerable; their risk of exposure to disaster heightened. The toll on human, social, economic and environmental wellbeing is already massive, and appears to be steadily increasing.<sup>125</sup>

Just before the establishment of Periperi U, the Hyogo Framework for Action (HFA)<sup>126</sup> was endorsed by the UN General Assembly, setting the scene for collective international action on the prevention and reduction of disasters. This was followed in 2015 by the *Sendai Framework for Disaster Risk Reduction 2015-2030*. These global events and their related review and planning meetings throughout the decade provided excellent platforms for Periperi U to present a concerted African voice and ensure a strong presence by African scholars.

#### The African context

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Low income countries suffer disproportionately higher mortality and economic losses from disasters, and as a result have to cope with major losses and increasing levels of hidden costs and challenges to meet financial and other obligations - something they can ill afford. This is very apparent in Africa where at least 400 million people still live below the poverty line, often the victim of many and

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<sup>125</sup>More than 1.5 billion people have been touched by disaster in some way, resulting in worldwide economic losses of more than US\$1.3 trillion. From 2008 to 2012 disasters displaced nearly 144 million persons - *Sendai Framework for Disaster Risk Reduction 2015-2030*. According to recent estimates, annual global losses as a result of disasters are now exceeding \$300 billion – UN Secretary General, opening the Third WCDRR, Sendai, April 2015

<sup>126</sup> The HFA encouraged countries to make DRR a national and local priority and to use knowledge sharing and education to build a culture of safety and resilience.

diverse natural hazards and human-induced disasters. This enhances Africa's fragility, diminishes its resilience and inhibits progress towards development that can be sustained.<sup>127,128</sup>

Over the past decade, African priorities and strategies have been closely aligned with the HFA, and the importance of DRR for African development confirmed at a series of high level inter-governmental meetings that aimed to consolidate and represent the voice of Africa on DRR and enable concerted continent-wide action. These actions have been critical in the shifts at national level from DM to DRR/M.<sup>129</sup> Yet reports presented at the Fourth Africa Regional Platform on DRR<sup>130</sup> in 2013 showed that although strategic efforts in DRR were gaining momentum in Africa, scaled up, accelerated and coordinated responses were urgently required if substantial reduction in the impact of disasters was to be achieved within the foreseeable future. In essence, the shift away from disaster response and management has not had sufficient practical application and impact, in part because many of those in influential positions had not been sufficiently exposed to enable changes in both mind-set and expertise (skills and knowledge). Effective implementation has not followed policy and strategy. This has been confirmed in all the Periperi U country nodes.

Over the last few years, the realisation that the higher education sector should be more prominent in building the necessary capacities in the disaster risk domain – at least in part the result of strong advocacy for such engagement by Periperi U representatives. African Union and other regional meetings provided opportunities for Periperi U partners not only to contribute to synthesis reporting and planning, but to advocate for the engagement of the higher education sector in capacity strengthening in the disaster risk domain across the continent.

## National contexts

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The fact that Periperi U encourages context-sensitivity, and encouraged each node to base their areas of work on hazards and disasters that are prevalent in their geographic area (with due cognisance of global and continental trends), means that Periperi U's thematic priorities are aligned with at least some of the major risk concerns in their country and in Africa. This enables relevant work as well as growth in the different types of expertise needed on the continent, and justifies the main trade-off, i.e., more limited opportunities for collaboration across the consortium.

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<sup>127</sup> Genee Mulugeta (2010), *Building a University Network for Disaster Risk Reduction in sub-Saharan Africa*, in *Geophysical Hazards*, T Beer (Ed), Springer Science & Business Media BV, pp 71-81.

<sup>128</sup> On average, around 125 events of significant proportions have occurred in Africa every year since 2000. In 2011 and 2012 alone there were 147 recorded natural disasters, including 19 droughts and 67 floods, affecting millions across Africa and causing US\$1.3 billion in economic losses (*Disaster Risk Reduction in Africa. Status Report on Implementation of Africa Regional Strategy and Hyogo Framework for Action*, UNISDR, May 2013).

<sup>129</sup> In 2004, the African Union established the overarching Africa Regional Strategy for Disaster Risk Reduction that aimed to integrate disaster risk reduction into development. A Program of Action (2006-2010) to facilitate its implementation was adopted in 2006, and a Working Group on DRR set up by the AU to coordinate implementation. Alignment with the HFA was further strengthened through its successor, the Extended Program of Action (2006-2015) adopted in 2010, which aimed to reduce the impact of disasters in Africa on the achievement of the MDGs and other development aims.

<sup>130</sup> Held in preparation for the Fourth Global Platform on DRR

The global strategies and priorities set by the HFA<sup>131</sup> and endorsed by the African Union and related bodies have over the last decade accelerated the development of national policies, strategies and action plans across Africa. This has provided a stimulus for the work of each of the Periperi U partners. As a result, most nodes have had a good enabling national *policy* environment for their work in the disaster risk domain, and the actions of Periperi U are aligned with national interests:

- The policy environment in Algeria is particularly mature, with many cascading strategies, programmes and structures cutting across sectors and structures, up to local levels, with a singular government agency responsible for a vast amount of the needed implementation and a significant number of universities engaging in academic activities in the area.
- In Madagascar, Ghana, Mozambique and South Africa the policy environment has been enabling for some time. A stronger focus on prevention instead of emergency response has spurred recent policy developments in Ethiopia and Tanzania.
- Uganda and Kenya's DRR/M policies are still in draft, with Kenya significantly lagging behind the other countries, while Uganda for some time has had a focus on conflict and displaced persons.
- Senegal has a particularly complex policy environment, with a multitude of agencies responsible, in contrast with countries such as Ghana, Madagascar, Uganda and Tanzania where responsibilities lie in the Prime Minister's Office or other high level body.
- Madagascar, Senegal, Uganda and Algeria also have national platforms for stakeholder engagement, although some are said not yet to be operational.

However, in spite of these positive developments, the disaster response or disaster management (DM) paradigm is still strong in countries such as Tanzania, Kenya and Uganda. The shift to DRR/M continues to be hampered by poor implementation on the ground as a result of an overly complex implementation system and/or insufficient human, management or practical knowledge capacities to implement policies and programmes on the ground. The national contexts in every country therefore provide opportunities for Periperi U, yet also pose significant challenges.

### **Periperi U within the external enabling environment**

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The success of Periperi U during Phase III was greatly facilitated by the strategic global and continent-wide shift over the past decade from DM to DRR/M, and by the slowly emerging realisation that the higher education sector could play a crucial role through disaster risk science scholarship. The strategies and approaches advocated by the Hyogo Framework for Action cascaded to national level, helping to shift government and (I)NGO priorities towards DRR/M.

Within these trends the efforts towards context-sensitive and boundary-spanning scholarship are particularly timely and well-conceived. Periperi U is a timely intervention responsive to an increasingly enabling context, globally, in Africa and in all of the partner countries.

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<sup>131</sup> And earlier through the UN declared International Decade for Natural Disaster Reduction

Periperi U was designed to be well aligned with global, continental and national priorities at a time when DRR/M gained momentum across Africa. Partners have been using this shift well to position their work. In some countries such as Madagascar, Tanzania and Senegal, Periperi U offerings are the only ones to which professionals can turn to sharpen their expertise. In others there is growing competition - in some cases the result of assistance by Periperi U to other universities to establish new academic initiatives, for example in the case of USTHB and BDU. In cases such as USTHB, Moi and Makerere it has specific niche areas within the DRR/M domain that provide partners with a comparative advantage - as long as there is (growing) demand for their offerings.

In nearly all cases the reputation of the Periperi U coordinator (*i.e.*, the main partner representative) and/or the long-standing history and reputation of the host unit was the reason for prominence. This demonstrates the usefulness of having credible and visible leaders for this type of initiative. In a few cases the fact that Periperi U is an international consortium provided for perceptions of recognition and authority, thus enhancing the profile and visibility of those involved.

On the negative side, there have been significant challenges in the external environment that have obstructed performance and impact – or have the potential to do so - in several of the partner nodes:

- In countries such as South Africa and Senegal the national policy environment is so complex, with so many uncoordinated actions that key aspects of implementation at national and sub-national levels have become paralysed. Such an environment is hardly enabling, and in such cases Periperi U partners have rightly focused on expending their energies where these can best be used at more local level.
- In most countries the individual and institutional capacities to translate the policies and strategies into the desired changes on the ground have yet to develop. This has given Periperi U a distinct advantage. It increased demand for training and qualifications, both at national and sub-national levels. It also provided, at least in principle, opportunities for Periperi U to show expertise through new use-focused knowledge and demonstration projects resulting from service learning, commissioned work, Master's theses and the like. On the other hand it has significantly stymied efforts to help advance dynamic problem-solving agendas for DRR/M. In some countries, such as Senegal and Algeria, this has also been further exacerbated by the late inclusion of the higher education sector in national planning efforts (in some cases it was the Periperi U coordinators who are said to have successfully advocated for such participation).
- Tanzania is one of the countries who appear to have a persistent focus on DM rather than DRR. Despite its good relations with the national government, Ardhi is said to have been unable to enable an observable shift in this focus. This is only one indication of the limited impact that any university effort can have<sup>132</sup> if many other factors in the external environment do not align to make it possible. There is seldom guaranteed linear cause-and-effect in this type of intervention.
- With growing competition for students and short course participants, Periperi U has to have significant strengths, yet has limited resources for this purpose, including for the

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<sup>132</sup> It may of course also indicate ineffective strategies to do so.

types of communication that are needed to drive new initiatives in emerging domains. Some partners are also at a disadvantage in being located too far away from the centre to connect comfortably with key decision- and policymakers (BDU, UGB and SU are examples).

### **The internal enabling environment: The home universities**

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It is obvious that the extent to which Periperi U initiatives are integrated into university structures, policies and priorities has a significant influence on performance. Leadership support; smooth administrative procedures and financial flows; management styles within the core group; and staff capacities, interests and incentives to support this field of work are some of the most important.

In several universities the most senior executives have been hands-on and explicit in their support (among the BDU President and USTHB Vice-Principal. At UGB the Rector is the project's scientific director. BDU has been particularly effective in acquainting executive and senior staff members with Periperi U, among others during visits to SU where the secretariat is located.

Administrative processes and institutional support are facilitated where partners have direct reporting lines to senior management level (e.g. the Head of Moi School for Public Health and Senior Registrar, and the UGB Dean) and where already well-established centres were engaged as hosts (e.g. Ardhi, Tanà). When authority and responsibility for action lies too high up in the hierarchy, challenges tend to arise due to very busy schedules or overly centralised financial processes that add bureaucracy and time to executing payments or getting authority to do so. In one or two cases tensions between individuals within a reporting line have had a dampening effect on performance. UGB had particular challenges in finding the most appropriate home and introducing a multidisciplinary domain into the university's model of curriculum design and delivery. The reporting relationship, matrix structure without dedicated, full-time core academic or administrative personnel, and steering committee with members with varying commitment to the initiative brought about major challenges that have only recently been addressed. Their achievements during Phase III under these circumstances have been quite remarkable.

Management styles and structures differ across partners. The size, structure and operations of management teams consisting of academics and administrative staff differ between nodes depending on available capacities, resources and management styles. Several operate as teams with designated responsibilities for each stream of work (e.g. BDU, Tanà, UG, SU) and regular meetings. In others (e.g. USTHB, Makerere) the Periperi U coordinator appears to be the key manager of all streams of work, supported by a small team of administrative staff (part-time in the case of USTHB, full-time in the case of Makerere). In some cases there is significant room for improvement in aspects of management in order to ensure efficiency and effectiveness. Periperi U partners and the secretariat drew up annual work plans but could not always execute them in a timely manner; most serious delays were caused by delayed funding transfers (see later). As workloads increase, administrative efficiency becomes paramount, and teams, their systems and incentives need to be appropriately structured for this purpose. In several cases "core team" members do not feel sufficiently part of the action and decision-making; in some, management meetings are said not to take place frequently enough. Nearly all lack

sufficient knowledge management capacity, and record-keeping, including of monitoring data, can be greatly improved.

In surveys and some of the nodes visited by the evaluation team, staff members engaged in postgraduate teaching and research were criticised for lacking experience and knowledge in the field in which they teach and supervise. Building such capacities takes time, and requires crafting a careful balance between expansion, and developing enough of the appropriate capacities to ensure that the academic work is to standard and can be sustained.

## 6.2 THE CONCEPTUALISATION OF PERIPERI U

The evaluation found that Periperi U is a thoughtful, innovative and well-designed programme. It was conceptualised as a profoundly African initiative - in the sense that it was based on African experts and scholars drawing from local as well as international theory and practice in order to address African priorities with sensitivity to local contexts and ways of knowing and doing. It was to enable recognition of the capacity and agency of African scholars and other specialists the disaster risk reduction and management (DRR/M) domain. It was to do this by creating respected *engaged, boundary-spanning, context-sensitive African scholarship* in the disaster risk science (DRS) domain, grounded in six fundamental beliefs<sup>133</sup>.

*Firstly*, that the higher education sector in each African country is pivotal in developing and connecting theory and practice through engaged scholarship, in a manner that delivers new insights and solutions for the challenges facing Africa and the world, as well as leaders and leading experts, managers and practitioners who can generate and deploy such solutions, and who can educate, guide and advocate for change. This enables influences and impacts that can ripple out across society.

*Secondly*, that DRR/M should advance in a manner that frames it much less in terms of humanitarian action and disaster management (DM), and much more in terms of preparedness, protection and minimising vulnerabilities - from both human and ecosystem perspectives - towards long-term resilience.

*Thirdly*, that there is an urgent need to respect and draw from, yet move away from entirely Northern (academic) constructs of disasters, framed as primarily about major natural hazards and thus rooted almost exclusively in the environmental and geography disciplines, and instead recognise that the disaster profile of Africa includes fast-moving as well as slowly evolving disasters stemming from deeply ingrained vulnerabilities inherent in challenges such as food insecurity, ecosystem degradation, poor health and health systems, poor infrastructure, and poverty.

*Fourthly*, that such framing of scholarship and work in the disaster risk domain requires not only integrated interdisciplinary or cross-disciplinary approaches, but the deliberate spanning of several

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<sup>133</sup> These six beliefs were not formally documented, but explained in an extensive interview with one of the Periperi U designers. They provide the rationale for the project design as well as key considerations for those interested in adapting the model of Periperi U a different context.

types of boundaries:<sup>134</sup> (i) vertical, i.e. across hierarchies, (ii) horizontal, i.e. across paradigms, disciplines (both social and natural sciences), entities and sectors, (iii) geographic, i.e. across ecosystem, regional, country and cultural boundaries; and across (iv) stakeholder, i.e. communities, government, non-government, the private sector, civil society, etc., as well as (v) demographic groupings, i.e. in terms of gender, age, culture and more.

*Fifthly*, that a flexible, context-sensitive, sequenced and long-term approach by a robust grouping of eminently capable, well-connected and committed DRS scholars and champions within enabling home universities in each country has one of the best chances to catalyse long-term, sustainable change in the disaster risk domain across Africa.

*Finally*, Periperi U sought to build on local energies and commitments already generated from within the continent, and specifically through the progressive development of university-based risk reduction units and programmes that could build a range of context-specific capabilities in formal education, short courses, local research and vulnerability reduction policy advocacy.

This conceptualisation underpinning the Periperi U design gave the intervention not only a unique character, but explains some of its key features, many of which laid the foundation for success.

### 6.3 THE INITIAL INGREDIENTS

Several key elements set in place at the beginning of Periperi U worked in synergy to provide a sound basis for later success. These elements related to (i) the quality of the conceptualisation and vision that triggered the intervention and shaped the design rationale, relevance and logic; (ii) various forms of sustainability built into the design; (iii) the qualities of the driver and leader as well as coordinators of each node; (iv) the historical institutional capacities and interests in the partner site; (v) the type and amount of funding and in-kind resources, and (vi) the approach of the funder(s).

**An informed, well-conceptualised design, rooted in experience, relevance and careful thought:** The design of Periperi U was collaboratively achieved, drawing on the broad experience base of the first collaborators. The change logic in Figure 1 is largely bearing out, although the streams of work are still evolving and the results context-specific. The design and approach to implementation was devised with full awareness of the challenges inherent in this type of effort, although not everything was foreseen, and certainly not the challenges experienced in embedding the secretariat coupled to the South African partner node sequentially in several different universities. Importantly, the design was conceptualised to build cautiously on small beginnings, adjusting and carefully expanding as capacities are strengthened, lessons learnt and results obtained.

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<sup>134</sup> The ability to cross boundaries is particularly important for innovation, which requires collaboration across all five boundary dimensions. Reference: Ernst C and D Chrobot-Mason (2011). *Boundary Spanning Leadership: Six practices for solving problems, driving innovation and transforming organisations*, Centre for Creative Leadership, published by McGraw-Hill.

**A programme design with multiple elements aimed at different types of sustainability:** Many elements of Periperi U were designed to promote the sustainability of its ideas, its academic programming and/or its emerging impacts, and to enhance the chance that the programme itself would sustain if valuable enough. This is further discussed in Chapter X.

**Inspiring, knowledgeable, boundary-spanning leaders and champions:** The widely acclaimed expertise, drive and commitment of the Periperi U coordinator, as well as the authoritative leadership, commitment and gravitas of the key champions and coordinators who established and continue to lead each partner node, have been crucial success factors. The latter are all African, and many were prior to their engagement with Periperi U already very well known in a national and/or international context. All have actively and persistently championed the cause of Periperi U, and are prepared to work (sometimes against resistance in their organisations) across multiple boundaries for their common purpose.

**Empathetic host institutions with an interest in prioritising expertise and work in the disaster risk domain, coupled to a readiness by the partner to adjust to the institutional context:** Universities outside the main centres have the advantage of being well positioned to engage with under-served local or provincial authorities, but the trade-off is that partners experience more obstacles in connecting with central government and other influential bodies located in capital cities. In the case of BDU, this might have been a disadvantage during the recent selection of a strategic centre in this domain; being in a university with a higher rating on the continent also provides for somewhat more security in terms of quality assurance. However, prior institutional activity in a relevant field and good existing relationships with host units facilitated ready absorption of Periperi U activities into existing organisational systems, best demonstrated in the cases of Tanà, UG, Ardhi and BDU. In South Africa where this prior connection did not exist, the road for DiMP/SU towards acceptance was much harder. The legacy of an institution or field of fairly narrow specialisation might also make it more difficult to move out of entrenched notions, as demonstrated by USTHB or Makerere.

**Sufficient and flexible funding to catalyse critical actions, mobilise in-kind contributions and support an evolving, upward trajectory:** Periperi U has been modestly (albeit consistently since 2006) resourced for its ambitious programming and achievements; individual partners have succeeded in negotiating in-kind support such as office facilities, the use of administrative systems and staff time. By working prudently it has succeeded in using the resources to seed consortium activities as well as priorities determined by each partner site – mostly payment of adjunct staff and short course presenters, and in some cases to contribute to the costs of using university systems. Unhappily, despite repeated, and focused efforts, it has not been successful in using the USAID OFDA grant to catalyse the mobilisation of further grants for the consortium and programme as a whole. But the flexibility of the funding made it possible to fill gap and stimulate and catalyse critical activities in the nodes that helped to raise partner profiles, increasingly leading to contracts and opportunities for further funding and engagement. It is expected that more of this will come to fruition in the next phase. During Phase III in particular, the funding enabled significant traveling in line with the intent to use this phase to position the consortium internationally, giving partners opportunities to engage with confidence on regional and global platforms, and ensuring that a forceful African presence is felt through the power of the consortium. This has considerable potential to help generate funding for and during a next phase of work.

**An empathetic funder prepared to be flexible and take a calculated risk:** USAID OFDA's ongoing support recognised the long-term and challenging nature of systematic capacity building. This type of support demands a fundamental shift in how funders see and assess their role and contributions – from funding “quick fixes” with a short-term time horizon but without sustainability, to providing support that can make an actual difference in the longer term. This approach is in line with the notion of ‘collective impact’ - a collaborative approach to making a success of a complex, multi-stakeholder initiative, recognising that effective social change usually comes from the gradual improvement of a system over time and not just from a single breakthrough by an individual organisation.<sup>135</sup>

USAID OFDA's approach was flexible and in the beginning at least, also risk-taking. It was the first instance where funding was allocated directly to an African grantee without the mediating presence of an American entity. Challenges later arose through high staff turnover and interrupted funding flows, but the security provided by having flexible funding and a supportive funder has been a major contributor to the success of Periperi U to date, leading to significant results with a relatively small grant of less than US\$1 million per year (taken across ten partners in Phase III, equal to USD 100,000/partner).

#### 6.4 SCHOLARSHIP IN THE HIGHER EDUCATION SECTOR

The disaster risk domain presents an excellent opportunity to test the notion of a progressive higher education sector and the role of effective scholarship in modern African society.<sup>136</sup> Over the past decade or so, universities have become increasingly engaged with work in this domain, stimulated by the growth in its global profile. Higher education institutions are at the apex of national capacity building needs and demands for intellectual, technological and societal progress, but many are in the throes of a protracted transformation process as they struggle to adjust to meet the demands imposed on them by rapid and transformative societal change. Effectively working in modern society - and especially in domains such as disaster risk - challenges universities in at least two important ways:

Firstly, they need to work across boundaries in order to deliver both people and knowledge that span boundaries, in order to deal with problems that span boundaries. Thus scholars and leaders at all levels need to think and act beyond group boundaries and identities in order to solve problems and create new opportunities. Such **boundary-spanning scholarship** is important for innovation, and requires working across five boundary dimensions – (i) vertical (e.g. hierarchies within a university), (ii) horizontal (e.g. paradigms, disciplines or units within a university or across universities), (iii) stakeholder (e.g. government, NGO, private sector), (iv) demographic (e.g. gender, age, culture) and (v) geographic (e.g. ecosystems, countries, continents).<sup>137</sup>

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<sup>135</sup> Hanleybrown, F, Kania, J, & Kramer, M. (2012). *Channeling Change: Making Collective Impact Work*. Stanford Social Innovation Review. More resources at <http://www.fsg.org/blog?topic=81>

<sup>136</sup> Ailsa Holloway (2014). *Strategic Mobilisation of Higher Education Institutions in Disaster Risk Reduction Capacity Building: Experience of Periperi U*. Input Paper for the Global Assessment Report on Disaster Risk Reduction 2015, UNISDR.

<sup>137</sup> Ernst C and D Chrobot-Mason (2011). *Boundary Spanning Leadership: Six practices for solving problems, driving innovation and transforming organisations*, Centre for Creative Leadership, published by McGraw-Hill.

Secondly, they need to bring higher education institutions closer to “the people” - including those most vulnerable and remote - and their immediate as well as long-term needs. Scholars have to help find practical yet holistic, coordinated and context-sensitive solutions to major challenges.<sup>138</sup> **Engaged scholarship** thus requires the ability and commitment to generate, draw from and combine multi-, inter- and/or transdisciplinary insights from all three key university activities - research, teaching and ‘outreach’ or ‘community engagement’ - in order to (i) find and manage solutions for urgent and increasing challenges facing their communities, country, continent or the world, and (ii) prepare current and next generations for the same purpose.

The Periperi U model has deliberately focused on encouraging this concept of scholarship. The evaluation found that Periperi U has been well designed as a novel initiative that can break new ground if successful in executing its notion of **context-sensitive, engaged, boundary-spanning DRS scholarship** and a **robust collaborative, Africa-rooted and -driven effort**. Periperi U has already (i) led new ways of encouraging and supporting the disaster risk domain, (ii) established a higher profile at global level for African scholarship in this domain, and (iii) through research rooted in practical reality, started to help build a potentially very significant pool of contextualised knowledge in and from Africa about hazards and disaster risk reduction and management.

#### **Box 2. Examples of engaged, boundary spanning disaster risk science scholarship**

- The DiMP/SU DRS Honours module requires students to complete a service learning community risk assessment in a local municipality that (usually) has requested their help. The field work is completed in groups and included into a report for the municipality. The risk knowledge informs further research as well as short course content.
- Ardhi carried out a research project (Kachenje, 2010), *Assessing urban fire risk in the central business district of Dar-es-Salaam* which contributed to the development of tailor-made short courses and the curricula of several Master’s programmes, and was published in the *Journal of Disaster Risk Studies*.
- DiMP/SU has been conducting a study for the Western Cape Province on four cut-off low weather systems and their effects. This will inform provincial disaster management policy, Honours and Masters curricula and MPhil research topics. Its consultations have also led to an explicit request for disaster management teaching for 4th and 5th year medical students.

Embedding Periperi U with this notion of scholarship in partner universities has been relatively successful, although it is an ongoing process. All partners are very well linked to communities and/or to practice in real life - whether primarily at national policy level (for example Ardhi, Tanà, BDU, USTHB), provincial level (for example SU, BDU, UGB) and/or specially targeted local levels (UG, Makerere, Moi). In some partner nodes efforts still meet with significant challenges inherent in how universities operate. It takes time to ensure that curricula reflect practice on the ground, that service

<sup>138</sup> The 2013 Global Assessment of Risk had around 50 contributors from the higher education sector, while more than 200 contributors and expert reviewers from 156 higher education institutions were acknowledged in the IPCC’s Special Report on Extreme Events (Holloway, 2014).

learning experiences inform teaching, or that theoretical frameworks are developed that can influence academic programmes, short courses and/or service learning approaches.

The flexibility allowed by the Periperi U model is a strength that has allowed for tailoring to contexts and internal dynamics. At the same time, some generic approaches have been required to ensure institutionalisation of the Periperi U encouraged and supported initiatives. This is discussed in greater detail in what follows.

## 6.5 THE UNIQUENESS OF PERIPERI U

### Box 3. Elements that make up the distinctive character of Periperi U

1. A forward-looking consortium advancing authoritative, and context-sensitive boundary-spanning, engaged scholarship
2. For African purposes and priorities, by African champions, sensitive to African contexts and mindsets
3. Aimed at furthering a high profile field of work that requires urgent data, insights and solutions for real-world challenges, yet one long neglected in the higher education sector
4. Aligned with, and focused on influencing and supporting agendas from local to global levels disaster risk-related matters
5. With in-built potential and actions to reach policy-makers and practitioners at different levels
6. Including a challenging set of activities in five streams of work which are aligned with expected academic processes and outputs, tailored to each site's context yet with sufficient common elements for collaboration
7. Operating within a shared values-driven, coordinated partnership led by respected and like-minded partners as well as a highly respected and efficient secretariat that is rooted in academia, knowledgeable, strong yet enabling and facilitative
8. Working in partnership in a manner that makes for success as defined in the 'collective impact' conceptualisation of collaboration in complex interventions
9. Flexible, allowing contextualised development of the streams of work in each partner node, yet within a framework for accountability
10. With individual and institution strengthening as well as academic and financial sustainability embedded as major driving forces during implementation.

The many academic networks established over recent years between African universities provide significant potential for the development of the higher education sector, but most still have to show measurable value and impact, and there is a dearth of useful information on innovations and context-sensitive models that might be worth applying. In most, scholars and/or postgraduate students collaborate around a research theme or participate in one specific capacity building initiative. Only a few span several interconnected areas of intervention. Many include collaborations with partners in

the North, or are driven by international agencies. Furthermore, until recently, African voices from African universities have been largely absent in the disaster risk domain.

Box 3 captures the set of distinctive elements that, in combination, highlights Periperi U's particular character, describes its particular niche on the continent. The fact that it is an intervention with a unique combination of characteristics does not mean that it cannot be applied elsewhere; to the contrary. However, these elements constitute the success factors in the design that need to be considered when transferring the model to other contexts.

## 6.6 THE POWER OF THE CONSORTIUM

### From network to consortium

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*I am not aware of any other network in Africa with this level of performance.*

International DRR expert 2

Periperi U initially worked through a network of units linked by an overarching set of objectives and four focus areas or streams of work. Each unit had sufficient flexibility to evolve within its own context, opportunities and challenges, as long as its activities and outputs were broadly in line with the objectives. This foundation developed capacities through the shared experience of developing novel short courses and academic programmes, and initiating new research and service efforts.

These elements were maintained in Phase III, but the addition of a fifth area of work<sup>139</sup> meant a much stronger focus on the actions and contributions of participating units as collective. This brought the Periperi U consortium<sup>140</sup> to life. It started to operate in earnest, requiring the partners to be more strategic, cohesive and deliberate in positioning the group and advancing its objectives for greater momentum, influence and impact at national and in particular, at continental, international and global levels.

Was the consortium an effective vehicle for achieving the Periperi U objectives? Has the whole been more than the sum of the parts? The evaluation examined the main characteristics determining the success of a consortium.

### Vision, clarity and coherence

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The Periperi U strategy articulated in the Phase III proposal as well as annual meetings and regular communications provided enough "glue" to enable consortium partners to work in a coherent way towards common goals. This cohesion was based on agreement between the partners about the following:

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<sup>139</sup> Focus Area 5 was aimed at the mobilisation of disaster-risk related teaching and training, research and policy advocacy capacity, from national to global scales

<sup>140</sup> A group formed to undertake an enterprise beyond the resources – whether human, financial, infrastructural or intellectual - of any one member.

- i. Being in a field of work aimed at reducing hardship and enhancing development, using a scientific approach.
- ii. Capacity strengthening for disaster risk policy and practice improvements as a key national priority and hence a critical Periperi U focus
- iii. The need for advocacy (even activism) for awareness of disaster risk in support of action at national level
- iv. The need for institutionalisation of disaster risk teaching, learning and research for sustained impact over time
- v. The need for an integrated, cross-disciplinary (multi-, inter- or transdisciplinary) approach to embedding DRR in scholarship
- vi. The need for local contextualisation, and
- vii. The type of actions needed to make the five focus areas of Periperi U work.

As can be expected, there were different nuances and interpretations of how the Periperi U strategy could best be implemented, but these differences were not significant enough to diminish the coherence and alignment. Yet in some respects the consortium might be too democratic and flexible, potentially diminishing the power of the “whole”. There are at least three areas of (potential) divergence that might affect the performance of the “whole” in future:

1. Although most partners are aware of the key elements of the “big picture” and the potential of Periperi U to effect change, partners’ notions of what constitutes “success” were quite diverse. Some reflect limited ambition and focus, for example related to numbers of outputs delivered rather than societal change or some form of transformative impact.
2. There is a spectrum of concepts and interventions related to working with hazards and disasters, from scholarship to risk reduction to risk management to (primarily) emergency response and preparation for the response. Understanding in greater depth the exact focus of each partner in each stream of work will provide for a better understanding of the extent to which the knowledge and people delivered can help equip a country to reduce hazards and disasters, and their results.
3. There is still no common foundation in the content of Periperi U academic offerings<sup>141</sup>. The short courses are designed based on context and demand, which means that some are on general and others on very narrow topics. There has been no attempt to develop a core course

**Box 4. Main characteristics determining the success of a consortium**

- Alignment in vision and strategy
- Extent of shared values and norms
- Value proposition for members
- Leadership for success and impact
- Relationships with internal and external stakeholders, as well as
- Any aspects unique to its mission and vision

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<sup>141</sup> This was also pointed out by the evaluation at the end of Phase II

that can be presented across regions, with electives tailored to priorities in each region. This might be a missed opportunity, as such an approach can facilitate student exchange and expansion as regional nodes for DRR expertise.

## Values, norms and principles

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The consortium had been operating on implicit norms that were made explicit as a set of principles<sup>142</sup> during a discussion at the annual Periperi U meeting in Accra in April 2014. These were further expanded upon through conversations during the evaluation (Box 5).

These principles represent another dimension of the “glue” that has been shaping the relationships between partners and the performance of the consortium. Nearly all partners confirmed that the consortium adhered to these principles and that they were important success factors in the achievements of the consortium. Essentially, they are perceived as having been crucial in making the consortium work.

This confirms the importance of having like-minded people with a sufficient number of shared values and norms as leading figures in the consortium.

## Relationships within the consortium

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*Each member was extremely well informed, with a sense of ownership of Periperi U, sharing and learning from each other.”*

International DRR expert 5

The principles guiding the work of the consortium are well reflected in the cordial and professional relationships between the partners and in their interactions as a group on professional platforms. Sufficient “glue” in this consortium is essential as it covers many forms of diversity – in terms of language, culture, geography and fields of work. While the other aspects of this diversity are not seen as problematic, the minority Lusophone and Francophone countries continue to feel somewhat less well served in terms of the materials produced and available within the consortium, and in the potential for collaboration between partners.

### Box 5. Principles guiding the consortium

#### *Explicitly formulated by the partners*

- Accountable
- Focused on excellence
- Flexible yet responsible
- Creative, open to new ideas, risk-taking
- Energetic and enthusiastic towards success
- Celebrating success
- Relationships based on collegiality, solidarity, trust and respect.

#### *Additions identified during the evaluation*

- Valuing authoritative, boundary-spanning, engaged scholarship
- Valuing what is “local” (esp. local knowledge, traditions, beliefs; localising knowledge, listening)
- Belief in personal agency and responsibility for taking action to address challenges.

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<sup>142</sup> Defined as a professed rule of action or conduct. It represents the values that orient and rule the conduct of persons in a particular society or grouping – in this case the consortium. They were made explicit during a discussion at the annual Periperi U meeting in Accra in April 2014, and further expanded upon through conversations during the evaluation

The secretariat and partners exchange emails and materials, occasionally consulting one another. Although they regard the communication in the consortium as sufficiently multi-directional rather than driven by the secretariat, the criteria for this self-assessment are not clear. The secretariat certainly plays a very important role in intra-consortium communication, and in phase III the various international and Periperi U facilitated meetings were where most of the interaction takes place. Yet there are surprisingly few examples of active, ongoing collaborative programmes within the consortium; most are in the form of once-off exchange visits and guest lectures. This is in part the result of resource constraints, but more can be done to realise the full potential of the consortium as a pan-African force.

### Leading for success: Champions and the secretariat

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*They are an impressive group of people, with their students. They are among the brightest on the continent. Combined, they can have great impact.*

International DRR expert 4

*Ailsa is a guiding light, visionary, a catalyst on the continent, with dogged determination to make things work.*

International DRR expert 3

**The consortium leadership and management:** Despite her commitment to a collective leadership approach, the drive and contributions of the current Periperi U coordinator are widely recognised by partners and international experts alike as an important factor in the progress made by the consortium. The combination of this drive with the quality and commitment of the leaders and managers in each site has been a crucial reason for success. Several of the Periperi U leaders and managers were already well known on the global stage before Periperi U drew them in; others have since emerged as leaders in the field. All are active champions of the cause of Periperi U, and although performances and approaches vary, all are “boundary spanning” in five dimensions – vertical (within hierarchies), horizontal (with peers across organisations), stakeholder (across sectors and types of organisations), demographic (mobilising students and staff; engaging women and men) and geographic.<sup>143</sup> This supports innovation, requiring leaders to “think and act beyond group boundaries” in order to solve problems and recognise or create new opportunities.

**The secretariat:** The consortium is widely recognised as led and guided by a very active and effective, yet relatively small secretariat who share responsibilities for both the secretariat and nodal function. Although their academic and secretariat functions overlapped for much of phase III, at the time of the evaluation an effort was made to make a clearer separation, which left only four staff members (3.5 full-time staff equivalents) fully engaged as secretariat. The secretariat’s efficiency and effectiveness are crucial to the success of the whole initiative, and is a critical reason for the fact that overall, the Phase III strategy has been very well implemented.

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<sup>143</sup> Ernest C. and D. Chrobot-Mason (2011). *Boundary Spanning Leadership: Six practices for solving problems, driving innovation and transforming organisations*. Centre for Creative Leadership, Published by McGraw-Hill.

However, with the escalating success of the consortium the pressure on the secretariat has become intense. In addition to the work required to support the partners with logistics for Periperi U supported or facilitated meetings, the secretariat has to manage a web of numerous existing partnerships and emerging relationships – within SU, across the consortium, and from sub-national to global levels.

The secretariat – together with the facilities provided by SU as host institution - is acknowledged by the partners as being highly effective in terms of (i) intellectual and managerial leadership and coordination; (ii) technical and logistical support, (iii) financial accountability; (iv) sharing of state of the art resources generated both within and outside the consortium, (v) strengthening the professionalism and capacities within the consortium, (vi) positioning the Periperi U brand (vii) building and managing multiple relationships, and (viii) tirelessly mobilising them in support of the consortium mission.

It has been less effective in two key areas: *firstly*, in several aspects of knowledge management; and *secondly*, in ensuring a well-functioning financial management system for smooth transfer of funds to consortium partners. The most frequently heard complaint from partners relates to the period of delayed payments that followed. The late transfer of funds over a lengthy period meant that partners had to cancel or delay planned activities.<sup>144</sup>

However, the secretariat has made significant improvements during 2014 and hopes to continue to do so to the extent that resources make this possible. A skilled project accountant located in the host unit is now facilitating the financial administration. Until recently the consortium has not had a useful, well-functioning monitoring and evaluation (M&E) system in support of ongoing use and learning among partners. Although improvements are still possible, very useful monitoring data are now being more systematically collected, and the first coordinated self-evaluation was conducted among the partners in preparation for this summative evaluation. Until recently, targeted communication of the contributions and achievements of the consortium has been limited. This has been strengthened with dedicated (although still limited) communications assistance. More will be needed in future, among others to deal with three languages in the consortium. Among others, the website was redesigned to be more much more informative and in line with the professional image of Periperi U.

Importantly, as mentioned above, a process has been initiated to separate the DRS teaching and learning activities from the secretariat functions of communication, coordination, monitoring and support of the consortium. This is bringing more clarity to roles and helping to integrate the academic functions within the host department.

There is some risk that the consortium has become overly dependent on the very effective support of the director and secretariat. It is impossible to make a definitive judgment in this regard without more intensive study, and the partners do not believe this to be so. Still, it will be useful for the consortium to consider in depth the extent to which the secretariat might be fulfilling either administrative or strategic functions that could be better decentralised in practice.

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<sup>144</sup> This situation has now to a large extent been resolved, and the system of payment from SU upon request after expenditure appears to be working well.

## The value proposition of the consortium

For the consortium partners, participating in Periperi U has met or exceeded their expectations. For them, the value of Periperi U lies mostly in its influence on their international profile and connections, their research and the professionalism with which they operate in the site (Table 17). For those outside the consortium, it provides a point of engagement with African expertise beyond the individual. At a national and continental level, it cultivates confidence and pride in African expertise, and reduces the cost of policy and practice expertise. At donor level, a relatively small investment leads to cost-effective capacity-building and the mobilisation of a pan-African network that can provide expertise and solutions.

**Table 17. The value proposition of Periperi U for the partners**

| <b>The value proposition of Periperi U for the partners</b>                      |   |
|--|---|
| <b>The power of the collective - the whole as more than the sum of the parts</b> | <p>Provides a greater opportunity for influence on international and global stages</p> <p>Increases opportunities for funding with profile as pan-African “brand”</p> <p>Achieves more, and more cost-effectively, by working as a collective force</p> <p>Inspires common values and principles, leading to higher quality, more relevant work and outputs, and greater accountability</p> <p>Enables being, and being recognised as, a group that represents Africa</p> <p>Creates greater awareness of what African scholarship, and in particular research (which has a low profile among funders), can offer.</p> <p>Helps bring diverse expertise to bear on a challenge or request for (pan)-African expertise.</p> <p>For a relatively small investment, establishes a cost-effective model for capacity building and mobilisation of pan-African expertise</p> |
| <b>The power of relationships with like-minded colleagues</b>                    | <p>Helps to break the feeling of isolation as a scholars in a new and/or challenging field</p> <p>Helps to cultivate confidence</p> <p>Enables collaborative projects and learning from one another during exchange visits, meetings and short courses</p> <p>Mobilises different expertise to help build capacity in a partner site</p>  |
| <b>The power of exposure to different ways of doing</b>                          | <p>Inspires boundary-spanning work and leadership that can advance DRR</p> <p>Improves the relevance and quality of academic courses and research</p> <p>Supports the professionalism of operations in the partner site</p>   |

|   |   |
|---|---|
| <p><b>The power of trailblazing</b></p> | <p>Provides an example for international development funding effectively channelled directly to an African university (by USAID)</p> <p>Provides an example of effective scholarship from the South without overt or covert leadership from the North</p> <p>Gives profile to individuals and their home universities, and cultivates respect for African scholarship and voice in the field of DRR</p> <p>Enables the use of local expertise, bringing down technical assistance costs</p> <p>Inspires new roles – as (i) knowledge brokers between scientific information and practitioners; (ii) projects as facilitators /knowledge brokers between universities, governments and communities; or (iii) a next generation able to bridge the gap between science and the end users, apply academic knowledge to real world problems, and find solutions that people will use.</p> |
|---|---|

For the ongoing success of Periperi U it will be important to ensure that this value proposition is maintained or enhanced.<sup>145</sup>

Of course, not all partners have found equal value in being members of the consortium, and in the case of SU in particular, and also Makerere and Moi the impact<sup>146</sup> has been limited compared to other partners. Yet joining Periperi U has allowed at least half of the consortium partners to experience *transformative change*<sup>147</sup> in three aspects of their work: (i) their profile and influence on the global stage, (ii) the professionalism of their home unit (partner node); and (iii) the relevance and quality of their research. These signal the main influences of Periperi U membership on its partners – a larger window on the world, but also improvements in how certain things are done.

At least half of the partners have also experienced *catalytic change*<sup>148</sup> - in terms of their (i) profile nationally and in Africa, (ii) in helping them to be at the forefront of the field in their country, (iii) in the quality and relevance of their academic offerings and (iv) in the depth and breadth of their networks among academic, government and NGO stakeholders.

In spite of these positive perceptions and the value proposition that Periperi U holds for its partners there are, as noted elsewhere, some warning signals. Sufficient funding, financial transfer delays and insufficient time are said to be the key constraints to more intensive interaction and collaboration within the consortium. It is clear that the collegiality and camaraderie within the consortium inspire

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<sup>145</sup> ‘Value proposition’ is here defined as the promise of the value that Periperi U can deliver, and the belief among its primary stakeholders that the value will be delivered and experienced.

<sup>146</sup> According to partners’ own analyses

<sup>147</sup> ‘Transformative’ change was defined as Periperi U having made a dramatic difference - one that has caused fundamental shifts in attitudes and understanding in this aspect of their work that otherwise would not have happened, moving them far beyond where they would have been without Periperi U participation

<sup>148</sup> Catalytic’ change was defined as Periperi U accelerating their progress in this aspect of their work, resulting in significant changes both strategic and operationally; they are clearly in a better position than they would have been without Periperi U participation

partners. They get seed funding that enables priorities to be executed and new connections globally. Yet the extent of the *intellectual value* that the consortium can add is not well displayed in processes such as peer review, curriculum scrutiny, strategic research and long-term collaboration. The value proposition offered by the consortium may not have been fully exploited during Phase III.

## 6.7 QUALITY ASSURANCE

High quality work and outputs are essential for respected scholarship, and a focus on quality is a consortium principle. Apart from publication bibliometrics and stakeholder demand and comments it has not been possible to assess the quality of the Periperi U interventions in this evaluation – or, for that matter, in the consortium. Partners still have to develop shared notions of quality and more explicit quality assurance measures and systems; many appear to equate it with relevance/demand, and only look inward to their organisations for quality assurance. “Proving quality” is important for the type of scholarship that Periperi U espouses – “one that challenges orthodox views and traditional academic boundaries, and that tend to provoke concerns about rigor and academic standards”<sup>149</sup>.

### Box 6. Examples of curricula quality assurance systems in partner organisations

The **University of Ghana** has a quality assurance system that includes approval processes from department to faculty to school to academic board level which has a dedicated quality assurance unit. Examination questions are approved at departmental levels before final questions are set, and these are scrutinised by external examiners. Examinations, theses and dissertations routinely undergo external examination by experts from recognised institutions. Students also assess teaching staff.

The **University of Stellenbosch** has an extensive system of internal and external validation through peer review, including for curricula and postgraduate student assessment. Universities and qualifications are subject to regular audits, and approval to offer programmes is time-limited. Student assessments such as examinations, theses and dissertations are subjected to external peer review.

In **Ardhi**, Master’s degree curricula are approved through a process of a stakeholders’ workshop, Board of the School of Environmental Science and Technology; Higher Degrees, Research and Publications committee, the Senate, and the Tanzania Commission of Education.

**BDU** established the Quality Assurance and Enhancement Centre in 2013, which includes auditing the quality and relevance of the input, process and outputs of teaching-learning, research and community services, with quality assurance coordinators at the levels of faculties, colleges and institutions, and quality assurance teams at program level.

<sup>149</sup> From the Phase II evaluation report, which also pointed out that DiMP’s experience of being unsuccessful in achieving traction within UCT was partly attributable to “unwillingness on the part of the home department to accept that DRS was sufficiently rigorous”.

Only one of the short courses appears to have been formally accredited by a national body<sup>150</sup> (in most countries such accreditation systems do not exist). They are thus not credit bearing. Most also do not have participant and presenter evaluations, debriefing sessions or any other form of formal assessment. In the case of academic programmes, partners have put their faith almost solely in the higher education and/or university system stamp of approval in their own countries

Most universities have in principle good internal assessment systems, and sometimes make use of external peer review in some or other form (Box 6). The latter strengthens credibility, especially where universities do not have high international ratings. Partners admit that they can do more to use consortium members and other African and international experts for the peer review of curricula, education approaches and publications in the grey literature; time constraints are said to be a major obstacle. The work of staff and postgraduate students is occasionally subjected to peer review through conferences and formal publication, or through wider public distribution through the website and social media.

Overall, student and short course participants' feedback on the relevance and quality of the offerings was positive. Yet in some nodes students (and some staff members) had notable complaints: courses were seen as too theoretical and not sufficiently grounded in reality; generalists lecture without the required subject expertise; lecturers were not sufficiently familiar with the larger (policy) context for DRR; important development topics were not included for a rounded introduction to the field; and Master's theses were not peer reviewed, with advisors seen as sub-standard. This demonstrates that capacities in some universities in this new field are still quite constrained.

## 6.8 LEARNING, ACCOUNTABILITY AND KNOWLEDGE MANAGEMENT

Knowledge management has to be strengthened in order to enable learning, adaptive management<sup>151</sup>, accountability and profile, both within and external to the home university.

Periperi U has been operating with a deep sense of accountability towards its funder, its home universities and those whom Periperi U aims to serve through its activities and outputs. There are only two issues that require concerted attention:

1. In spite of its excellent implementation at consortium level, it has not followed up on all the evaluation recommendations in the summative evaluation of Phase II. Although there are good reasons for some of the lack of (intensive) follow-up, such follow-up should ideally be systematically addressed in conversations and reports. In line with convention, a

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<sup>150</sup> In most countries such accreditation systems do not exist. Some universities accredit or endorse courses, and in the case of SU for example, at least one of their short courses are formally endorsed by the university. In most cases certificates of attendance are issued by the host unit.

<sup>151</sup> Adaptive management is a structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In other words, frequent consideration of the need for adjustment in strategy, tactics and implementation as data and information become available and lessons are learnt.

‘management response’ by all partners to any evaluation report will provide useful records for management and accountability.<sup>152</sup>

2. Implementation of the five streams of work in the partner nodes has been uneven, both in terms of action and performance. There are often good reasons for such unevenness. However, establishing a culture not only of systematically tracking nuances in partner performance, but of self-assessment to advance accountability for performance and learning from different experiences is essential.

**M&E for learning and adaptive management:** Periperi U has done much to improve its monitoring system over the last two years, and its focus on self- as well as external evaluation for both accountability and learning is an example of good practice. However, the supporting systems can be improved for adaptive management as well as accountability purposes:

- Recordkeeping in most sites has been found to be insufficient for efficient and effective monitoring and management processes.<sup>153</sup> The formal monitoring system introduced by the Secretariat in 2014 was a significant improvement which can be further strengthened based on lessons learnt during this evaluation.
- A number of inconsistencies in the monitoring data indicate that – although they are in general not inaccurate enough to be misleading - accurate and comprehensive records should be more consistently demanded, including during self-evaluation efforts.
- Light yet systematic engagement with monitoring data and other types of relevant performance information for learning more systematically inform the consortium and core teams.
- A few partners have (short) course evaluations by participants. The confidentiality and quality of these efforts and the use of the information are not consistent across partners, weakening opportunities for credible learning.
- Assessment of community interventions during outreach or service learning is not generally done, even informally, and opportunities to gain new perspectives on these experiences might be missed.

**Internal communication:** Communication support and strategies serving the consortium are still not optimal, but good progress has been made in at least three key areas. The custodianship and intended

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<sup>152</sup> Most notable among the issues not sufficiently addressed is the call for a greater focus on sustainability through the “diversification of business models and funding sources”; the strengthening of the “fragile experience base for short courses, including shared foundation courses”; and the “strengthening of quality assurance systems, including through peer review within Periperi U”. There were also calls for a focus on internships, strengthening of the curricula with transdisciplinarity and leadership development modules, and tracer studies of alumni

<sup>153</sup> All partners have had to provide information to the secretariat for quarterly reports; during 2014 a more formal monitoring system was implemented to ensure consistent submission of important data and information. A few have also had to report within their own university system, and/or depend on academic records kept by formal university systems. The secretariat collates and reports on all information as required, primarily for compliance.

digitisation of UNISDR's Geneva-based hard-copy library is a major step forward – and one jointly executed between SU and Stellenbosch University's central library - in making Periperi U a key resource on the continent and beyond. It also provided a stimulus for the revision of the (until then very limited) Periperi U website in order to ensure its compatibility with the new e-library once this is up and running. For SU, the closer relations with the SU international office and the more dedicated assistance for communication and liaison are helpful developments that should be retained and even strengthened during the next phase.

Working in multiple languages remains an ongoing challenge for the consortium, but the website content is for the first time available in French and Portuguese; resource constraints still prevent the publishing of all key materials in the three languages.

Some partners have been criticised for not doing enough to enable sufficient communication within core teams (for good management purposes) and within their universities (for cultivating awareness of DRR/M and DRS).

**External communication:** Several partners have admitted frustration at not being able to do more to communicate their work (including through own websites) effectively to multiple stakeholders – the result of funding, technical, human resource and/or time constraints. The use of social media has not yet been a priority; perhaps rightly so, given the many other priorities and limited resources available to the consortium, but this could be remedied in the next phase. Most partners expressed the need for better communication mechanisms to reach their target groups more effectively.

Most partners have good contact with key stakeholders through meetings and informal engagements, and publish their research contributions. However, many of those interviewed were not aware of new knowledge produced by a partner. Areas for attention include (i) enhancing communication and publishing opportunities by postgraduates; (ii) tailoring communication of contributions to different types of stakeholders for different purposes; (iii) using different communication mechanisms more effectively, including potential ambassadors, the website and social media. Efforts by SU to make their work accessible could be a useful example for others.

There is an increasing need for a broad-spectrum knowledge management specialist who can launch consortium-wide strategies and work with relevant nodal focal points to enhance information management, learning and communication in a coordinated manner – should resources allow for this type of expertise. However, since this type of expertise is hard to obtain and afford it might be more feasible to have a stronger focus on making central mechanisms very efficient and impactful, using central databases, the website, infographic-style publications, blogs, etc. – as long as information for learning, accountability and use by stakeholders flows in all directions.

## 6.9 ISSUES OF CONTENT

### **Attending to gender**

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Periperi U is aiming to be gender-responsive, but it is not yet clear with how much effort or success. It can be displayed at two levels: (i) in the number of those engaged as students, short course

participants, researchers, core group members, etc.,<sup>154</sup> and (ii) in the content of the work – in curricula, examples used, gender disaggregation of research data, specific foci in studies, and more.

The following has been observed, and might guide future monitoring and action:

- At least one third of the short course participants in Phase III were women (538 of 1,603; 34 percent).<sup>155</sup>
- Around 30 percent of enrolments in all academic programmes were women in Phase III. In at least one node the number of women who have graduated compared to men is very low, in spite of much more similar enrolment rates, pointing to a larger societal issue.
- At undergraduate level, the internal interim evaluation reported that women were fewer than 30 percent of enrolled students (110 of 398 enrolled). Although undergraduate level is better than at postgraduate level, the situation has been particularly acute in the case of BDU, although there has been significant improvement in 2013 (15 of 26 enrolments in 2013, up from 5 of 33 in 2011). UG also improved from 40 percent to 47 percent in 2013. In their undergraduate/Honours modules, UDM and South Africa both stood at 50 percent.
- At postgraduate level Ardhi had the best gender balance, with women at least half of the number of men (MDRM 40 percent and MSc DRM 57 percent). In contrast, BDU had only 9 percent female enrolments. Tanà improved in 2013 to 36 percent.
- Some Master's theses have focused on gender roles and issues in DRR/M. Such a topic can usefully become a more strategic cross-cutting research focus in the consortium that can in turn inform curricula and short courses.

There is clearly scope for improvement in some countries, but the trade-offs in terms of effort and resources needed to shift what might be deeply embedded social dynamics through a relatively small intervention need to be carefully considered. Trends per country can be a reflection of societal dynamics (possibly the case in Tanà and USTHB),<sup>156</sup> the specific Periperi U focus (possibly the case in Moi and Makerere), its target groups (possibly the case in UDM), perceptions around disasters (possibly the case in Tanà) or a combination of these. If gender-responsiveness becomes a greater priority for implementation in the next phase of Periperi U, these issues should be better understood, addressed and monitored per country.

## Considering culture

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*We want to 'scientise' everything and yet there are strongly-rooted beliefs in communities. We miss them when we do not take this into account in what we do.*

SU staff member

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<sup>154</sup> These numbers should ideally be compared with general trends in each country

<sup>155</sup> The gender of 106 participants from Tanzania was not known.

<sup>156</sup> For example, in Algeria the number of women was surprisingly high, a reflection of the situation in higher education and in the engineering school at USTHB in general. One of the reasons for this situation is said to be that women do not find work as readily as men and hence are able to study more and longer.

Cultural values, beliefs and practices are known to shape people's understanding of, and responses to the risk, occurrence and aftermath of disasters. Periperi U partners confirmed that consideration of culture<sup>157</sup> is imperative for the success of their work.<sup>158</sup> It is a particular strength of Periperi U that its flexible model and engaged scholarship approach allow partners to frame disasters through the specific cultural risk profiles in the areas in which they work, to work sensitively and respectfully with recognition of cultural norms and practices, to adjust relatively easily to different cultural contexts in research designs, training and outreach activities.

#### **Box 7. Examples of culturally sensitive engagement by Periperi U partners**

In **Madagascar**, a strong oral tradition persists at gatherings and meetings - a tradition from which women are mostly excluded. Aware of this, researchers conducting commissioned research on the resilience of the habitat in northern Madagascar created a focus group exclusively for women in which they could freely express their thoughts. The study also included an inquiry into the role of traditional leaders in DRM, and the place of culture and tradition.

In **Ghana** Periperi U students working at local level are taught how to sensitively approach communities to avoid resistance or breach of trust. All research must be approved by the university's Ethical Review Board which evaluates how proposed research will affect communities (although it is not clear how much sensitivity there is to specific cultural aspects).

In northern **Uganda** it was discovered that local languages have no clear phrase for disaster risk management or for disaster. Cognisant of the importance of language in shaping communities knowledge of disasters the partner translated students' work into local languages and shared this with communities.

In **Mozambique** each research team includes experts with local knowledge, be they community members or leaders, or actors from partner institutions, who help to integrate academic thought with the practices and local community knowledge.

In **Tanzania**, commissioned research found culture and indigenous knowledge pertinent and applicable in DRR activities such as early warning prediction and the prevention of hazards. This knowledge was then incorporated into their short courses.

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<sup>157</sup> "The ways that people interpret and live with risk and how their perceptions, attitudes and behaviour influence their vulnerability to hazards". *World Disasters Report 2014: Focus on Risk and Culture*, International Federation of the Red Cross and Red Crescent Societies. Periperi U partners interpret culture as traditional practices and customs, indigenous knowledge and language, religious beliefs and values, while some also include group and peer affected behaviour at organisational, local and national levels (e.g. organisational culture).

<sup>158</sup> With the exception of Kenya, where the information available to the evaluation team appeared to indicate that culture did not matter in DRR interventions. It was not possible to verify these perceptions.

The engaged scholarship approach has been especially powerful in helping to uncover cultural nuances and local practices that influence communities' vulnerabilities and perceptions of as well as responses to risk. All partners are engaged with communities in some or other way – through research and postgraduate studies, commissioned work and, in the case of Tanà, for example, decentralised short courses. Such community engagement provides opportunities for two-way learning. Partners can create awareness and educate communities on DRR while drawing from community members' own knowledge of disasters and local vulnerabilities. Dialogue with traditional leaders and communities develops trust and 'buy-in', and partners learn from lived experiences of risk. Community risk assessments and profiles highlight local knowledge that is seldom captured in national profiles or national-level thinking about DRR. Postgraduate student immersion opportunities sensitise them to the importance of considering local contexts and culture.

Partners have not been equally sensitive to the critical role of culture in all aspects of what they do, and Periperi U has yet to capitalise on the opportunity the consortium offers to help enhance understanding of the relationship between culture and DRR. In-depth research on the topic has been severely limited<sup>159</sup> and in most countries coverage of this issue in short course and academic curricula is not seen as sufficient.<sup>160</sup>

#### Box 8. Periperi U examples of the importance of culture

In **Ethiopia** there was found to be a disconnect between the system of traditional leadership that propagates traditional customs and an administrative system based on western ideals following colonialism. In some villages, if a traditional leader has not planted rice, others cannot follow. When outside agricultural interventions unaware of this custom appoint a lead farmer who has no community status, the intervention will fail, irrespective of the quality of the training given. There is often also suspicion of ideas that differ from traditionally held understandings of disasters and risk. Educated people (coming from universities, such as Periperi U staff and students) are thought to disregard culture and are viewed with suspicion by less educated local communities who fear being misled.

In **Tanzania**, people can be slow to contact emergency fire services, wishing to preserve their privacy. When fire services are contacted it is sometimes taboo for men to carry women in rescue operations. Communities also cite cultural beliefs when refusing to destock herds or count cattle.

Across much of **Nigeria** (and Africa), people believe disasters are inevitable acts of God, the effects of which are beyond their control.

A good example of strategic incorporation of culture into DRR curricula is the newly established Master's degree in Senegal, which includes a module on Cultural Immersion that draws on local knowledge to equip students to engage with a variety of actors and enables them to grasp the influence of culture in their work in the Senegal River Valley. Integration of sociocultural context was

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<sup>159</sup> Only three Master's theses were found to focus on culture in DRR, although some aspects of culture are mentioned in other work.

<sup>160</sup> Few reasons for lack of formal inclusion of culture in curricula were given; one partner cited lack of resources.

also evident in the academic module and short courses. In Ethiopia an elective module on Culture and Conflict Management is being offered to Master's students, while Madagascar prioritises issues of culture when providing short courses, in particular those offered outside the university.

Effectively dealing with culture is a complex matter. Much needs to be better understood in order to achieve sustainable DRR.<sup>161</sup> The following are only some examples raised during the evaluation:

- Culture is not easily approached beyond community level. It can differ from village to village, making it more difficult to create interventions sensitive to culture in countries where there is a multiplicity of linguistic, ethnic and cultural differences.
- Communities can have agency to act outside of cultural norms.<sup>162</sup>
- It is not easy to separate out those practices that are the immediate product of culture and those that result from people's shared evolving knowledge that have become the norm.
- Poverty-stricken communities tend to take advantage of whatever situation enables them to survive; thus access to post disaster relief efforts provides much-needed temporary resources and means of survival. In such contexts people become accustomed to disaster and in the interests of survival repeat past actions that led to vulnerability and loss.
- Cultures of risk that increase vulnerability tend to go hand in hand with illiteracy and poor education, and economic status can be an even greater determinant of risk than culture.<sup>163</sup> In some countries impoverished communities are so disempowered that they are not proactive, believing that the responsibility to reduce risk to hazards and risks lies elsewhere.
- It is necessary to strengthen explore in greater depth the role of organisational culture. For example, NGOs, government or international agencies may encourage a focus on DM rather than DRR as a result of perverse incentives such as lucrative contracts after disasters have struck.
- There is a fine balance between respecting communities' cultural traditions and equipping them to reduce their risk and vulnerabilities, and attempting to change long-held understandings and practices - a difficult and often highly sensitive issue.

Not all Periperi U partners may be interested or even able to deal with these issues, yet Periperi U is well positioned as collective to conduct systematic work on relevant topics related to the conceptualisation and role of culture in DRR/M and DRS scholarship.

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<sup>161</sup> Gailard, J.C. and Mercer, J. (2012). *From Knowledge to action: Bridging gaps in Disaster Risk reduction*. Progress in Human Geography 37(1), 93-114.

<sup>162</sup> For example in Accra, Ghana, women in a poor and vulnerable Muslim community initiated and led disaster preparedness efforts, which broke with conservative tradition that requires women to defer to men's judgement in matters of social engagement.

<sup>163</sup> For example, people living in disaster prone areas refuse to relocate to less risky land because they do not have access to livelihoods in safer areas.

## 7. STRATEGIC CONSIDERATIONS

The following strategic issues requiring discussion and decision have been identified as potentially primary influences on any strategy and resources for Phase IV. They will require the attention of the Periperi U consortium before strategies are fully developed, and are therefore formulated as strategic considerations to take into account as the partners chart the way forward, including determining which of the recommendations in this report have priority.

### **Strategic Issue 1: Positioning the consortium and partners**

The Periperi U partners need to decide to what extent the consortium wishes to position itself as a major player in disaster risk reduction and/or disaster (risk) management and disaster risk scholarship. Does Periperi U want to be a modest or major influence in each country, on the continent, in the South, in the world? Do the partners want to compete with other institutions - private and public, in each country and on the continent - for resources, profile and influence that will increasingly attract students and diverse sources of income? What will commitment and time allow?

### **Strategic Issue 2: Focusing on systemic versus incremental change**

The partners need to consider whether Periperi U as concept and ongoing intervention has sufficient strengths to enable *catalytic action* that, with reasonable effort, can make a significant contribution to changes in national or institutional *systems* in each country and on the continent. Does Periperi U have a comparative advantage and/or unique niche that give it such strengths?

### **Strategic Issue 3: Capitalizing on the consortium/partner interface**

The partners need to determine how and to what extent the intersection and interplay between the consortium and partner nodes could and should be used to strengthen streams of work at both levels towards durable (*i.e.*, that can sustain) impacts. How can intellectual, human and in-kind resources best be mobilised at both levels based on the understanding that “the whole is more than the sum of the parts”?

### **Strategic Issue 4: Resolving strategic tensions**

It is imperative that the partners identify how tensions that affect (or have the potential to affect) the performance of Periperi U can best be resolved or accommodated before or early on in Phase IV. Such tensions include

- i. the demand/supply balance (in terms of human capital needs) in each country;
- ii. the balance between building a credible, critical mass of staff with appropriate capacities in universities and across the consortium, and demonstrating increasingly demanding results;
- iii. working locally (*i.e.*, at village/community, district or provincial levels), versus scaling up and/or out (*i.e.*, to more districts, nationally, regionally, etc.) for greater impact;
- iv. the need for selective action within five strategic focus areas (for example, SFA 5 was a particular focus in Phase III) versus an equal focus on all streams of work so that synergies

between them can be fully exploited and all objectives equally well met; and perhaps most importantly

- v. maintaining the flexibility and collegial relationships within the consortium while ensuring that all partners are responsible and accountable for delivery of results that contribute sufficiently to the Periperi U objectives (that is, ensuring that there are no 'passengers' drawing from, yet not contributing sufficiently to consortium objectives and desired impacts).

#### **Strategic Issue 5: Ensuring performance beyond numbers**

It will be essential to look beneath the surface - beyond what is obvious, and usually reported as indicators and the like - for unintended negative consequences or unexpected challenges that are likely to severely affect the overall performance of Periperi U and the sustainability of its positive results. This will require at the very least (i) nuanced understanding of important issues and challenges around performance, both at consortium level and for each partner (including those identified in evaluation reports), (ii) better ongoing monitoring and more frequent self-evaluation, and (iii) emphasis on quality in outputs and processes while building individual and institutional capacities. Developing capacity in a new and complex field of work takes time and is challenging, yet it is not yet clear that the impressive numbers defining the results achieved during Phase III reflect appropriate and sufficient qualities, standards and expertise among those who are delivering curricula, teaching and/or supervising postgraduate students with Periperi U support.

#### **Strategic Issue 6: Mobilizing far-sighted funding for a holistic approach**

Periperi U has a clever integrated design based on the concept of context-sensitive, boundary-spanning, engaged scholarship that enables its five streams of work to enhance one another's results (*i.e.*, they have a synergistic effect). Future funders of Periperi U have to be far-sighted and supportive of developmental programmes that yield both short-term benefits and a long-term vision towards gradual systems change. "Short-terminism" is detrimental to this type of programme; in the development aid environment such support tends to be terminated just as a tipping point is approaching. Periperi U is at such a point, and it is crucial that sufficient, and sufficiently flexible, funding is available to support all the streams of work.

Every effort therefore has to be made to ensure that there is sufficient core funding available to keep the 'boundary-pushing' leadership (represented by the secretariat and each partner) in place and the whole Periperi U intervention intact – thus funding for the units (*i.e.*, the partners) that deliver the products and services; for the consortium that builds the capacities of those units; and for the users of those services so that they can become products and continue shifting the paradigm. This will require efforts by all partners working in concert with one another and with the secretariat.

## 8. STRATEGIC RECOMMENDATIONS

Periperi U is not a simple intervention. As demonstrated in phase III, it requires a number of inter-related actions to achieve its aim, and has to navigate complex institutional, national and international contexts. The recommendations that follow here are of a strategic nature and for consideration by the whole consortium and other stakeholders. Evaluators cannot and should not provide a blueprint of tactics for implementation. While the five main recommendations are seen as priorities for action, exactly what is done depends on available or mobilised resources, capacities and interest. The detail in the recommendations gives direction and ideas to guide strategy.

The recommendations that follow are based on the assumption that in order to shape the very important next phase of Periperi U, it will be necessary to (i) be cognisant of the six strategic issues highlighted in the previous chapter; (ii) build on the strengths and success factors that have emerged during Phase III, and (iii) address issues that would otherwise weaken the performance of the consortium and individual nodes. They are also made under the assumption that the next phase will have the following inter-related emphases:

3. *A global focus:* Strengthening of the influence of Periperi U on the global stage as a credible and authoritative African voice for furthering the role of DRS scholarship in achieving the objectives of the *Sendai Framework for Disaster Risk Reduction 2015-2030*.
4. *A focus on Africa:* Expansion of the influence of Periperi U as a pan-African force in order to accelerate achievement of its objectives for the benefit of the development of the continent.
5. *A national and sub-national focus:* Strengthening of critical areas in the streams of ongoing work to enhance the credibility, legitimacy, utility and chance of uptake of the outputs and the sustainability of the impacts in each country.
6. *A focus on individual and institutional agency:* Continued strengthening of the agency of individuals in the home universities towards a critical mass.

The five strategic recommendations below are relevant to all primary Periperi U stakeholders; tactics for the consortium are also suggested. Below these, specific recommendations for attention by the home universities and funding partners are proposed.

### Overall Recommendation - underpinning all others

It will be unwise to make a major change in the conceptualisation, shape and direction of Periperi U in Phase IV. This phase should be about consolidation and some strategies for maintaining and gaining momentum – but without shifting direction. The evaluation team therefore does not support the notion that Periperi U could become an entity with a separate legal identity. Such a strategy will likely diminish its academic standing and require significant additional resources. The benefits are unlikely to justify the effort.

In the light of the six strategic considerations noted in the previous chapter, strategies and tactics may shift in emphasis in order to build on success, eliminate weaknesses and ensure sustainability of ideas and impacts, and of the consortium. It will be important not to be overambitious; small sequenced

steps with potential for ripple effects are likely to yield the best results. Expansion of the number of universities in the consortium should thus be modest, possibly only to include Central African representation. Other mechanisms can and should be used to draw a wider range of actors into the sphere of influence, for example as affiliate members who can share resources and experiences, join hands to build capacities and mobilise resources, and participate in carefully selected activities where this makes sense. Such an approach can meaningfully widen Periperi U's contributions on the continent without burdening the consortium with an unmanageable enlargement.

To date the majority of strategic initiatives have been taken by the secretariat, but the partners all have strengths that can be mobilised during Phase IV to ensure shared accountability for results.

### **Key Recommendation 1: Improve consortium performance for sustained impact**

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#### **Strengthen key consortium capacities and management processes for durable, authoritative and impactful results.**

The evaluation highlighted that to maintain and improve performance in a manner that can lead to sustained influence and impact, there is a need to strengthen aspects of management processes - quality standards, accountability measures, knowledge management including M&E and communication, strategic engagement with supply/demand issues, and the distribution of resource benefits. It will be important *not* to sacrifice any of the success factors, and to continue to build on the strengths presented by the consortium, cognisant of the truism that the whole is more than the sum of the parts.

#### Consortium tactics imperative for improved performance and strongly recommended for implementation:

- 1.1 *Maintain the reasons for success:* As part of shaping a new strategy, cut down on activities that may not be a priority - but not on what makes for success. Analysis of the model, the success factors and value proposition of the consortium will assist in determining such priorities.
- 1.2 *Determine and ensure the quality of offerings and outputs in innovative ways:* Poor quality offerings by one partner can damage the reputation of the consortium as a whole, and partners can play a more dynamic role in ensuring quality where relevant. Use a set of principles or processes that can be an informal quality assurance system for the consortium, based on systematic internal and external peer review and other mechanisms that might go beyond home university requirements. This includes ensuring that quality imperatives for work in the disaster risk domain such as cross-disciplinarity, gender-responsiveness and culture/context-sensitivity are sufficiently addressed.
- 1.3 *Ensure a useful, reliable and efficient M&E system that is also well applied by each partner:* Establish an M&E system that is light-touch yet targeted and useful for accountability as well as adaptive management – one that can ensure data accuracy and the ability to extract information at short notice (currently not the case in many sites). This requires maintenance of purposefully structured records of events, participants and alumni (to the extent possible, for mobilisation of alumni as ambassadors) as well as M&E data that can inform regular qualitative reflections and

self-evaluation in partner sites as well as discussions at consortium meetings and in each partner node, and where feasible. It is imperative to ensure that

- i. partners make more serious efforts to monitor the relevance, quality and impact of their work through systematic anonymous (or independently managed) feedback immediately after each event (e.g. short course; meeting; academic course), including following up with alumni after a certain period to determine the extent to which they are applying their new knowledge in their work; and
  - ii. the monitoring system is refined to allow for *nuanced* monitoring and analysis - for example (using as necessary both quantitative and qualitative information)
    - o clear recording and analysis of performance per partner against set targets, with explanations where performance is below expectations
    - o the extent of institutionalisation of DRR in different departments and faculties (through modules and other efforts to integrate DRR knowledge across disciplines)
    - o the number of students both enrolled *and* graduated
    - o the commissioned work undertaken *and* completed to satisfaction
    - o the type of organisation and professional position of short course participants
    - o the extent to which publications and Master's theses are truly DRR/M orientated
    - o all relevant bibliometrics/altmetrics related to publications and other forms of documenting of knowledge, and their use in line with the key notion of *context-sensitive, boundary-spanning, engaged* scholarship
    - o proper classification of the type of conferences and meetings attended
    - o exactly who benefits from grant funding (e.g., who participates in capacity strengthening initiatives, who benefits from research funding, etc.)
    - o details of the business model in each partner site supporting Periperi U activities, including funding from all three possible income streams
    - o Etc.
- 1.5 *In a spirit of true partnership, hold partners accountable to one another for critical performance areas:* The fact that the Periperi U partnership is based on a 'light touch' management approach and admirable collegial relationships and trust mean that it is not really intended to be an instrument for accountability other than for reporting in line with funding requirements. Partners are at different stages of development, requiring differential performance indicators – but a certain level of performance should be demanded from each partner in each focus area, and several have not performed well in Phase III in terms of important indicators of progress and success.<sup>164</sup>

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<sup>164</sup> Particular attention should be given to aspects of performance in Makerere and Moi (several aspects), USTHB (esp. with respect to conference/research output and engagement of core team) and BDU (only with respect to substantive research output).

Bearing all of this in mind, accountability measures should be strengthened, making use of the trust within the consortium to have open conversations about challenges and reasons for failure, remedial measures engaged where necessary. Where partners do not perform without good reason, their participation in Periperi U should be terminated.<sup>165</sup>

- 1.6 *Strengthen engagement and communication strategies:* Remain in contact with key national or sub-national stakeholders<sup>166</sup>; this is imperative for enhancing profile and influence, and for increasing the chance that research results will be used<sup>167</sup>. The potential of social media should be explored, the website managed to serve the interests of all partners based on agreed upon foci, and the emerging e-library promoted as key global resource. A dedicated communications expert in the secretariat, someone who also draws from what is known about influencing strategies in an academic environment<sup>168</sup>, is an obvious imperative. Consideration should be given to the extent to which each partner should have a communications focal point who can at times work in concert with the secretariat. Within the consortium, working in three languages affects interaction and collaboration and is seen by some as a threat to the sustainability of the consortium. Discussions in the consortium can help to find solutions and streamline related processes.
- 1.7 *Track the demand/supply balance for adjustment in offerings where necessary:* Remain vigilant about issues that universities might need to address in the challenge of balancing supply and demand in terms of knowledge and human capital. It is difficult to predict medium and long-term trends, and partners can obviously not satisfy all national needs, yet it is desirable to position home universities well to respond to changing demands. Priorities include meeting specific demands for short courses without being too scattered, considering whether undergraduate degree programmes in this field are worthwhile (this is likely not the case) and ensuring research programmes that are well designed for influence.

## **Key Recommendation 2: Attend to structure and responsibilities**

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**Reconceptualise the roles, responsibilities and function of the secretariat without weakening it, given its critical role as a major driving force and reason for the success of the consortium.**

The efficiency and effectiveness of the secretariat are under threat as pressures mount as a result of the successes during Phase III. It is therefore important to initiate a restructuring while maintaining its strengths and performance levels. Some important shifts have already been made – separating certain programmatic from secretariat activities, embedding some staff in the host department,

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<sup>165</sup> Examples include: Are Periperi U resources (funding) and benefits sufficiently flowing to home universities, including to core and/or adjunct staff? Are academic offerings of quality by international standards, and perceived to be of quality? Are records kept in a manner that facilitates reporting? Is funding strategically used for maximum benefit in line with Periperi U objectives? Is each partner pulling sufficient weight in fundraising processes?

<sup>166</sup> Normally as part of service learning, research collaboration or outreach efforts, or through advice and informal person-to-person connections

<sup>167</sup> This is widely acknowledged in the literature.

<sup>168</sup> The work of IDRC, ODI and many others on knowledge translation / research influence and impact can provide useful insights.

engaging formally with the international office of the university, and considering succession plans for the Periperi U coordinator. The secretariat function benefits from being in academia, engaged with quality scholarship. It will be imperative for the consortium, secretariat and home university to discuss what would work best for all, possibly with external facilitation. A gradual transition, guided by an annual review of the situation, may be preferable to a dramatic change.

Several different models of operation can be conceived, with the following in different iterations:

- 2.1 *Confirm the nature of the secretariat services:* The secretariat is currently essentially a facilitating and steering entity with four separate yet interlinked facets that need to be managed accordingly: (i) a scholarly/academic facet; (ii) a strategic engagement facet (which includes fundraising) with three foci for action –the secretariat home university, the consortium (as ICOE-REaL) within Africa, and on the international and global stage; (iii) a knowledge management facet and (iv) an administration/logistics facet. A first decision should be whether the secretariat continues to be a facilitating entity, or whether Periperi U by now requires a more formal management structure and approach. Given its success, the former is likely preferable, but success has been to a large extent dependent on the orientation and skill the Periperi U coordinator as the central driver.
- 2.2 *Redefine the role and responsibilities of the Periperi U coordinator, cognisant of the skill of the current incumbent:* Periperi U has been benefitting from an extraordinarily gifted and committed coordinator who has been engaged in driving Periperi U at all levels with her equally committed and capable team. Her talents and energies should continue to infuse the consortium, but with restructured responsibilities for the sake of sustainability. This can be done in several ways, all related to devolving responsibilities to allow her to take up a larger advisory and smaller ‘driving’ role, except for specific assignments that make maximum use of her strengths.

On the other hand, any structure should in principle be fitted around need and function rather than around personalities - even though this is not always ideal in practice. The appointment of a new coordinator (whether from inside or outside the consortium) or biannual rotation of the coordinator can be considered with careful assessment of the implications for efficiency and effectiveness if the secretariat, as expected, remains in Stellenbosch. Without shifts in responsibilities it is also likely that any new coordinator will soon be faced with the same challenge as the current incumbent. If resources can be found, appointment of a deputy coordinator will be ideal. This is likely the model of operation that will have the least impact on the status quo.

- 2.3 *Consider the extent to which secretariat responsibilities can be reassigned:* The management or coordination of the four facets cannot be too distributed unless a small, like-minded team has the commitment and means to coordinate with one another on a very regular basis. This makes it likely that the secretariat functions should stay in Stellenbosch University where much of the current expertise, experience and infrastructure reside. Full responsibility for at least two of the four facets (knowledge management and administration / logistics) can be devolved to current secretariat members and/or an entity such as the SU international office. The appointment of a deputy coordinator can also be considered for the same reason. Alternatively, specific aspects or a facet as a whole can be delegated to other Periperi U partners - after ten years, consideration

should be given to which functions can usefully be taken on by each partner site, and what resources will be needed.

- 2.4 *Consider an alternative, more distributed model:* Alternatively, collaboration can be maintained by the current or newly appointed coordinator or by a rotating chair but with highly devolved, distributed assignments across the consortium - thus coordination done for accountability and smooth operations, but with much less dependence on the expertise of a central figure in the partnership. This is likely to be at present the most risky option, given the coordination expertise and effort that this model will require.

### **Key Recommendation 3: Strengthen DRS scholarship through strengthening of home institution capacities and research**

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**Strengthen staff capacities, research and supervision to demonstrate and encourage context-sensitive, boundary-spanning, engaged scholarship in the disaster risk domain.**

Use concerted action by the consortium to accelerate progress in terms of relevance, quality and productivity made in applied research, so that (i) all partners contribute and benefit in line with expectations, yet without it eclipsing the other strategic foci of the consortium in any one site; (ii) the notion of DRS scholarship as authoritative, context-sensitive, boundary-spanning and engaged with local to global needs and priorities can be fully demonstrated, and its value added better understood within the home universities and other stakeholders; (iii) capacities are strengthened to ensure the credibility of the research; and (iv) the research results are as well positioned as possible for uptake by those to whom they are relevant. It will among others be important to require reporting – both narrative and financial – to reflect who benefits directly from allocated funding, and the rationale if the number of direct recipients is particularly limited.

#### Possible consortium tactics<sup>169</sup>

- 3.1 *Build on experience to date:* Analyse ongoing research efforts per site and for the consortium as a whole to determine strengths, weaknesses and opportunities in the self-initiated research, commissioned research and service learning efforts, and whether engaged scholarship are appropriately displayed in these efforts.
- 3.2 *Ensure that financial and narrative reporting reflect the number and type of funding beneficiaries:* A rationale needs to be provided if the number of direct beneficiaries of funding is particularly limited compared to other partners.
- 3.3 *Contribute to both theoretical and practical knowledge for the disaster risk domain in Africa and globally.* Focus on both use-inspired basic and applied research<sup>170</sup> in order to develop not only solutions to immediate challenges, but also new concepts, frameworks, theories, etc. that can contribute to the global knowledge base in this field, rooting it in practice and local experience wherever possible. Alignment with the *Sendai Framework for Disaster Risk Reduction 2015-2030* will add

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<sup>169</sup> Note that while not all universities in Africa (and even in Periperi U) regard research as imperative for scholarship, it remains an international imperative.

<sup>170</sup> Reference to quadrant

significant value, in particular as a result of the emerging recognition of the important role that the higher education can and should play in the field of DRR/M.

- 3.4 *Improve Master's students' supervision and opportunities for engagement:* Identify and focus on mechanisms to strengthen postgraduate student supervision and the capacities to do so in this field, using the strength of the consortium and established as well as emerging academic relationships from national to global levels. It is also crucial to increase efforts to mobilise Master's student scholarships and internships; in the case of the latter it will be important to share the important lessons learnt by those who have implemented internships (e.g., BDU).
- 3.5 *Focus more at the PhD and postdoctoral fellow levels, with mechanisms to ensure their quality supervision:* Several of the Periperi U partner nodes are now in a position to accommodate PhDs and postdoctoral fellows. This should become a greater focus across the consortium, but at the same time it is important to ensure that mechanisms are in place to ensure that their supervision is of the appropriate standard, and that especially postdoctoral fellows are in a position to mentor postgraduate students and help with advocacy around the disaster risk domain, without harming their own research activities.
- 3.6 *Identify 'quick wins' to encourage research and the scholarly publishing of new knowledge.* These could entail exploiting mechanisms for time release of staff, engagement of postdoctoral fellows and research interns/assistants, facilitation of publishing of Master's theses, and implementing incentives and support for research performance, such as awards or prizes, academic writing courses and mentorship programs. The envisaged consortium-driven journal remains a good mechanism if there is a good rationale for the gap that it will fill, but only if well-resourced and driven by a highly committed and capable editor with sufficient time to take this on.
- 3.7 *Implement longer-term collaborative research programs that draw on consortium strengths:* Launch a small number of consortium-initiated longer-term, strategic research programmes in a specific priority area - ideally, across a partner cluster or the consortium as a whole; other partners can be engaged as needed and practical. Different types of foci can be considered: (i) a thematic area (e.g., reducing risk in health systems in fragile environments); (ii) a cross-cutting area (e.g., root causes of vulnerabilities in urban contexts); (iii) a cross-cutting global priority (e.g., intersection between climate change, DRR/M, DM and DRS; Sendai Framework priorities); and/or (iv) issues that flow from consortium activities (e.g., holistic approaches to implementing disaster risk reduction strategies, the role of context/culture/local knowledge in DRS curricula, or building capacities/cultivating agency in DRS scholarship in a resource-poor environment).

#### **Key Recommendation 4: Gain momentum through relationships**

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**Position the consortium through carefully selected cooperation strategies that can help it to gain impetus and influence as a robust pan-African force for advancing the disaster risk domain.**

Success in Africa will enhance opportunities for global influence and impact. Although relationships can be time-consuming to establish and maintain, Periperi U has during Phase III developed a useful architecture of relationships with a sub-national to global reach that now can be purposefully mobilised to help give impetus to the next phase. It also now has the advantage of recognition as an

international centre of excellence. Yet in the face of increasing competition in several countries as well as new regional initiatives, profile and momentum can be lost.

Periperi U has been both strategic and opportunistic in establishing these relationships and this should continue, but the argument here is for careful targeting of a small group of the most influential or most useful connections for specific purpose in order to get *catalytic* action that will have ripple effects in Africa and beyond. The emphasis on catalytic action – where a small action can have a large impact - is necessary to ensure a manageable workload while increasing the Periperi U footprint. Alignment with the global priorities in the *Sendai Framework for Disaster Risk Reduction 2015-2030* will enhance opportunities for impact.

#### Possible consortium tactics

- 4.1 *Understand how to get maximum impact through connections with others:* In order to get maximum impact without being too ambitious, determine what might constitute ‘transformative change’, ‘catalytic action’ and ‘ripple effects’ at consortium and country level, and direct strategies accordingly. Nurture relationships based on what is known about what makes for successful cooperation, both from the literature and from Periperi U experiences.
- 4.2 *Actively seek collaboration with “the best”, fit for purpose:* Associates of Periperi U will include scholars and influential individuals and organisations. From these, a few carefully selected scholarly relationships can be nurtured to accelerate scholarly impact and that can create ripple effects (multiple spin-off benefits) in line with Periperi U objectives. Targeting needs to be purposefully done, connecting to ‘the best’ worldwide while ensuring shared interests and values, and fitness for purpose. This can include collaboration between a cluster of Periperi U partners.
- 4.3 *Connect purposefully with groupings such as networks and alliances for targeted benefit, with a specific focus on priorities linked to the Sendai Framework:* Grow for different purposes – which can include funding and in-kind support, intellectual engagement and knowledge production, technology use for communication, etc. - a few carefully selected strategic alliances and with influential international, regional or national bodies. Among others, engaging with policy and scientific networks and think-tanks can have more ripple effects. Such associations should ideally have the weight of the consortium, or a group of consortium members, behind them.
- 4.4 *Form partnerships for purposeful impact through meetings and research:* Mobilise these relationships to (i) organise meetings/conferences on a highly relevant thematic area that can lead to high quality outputs (published conference proceedings, meeting recommendations or statements); (ii) collaborate on research, developing and highlighting new knowledge (novel paradigms, approaches, solutions) based on experiences in the global South.
- 4.5 *Expand the Periperi U footprint on the continent systematically through innovative partnerships aimed at harmonisation, use of technology and new insights:* Commission a well-targeted yet thorough study to see how Periperi U’s footprint can be expanded in one or two regions or on a theme across the partnership where it has enough capacity and opportunity, focusing on (i) harmonisation of curricula, modules or short courses in order to develop core material (regional/thematic curricula for short courses, summer/winter schools, webinars, on-line courses, shared e-resources, etc.); (ii)

mechanisms and programmes that can enable exchange between African universities, for example through credit-bearing courses, student scholarships, etc. and (iii) underexplored opportunities, for example with the private sector in some countries, with UN and AU bodies, etc. This recommendation does not affect the need to be opportunistic and intuitive, but argues that strategic insights will facilitate the development of this important focus.

### **Key Recommendation 5: Focus on establishing good, sustainable business models**

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**Enhance consortium and institutional benefit through more robust business models and fundraising efforts in order to enhance the chance that the Periperi U ideas, capacities and impacts will be sustained.**

The results of the evaluation show that Periperi U is making good progress towards desired outcomes in spite of a relatively small budget. It is innovative and designed to ensure that its ideas and impacts will be sustainable beyond the lifetime of the intervention. It is the type of programme that has real potential to yield significant and sustained results rippling out across whole national systems as both people and knowledge are taken up, and new curricula and research areas are embedded in a range of universities across Africa. Yet without core support and opportunities for vigorous attention to unexplored potential related to the business models operating in each of the partner nodes, opportunities will now be lost.

The consortium, primarily through the secretariat, has made several efforts to raise funds, but not yet fully explored the potential for tapping a variety of funding sources and mechanism to sustain its activities in the longer term. Government subsidy as 'first stream' income, student fees designated as 'second stream' income, and so-called 'third stream' income from short course fees, contracts, grants and intellectual property, etc. are all part of potential business models that have to be considered.

#### Possible consortium tactics

- 5.1 *Learn from a variety of business models:* Everything is not about fundraising; in fact, for sustainability, better business models should be considered. Each node has its own context and there is no 'recipe'. Partners can usefully compare business models linked to each particular context in order to get new ideas (Tanà provides a model worth considering).
- 5.2 *Treat fundraising as a consortium responsibility:* The burden of fundraising should not only be on the secretariat, although it should be responsible for its coordination. If partners are not assisting, or cannot assist in this process, the reasons should be better understood. Bringing in expertise to help write proposals, draw together evidence and discover new sources of funding might be useful if internal capacities are too stretched.
- 5.3 *Capitalize on synergies in funding interests among partners:* It will be ideal if the consortium can work towards an approach where all grant funding raised in partner nodes contribute explicitly to Periperi U objectives. Too much fragmentation in purpose will stymie progress. Reporting should highlight Periperi U value added to such grants and vice versa, and the synergies.
- 5.4 *Continue active searches for opportunities:* In spite of disappointments in the past, the consortium should continue to make special efforts to track strategic thrusts by the AU, the EU and others to

facilitate the exchange of credits and awarding of joint degrees among universities, facilitated by scholarships that enable mobility. The consortium link should provide significant power for fundraising from multiple conventional sources as well as specialised international research grant funding organisations such as IDRC, or national possibilities such as the South African the National Research Foundation<sup>171</sup>.

### Specific Recommendations for (potential) Funders

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Funding Periperi U requires a medium to long-term vision, but presents opportunities for significant impact. As this evaluation shows, Periperi U is a well-designed programme with a number of characteristics that facilitates success. It has done much and is starting to show emerging outcomes and impacts that are very encouraging – much more so given the relatively small investment that has brought Periperi U thus far. It has worked well with the available funding to get impressive results for relatively modest investments in specific strategic focus areas. Its key success factors are well in line with the notion of ‘collective impact’, which means that its stakeholders, including funders, can see short-term benefits but also need to recognise that most instances of deep social change – to which Periperi U wishes to contribute - come from gradual improvements across an entire system, and seldom from a single breakthrough or one individual organisation.

USAID OFDA has been (and may continue to be) a visionary funder. It demanded accountability for progress and results, yet ten years ago was prepared to take risks on an (at the time) untested model, without limiting results in advance to a specific solution or outcome. There is now a model in place that demonstrates results - a far safer investment than a decade ago.

Analysis of the role that the funding has played in the successes and challenges faced by Periperi U has led to the following key recommendations:

1. *Maintain the funding flexibility offered in the past; if necessary, this can be supplemented by ring-fenced funding to encourage strategic foci.* One of the factors supported Periperi U’s success is the flexible grant funding for core activities to make the consortium and programming in the partner nodes work well. This is essential to maintain. Funders will also enable better performance if they can provide more targeted supplemental and, if necessary, ring-fenced funding for purposes aligned with Periperi U’s strategic priorities and challenges.
2. *Allocate funding to the consortium in line with Periperi U’s strategic priorities, as long as they build on past strengths and achievements while eliminating key weaknesses identified in Phase III.* It is important to maintain the holistic nature of Periperi U; it is critical for sustaining momentum towards the variety of impacts that are emerging. Funding should therefore continue to support the five Strategic Focus Areas, with the management of the funding as in the past very well done fully under consortium control, guided by the secretariat. Funding should also be aligned with the recommendations resulting from this evaluation (see above), including but not limited to:

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<sup>171</sup> They have a number of relevant grant funding programmes, including in their international division which funds African academic networks.

- Ensuring that the secretariat has sufficient funding to maintain its crucial function and role in the successes of the consortium.
  - Establishing strategic partnerships and alliances to expand the footprint and influence of Periperi U in Africa and globally.
  - Research support that includes funding for specific priority thematic programmes, time release, funding for postgraduate students, interns/assistants and postdoctoral fellows, and international collaboration.
  - Enabling crucial improvements, such as
    - further staff capacity building in this domain through exposure, training and studies
    - a more dynamic quality assurance system based on consortium as well as international peer review and nuanced analyses of performance
    - an improved M&E system that captures all the nuances of Periperi U's performance, and including dedicated funding for its ongoing management for learning, accountability and knowledge generation; and
    - sufficient time to implement innovative communication and dissemination mechanisms cognisant of the three main consortium languages (e-library, website, social media, tailored publications, etc.).
3. *Support the demand side as an aspect that is crucial for realising the potential of Periperi U.* Insufficient funding has had a detrimental effect on Periperi U's efforts to realise its potential. This has been most visible in the applied research focus area, and in the lack of funding on the demand side. In other words, while there is keen and ongoing interest in Periperi U offerings and services in most partner nodes, given the resource-poor environments in which the programme operates, target audiences often cannot pay. Allocation of funding for short course participants, postgraduate studies, internships during and after studies, and research<sup>172</sup> will go a long way towards increasing the influence – and hence potential impact - of Periperi U across a variety of stakeholders.
4. *Ensure efficient funding administration.* Periperi U has been responsible and careful in how it has managed its budget. This has allowed each partner to evolve according to its own vision, context and priorities, yet encouraged working modestly with expenses in order to stretch the budget as far as possible. However, a variety of administrative and management challenges related to funding allocations and communication have stymied progress during Phase III. This has been in part the result of administrative aspects of the USAID OFDA funding process, as well as the high turnover in OFDA focal points for Periperi U over the past decade. If funding continues, it will be important for the efficiency and effectiveness of programme implementation to have close interaction with the Periperi U secretariat to ensure that the reasons for these challenges are well understood, and steps taken to ensure that they do not recur in future. It will furthermore be

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<sup>172</sup> In some cases staff and students have had to pay from their own pockets for research expenses.

important to require recording of financial expenses in a manner that provides insight into the number of direct beneficiaries, or the rationale if the funding is concentrated among only few.

### **Specific Recommendations for Authorities in Home Universities**

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**Key Recommendation 1: Consider the extent to which disaster risk science, and the approach of Periperi U, is a priority for the university and country, and if so, ensure active university support.**

Universities have different foci and approaches to supporting scholarship. It is imperative for home universities to determine whether this field of work is a priority. In consultation with the Periperi U partner, consider whether and how proposed strategic collaborations and partnerships, and initiatives that may flow from this, can benefit the university.

Provide support accordingly for maximal institutional benefit in the long term. Such support may include designating the area of work a strategic and operational priority, and making available expertise from e.g. administrative, communication and international liaison units in support of the work in this domain. It will be important to ensure that administrative and other university systems, such as communication and international liaison, as well as incentives systems support the field as university priority, and that the academic functions are appropriately integrated with the academic imperatives of the host unit. The latter is of specific importance in the case of the SU node of Periperi U, given its critical role in both the academic leadership in this field and as secretariat of the consortium.

**Key Recommendation 2: Adjust strategies and incentive structures to support embedding disaster risk science scholarship across departments and faculties/schools through a focus on module development, staff capacity strengthening and support for research.** To the extent possible and in discussion with the Periperi U partner, provide support for efforts to (i) build the capacities of staff interested in disaster risk reduction; (ii) develop cross-cutting modules on disaster risk reduction that can be embedded in different disciplines and scholarly field; and (iii) give time for staff (or provide additional human resources) to enable staff to conduct and supervise research that demonstrates and strengthens the notion of context-sensitive, boundary-spanning, engaged scholarship.

## ANNEXES

Refer to separate document with list of 17 annexes.