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Evaluation 2020/2

Independent Evaluation of SDC's Performance in Disaster Risk Reduction 2010-2017



Independent Evaluation of

SDC's Performance in Disaster Risk Reduction 2010-2017

Commissioned by the Evaluation and Corporate Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

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Bern, July 2020

I Evaluation Process

Evaluations commissioned by the SDC's Board of Directors were introduced in the SDC in 2002 with the aim of providing a more critical and independent assessment of the SDC activities. These Evaluations are conducted according to the OECD DAC Evaluation Standards and are part of the SDC's concept for implementing Article 170 of the Swiss Constitution, which requires Swiss Federal Offices to analyse the effectiveness of their activities. The SDC's **Senior Management** (consisting of the Director General and the heads of SDC's departments) approves the Evaluation Program. The **Evaluation and Corporate Controlling Division**, which reports directly to the Director General, commissions the evaluation, taking care to recruit independent evaluators and manages the evaluation process.

The Evaluation and Corporate Controlling Division identified the primary intended users of the evaluation, and invited them to participate in a **Core Learning Partnership (CLP)**. The Core Learning Partnership actively accompanied the evaluation process. It commented on the evaluation design (Approach Paper); it validated the evaluation methodology (Inception Report); and it provided feedback to the evaluation team on their preliminary findings. During a presentation on the Draft Evaluation Report, the Core Learning Partnership had the opportunity to comment on the evaluation findings, conclusions and recommendations.

The evaluation was carried out according to the evaluation standards specified in the Terms of Reference.

Based on the **Final Report of the Evaluators**, the **Senior Management Response (SMR)** was approved by the SDC's Board of Directors and signed by the SDC Director-General.

The SMR is published together with the **Final Report of the Evaluators**. Further details regarding the evaluation process are available in the evaluation report and its annexes.

Timetable

Step	When
Approach Paper finalized	September 2018
Implementation of the evaluation	November 2018 – August 2019
Senior Management Response in SDC	July 2020

II Senior Management Response

Introduction

The Swiss Agency for Development and Cooperation (SDC) commissioned an independent evaluation of the SDC's engagement in the Disaster Risk Reduction (DRR) sector from 2010 to 2017. The evaluation assessed the performance – relevance, effectiveness, efficiency and, to the extent possible, sustainability – of the SDC's strategies, programmes, projects and partnerships, as well as its operational instruments and institutional processes.

The evaluation team had access to the full range of SDC documentation. It interviewed a large number of key stakeholders, led focus group discussions, organised an online survey and conducted field visits to Peru/Bolivia, Chad, Morocco, Tajikistan and Thailand/Myanmar.

The Management Response was submitted to the Board of Directors for approval and signed by the SDC Director General. It sets forth concrete measures and actions to be taken, including the division of responsibilities and a time horizon for their implementation by the SDC units concerned.

Assessment of the evaluation

The evaluation was conducted by a team of independent experts in accordance with international standards. The evaluation process was well managed with the close involvement of the SDC's Core Learning Partnership (CLP) which comprises staff from all SDC departments and the Economic Cooperation and Development Division of the State Secretariat for Economic Affairs (SECO).

The evaluation report provides a timely and useful assessment of the activities the SDC undertakes in the DRR field. The main objectives – assessing the relevance, effectiveness and efficiency of the SDC's engagement in DRR – have been met by the evaluators. The SDC appreciates the comprehensiveness of the evaluation report and the sound analysis of key elements.

The report's analysis and resulting recommendations are considered to be relevant and useful for strengthening the strategic and operational orientation of the SDC's future work in DRR.

The SDC's senior management thanks the evaluation team and the SDC staff involved for their efforts in producing this substantial and comprehensive report. It would especially like to thank the offices that contributed to the field missions and case studies. The SDC's senior management is committed to implementing the recommendations set out in the Management Response.

Main findings

The SDC has contributed to reducing risk across its portfolio since well before 2010. In the focus period, the SDC invested at least CHF 462 million in DRR through 818 projects and 1,482 project phases; this represents roughly 3% of the SDC's annual budget. The evaluation grouped its main findings into three clusters:

- I. **Unique achievements and Swiss skills in DRR:** each of the DRR Lines of Action has produced knowledge and beneficial outcomes to varying degrees. The SDC is considered a dependable donor that influences others. The three DRR Lines of Action may be a good anchor, but the SDC faces challenges in packaging and marketing them internally as a unifying concept. While a DRR niche would include multiple key themes that the Swiss do well already, this unique expertise in DRR has not benefited from a systematically sustained focus. The SDC's investment in DRR since 2010 has covered a wide landscape including 14 types of action, 13 categories of hazard or crisis events and at least 114 countries or regions. While comprehensive, such breadth is also considered disparate at the portfolio level. Many themes are deeply anchored in the SDC (e.g. preparedness) and hold strong promise (e.g. eco-DRR), but they do not aggregate up to form a cohesive whole.
- II. **Unclear and fragmented vision:** inside and outside the DRR Guidance¹, the Lines of Action are unclear and open to many interpretations across the SDC. Not only is DRR not appropriate as an end goal that development actors can share, but no goal was identified to be jointly owned by all four departments. Threats are mostly managed in a patchwork manner in the SDC as they – or specific funding for them – arise. Geographical DRR funding priorities are also disbursed, with no discernible pattern or strategy. The interpretation of DRR also varies significantly between the SDC's Humanitarian Aid (HA) and development cooperation departments, between head office and the field. Current SDC structures for taking DRR to a new level are limited. Not unique to the SDC, the HA and development cooperation departments have largely had different cultures, languages and operational modalities since before the introduction of DRR.
- III. **SDC losing reputation as DRR leader:** the SDC is not the DRR world leader it once was; efforts suffer from decreasing visibility in an increasingly complex global environment. Many more actors have joined the field — perhaps born from the earlier era of the SDC's influence. While modern threats evolve fluidly with cascading effects, the SDC — at least at head office — is not keeping pace.

Key elements of the management response

The international community considers DRR as **the outcome** of preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development². Disaster Risk Management (DRM) is the application of DRR policies and strategies³ and is defined as **the process** to address the reduction of risks associated with natural events such as earthquakes, cyclones, forest fires, drought, floods, etc. The Sendai Framework for DRR 2015–2030, adopted in 2015, applies to the risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters caused by natural or man-made hazards, as well as related environmental, technological and biological hazards and risks⁴. DRM and DRR are often used synonymously and include reducing and managing risks and addressing vulnerabilities and exposure to hazard. The **SDC's DRR Guidance**, revised in 2018, is aligned with the Sendai Framework with some **exceptions**: For

¹ DRR Guidance (hitherto called the 'SDC Guidelines on Disaster Risk Reduction' – a binding 'category B guiding document')

² As defined in UNISDR Terminology on Disaster Risk Reduction, 2016

³ As defined in UNISDR Terminology on Disaster Risk Reduction, 2016

⁴ Sendai Framework for Disaster Risk Reduction 2015–2030

instance, biological hazards (e.g. epidemics and insect/animal infestation) are not covered by the DRR programmes of the SDC⁵.

The ongoing COVID-19 pandemic is an unprecedented event in modern human history, confirming the need for the SDC to re-evaluate and further align its DRR scope of application with the Sendai Framework, which highlights biological hazards, such as pandemics, as a major hazard for the 21st century. While the World Health Organization (WHO) has declared COVID-19 a pandemic, its underlying factors, vulnerabilities, and impact go well beyond the health sector. It is an example of **systemic risk**: when a hazard leads not only to negative effects in parts of the system but also threatens the failure of an entire – and global – system.

Out of the 9 recommendations, 5 are 'fully agree' (green), 4 are 'partially agree' (orange) and 0 are 'disagree' (red). The key measures are summarised below:

0. Gain high-level political commitment to DRR reform. The SDC's DRR performance will require a unified and strengthened commitment to DRR among the SDC's management at the highest levels.	
1. The SDC to articulate a unifying risk-proofed end goal (e.g. resilience) recognised by all departments.	
2. The SDC to establish specific priorities, jointly defining across departments a set of soft boundaries that make sense as a 'Swiss DRR niche'. To start, develop a whole-house Theory of Change (ToC) and, later, identify credit proposals that can be actively co-managed by multiple departments synergistically (e.g. risk financing, insurance, cash, eco-DRR).	
3. The SDC to develop a new shared strategy that more visibly unifies the whole 'house', which explores the best place for DRR, e.g. as a transversal theme. In the meantime, the SDC to document what has been learned from the DRR pilots above, leading to a DRR concept note.	
4. The SDC to risk-proof all high-level documents and cooperation strategies, including retroactively if possible. Continue to promote the Climate, Environment and Disaster Risk Integrated Guidance (CEDRIG) as a risk-proofing instrument, which may be applied to all development and humanitarian actions.	
5. Beyond humanitarian responses , the SDC to set geographic DRR priorities, based on evidence, that rank countries by risk level (i.e. neutrally, regardless of political priorities). The SDC to establish clarity on the DRR lines of action to help the HA and development departments recognise when they are (or should be) contributing to them.	
6. The SDC to deploy SHA experts more regularly to support DRR in development projects. The SDC to capitalise on SHA and secondees learning by providing all DRR-related deployees with more visible, systematic roles inside the SDC to consolidate and share their learning.	
7. The SDC should identify and enhance DRR among a set of partners that are valued by all departments. The SDC should also produce guidance, which is currently lacking, for Swiss Cooperation Offices (SCO) on where and how to identify or cultivate appropriate DRR partners and champions in national governments.	

⁵ The SDC's DRR Guidance, 2018

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| 8. The SDC should develop and launch at least one innovative 'pathfinder' project each year to which more than one department can actively contribute (from design to evaluation), thus pushing Switzerland forward on a specific DRR pathway. | |
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Bern, 06 July 2020



Signature: Patricia Danzi, SDC Director General

Annex: Overview of recommendations, management response and measures

Annex: Overview of recommendations, management response and measures

Recommendation 0		
<p>Gain high-level political commitment for DRR reform. The SDC's DRR performance will require a unified and strengthened commitment to DRR among the SDC's management at the highest levels. Since this is a prerequisite for every recommendation, we refer to it as <i>Recommendation '0'</i>.</p>		
Management response		
Fully agree	Partially agree	Disagree
<p>The SDC's senior management fully agrees with this recommendation; a unified and high-level political commitment for DRR and DRM is needed to meet the challenges of the 21st century. Marked by enormous global and interconnected challenges, such as financial instability, cyber fragility, more frequent and intensive disasters due to environmental mismanagement, population pressure, climate change and pandemics, risk patterns are increasingly compounded, systemic, interlinked, and multi-layered with cascading and devastating consequences that are difficult to foresee. At the same time, scientific innovation and technological progress has never been so advanced as today, offering new opportunities to confront these challenges.</p> <p>In the past decade, the international community's perception of DRR has shifted from 'disaster management' to 'risk management'. The same is true for the SDC. But today, even greater reflection and attention is needed on complex threats and risks, and on how we deal with it so development is sustainable and resilient and no one is left behind. More efforts are needed to align and operationalise the agreed global agendas on addressing risk, climate change and sustainable development. The Sendai Framework for DRR, the 2030 Agenda and the United Nations Framework Convention on Climate Change (UNFCCC) process are all interlinked; the need to reduce losses from disasters are enshrined in both humanitarian aid and development efforts.</p> <p>Alleviating suffering and poverty in the world and achieving sustainable development are at the heart of Switzerland's international cooperation mandate. Two of the four thematic priorities set out in Switzerland's International Cooperation Strategy 2021–24 (IC Strategy 2021–24) are strongly related to the DRR issue, i.e. Objective 2: addressing climate change and its adverse effects and managing natural resources sustainably (the environment) and Objective 3: saving lives, ensuring basic services, especially in relation to education and healthcare, and reducing the causes of forced and irregular migration (human development). DRR also remains one of the four main pillars of SDC's Humanitarian Aid.</p> <p>A binding communication by the Director General of the SDC to all staff dated 30 April 2019 set out the SDC senior management's commitment to integrate climate, environment and disaster risk considerations in all future SDC strategies and to risk-proof new initiatives. The use of CEDRIG is recommended.</p> <p>While there is a shared acknowledgement that a better integration of <i>disaster risk</i> into the SDC's programming and operations is necessary, the SDC's departments and operational divisions have different understandings of DRR. The SDC senior management agrees that a common understanding of DRR still needs to emerge within the SDC as a whole, including a high-level commitment to DRR and an integration pathway for climate change, DRR and environmental issues in the SDC's programmes and operations.</p>		

Recommendation 1		
The SDC to articulate a unifying risk-proofed end goal (e.g. resilience) recognised by all departments. Subsequently (or as a start) facilitate inclusive dialogue to clarify the role of DRR in achieving that end goal and/or to determine where the synergies lie (and to what extent they can jointly contribute to reduced risk).		
Management response		
Fully agree	Partially agree	Disagree
1A (gradual). Articulate links more clearly between HA's and development cooperation departments' end goals.	1B (game changer). Establish a common all-SDC end goal with 'resilience' as one example.	
<p>Disasters threaten development gains, push people back into poverty and cause human suffering and displacement. Only concerted efforts can overcome these challenges. The articulation of a joint, up-to-date understanding and vision of DRR, which is owned by all SDC departments and divisions, is essential to make the best use of DRR. The SDC's senior management fully agrees with recommendation 1A to clearly spell out links between the HA and development cooperation departments by developing a common understanding of DRR with a clear ToC.</p> <p>The SDC will therefore revise its DRR Guidance and develop an SDC-wide vision for DRR, including a ToC, which involves all of the SDC's departments and reflects the vision of the concerned units of SECO and the Human Security Division (HSD) of the Federal Department of Foreign Affairs (FDFA).</p> <p>The SDC understands that aid choices involve trade-offs and create or reduce risks. There is close interaction between disasters and development (and vice versa). In this sense, development efforts and humanitarian aid call for the integration of <i>risk and resilience</i> for sustainable development and human welfare that is not compromised by natural hazards. At the beginning of risk-informed development stands an appropriate and multi-hazard risk assessment taking longer-term impacts of climate change into consideration.</p> <p>To transcend the humanitarian-development divide, a risk management approach addressing the root causes of disasters and facilitating a full integration of short-term responses into resilience-based development is an appropriate conceptual framework.</p>		
Measures	Responsibility	Timing
With the commitment of the senior management, engage in a process of setting up a unified understanding of DRR processes and establish a ToC that reflects a common understanding of DRR for all the SDC's departments and the vision of relevant SECO units and the HSD of the FDFA.	Multi-H (DRR team)	July 2020 – August 2021

Recommendation 2		
The SDC to establish specific priorities, jointly defining across departments a set of soft boundaries that make sense as a 'Swiss DRR niche'. To start, develop a whole-house ToC and, later, identify credit proposals that can be actively co-managed by multiple departments synergistically (e.g. risk financing, insurance, cash, eco-DRR).		
Management response		
Fully agree	Partially agree	Disagree
2A (gradual). Identify DRR priorities for action shared/co-financed by the SDC's departments.	2B (game changer). Set more specific priorities: jointly define a set of soft boundaries that make sense for the SDC (a Swiss DRR niche).	

Developing the ToC and revising the SDC's DRR Guidance will be instrumental in shaping an up-to-date, joint understanding of DRR which reflects the mandates of each of the SDC's departments, and implementation pathways including climate, environment and disaster risks. The **joint DRR ToC will strengthen the systemic approach to building resilience and risk-informed development** and the revised DRR Guidance will provide information on shaping an approach to DRR in line with the SFDRR targets⁶.

Following the above, DRR will also require **continued joint humanitarian and development efforts at operational level**. Co-financed and jointly managed programming and projects at country, regional and multilateral level exist and the SDC will carry on with and promote this practice in relation to DRR.

The SDC's senior management acknowledges the **unique Swiss expertise in what is termed the Swiss DRR niche**⁷ in the evaluation report (section 4.1.2) and the recommendation to identify priorities for action in a given DRR niche. The proposed *niche* will be more clearly spelt out regarding a **practicable thematic system boundary** for DRR (including water and watershed, eco-DRR, also covering the interfaces with climate change, food security, etc., but excluding, e.g. industrial hazards).

In addition to the thematic niche, Swiss strengths also include an overall risk assessment process and risk management in **system-wide approaches to DRR**. This is based on Switzerland's long-standing experience as a mountainous country in dealing with disaster risks and its understanding of DRM. It includes a process of prevention, preparedness, readiness for action and 'building back better'; it is cross-sectoral and relevant to local, sub-national, national, regional and global risk governance and risk transfer mechanisms. DRR encompasses an understanding of hazards, vulnerabilities and risks, including in conflict and fragile contexts.

The **increased systemic and interlinked nature of risks**, however, **requires the SDC to further develop its understanding and approach to DRR** in order to incentivise transdisciplinary, integrated, multi-sectoral risk assessments and efforts to improve efficiency, and to allow for connected, collective and whole-of-society action. The SDC will continue to put forward its systemic approach to DRR when defining DRR priorities across the SDC's departments and in its mainstreaming approaches to risk-proofed development initiatives.

Measures	Responsibility	Timing
Based on the unified DRR understanding and vision defined in the ToC (Rec. 1) update/revise the existing DRR Guidance in a consultative process with strong involvement of the Cluster Green networks and all the SDC's departments.	Multi-H (DRR team)	July 2020 – August 2021

⁶ Sendai Framework for DRR priority actions: 1. understanding disaster risk, 2. strengthening disaster risk governance, 3. investing in DRR for resilience, 4. enhancing disaster preparedness for effective response, and 'Building Back Better'

⁷ The evaluators see particular visibility of the Swiss DRR engagement in the fields of:

- water and watershed management,
- eco-DRR, especially in mountainous landscapes,
- risk governance (global, decentralisation incl., but not limited to, fragile, conflict-sensitive geographies), and
- risk transfer (through risk financing, insurance, etc.)

Recommendation 3		
The SDC to develop a new shared strategy that more visibly unifies the whole 'house', which explores the best place for DRR, e.g. as a transversal theme. In the meantime, the SDC to document what has been learned from the DRR pilots above, leading to a DRR concept note.		
Management response		
Fully agree	Partially agree	Disagree
3A (gradual). Develop a DRR Strategy 'concept note'.	3B (game changer). Develop a shared Strategy	
The SDC's senior management takes note of the recommendation and the argument for a new shared strategy. It came to the conclusion that the revised SDC DRR Guidance, based on an SDC DRR ToC , will provide clear strategic guidance and is of a sufficiently binding nature to inform the country, regional and global programmes on integrating DRM into their interventions.		
Measures	Responsibility	Timing
See Recommendations 1 and 2.		

Recommendation 4		
The SDC to 'risk proof' all high-level documents and cooperation strategies, including retroactively where possible. Continue to promote CEDRIG as a risk-proofing instrument, which may be applied to all development and humanitarian actions.		
Management response		
Fully agree	Partially agree	Disagree
The SDC's senior management agrees with the recommendation to risk-proof all relevant high-level documents . The recommendation is in line with the SDC's Director General's communication to all staff dated 30 April 2019, which calls for the integration of climate, environment and disaster risks into all upcoming SDC cooperation programmes and entry proposals. Consequently, the SDC will continue to systematically apply CEDRIG or other adequate risk-screening tools to tackle climate, environment and disaster risks with a forward-looking perspective, without retroactively upgrading the existing high-level documents, and risk-screen new country programmes, projects or project phases at an early planning stage.		
Measures	Responsibility	Timing
<ul style="list-style-type: none"> - Request mandatory information on the integration of medium-term climate, environment and disaster risks and include this aspect in the <i>SDC Guidance for the Elaboration and Approval of Cooperation Programmes</i> - Designate individuals with thematic responsibilities within each operational unit of the SDC with a dedicated mandate to act as contact and resource persons for the green topics. They will be responsible for consultations on new projects, project phases, programmes and quality assurance by explicitly addressing climate change, environment and disaster risks (supported by the Cluster Green focal points) - Operational units to engage in risk screening at an early planning stage in order to allow for risk- 	SDC senior management	Ongoing
	All operational and thematic divisions (head office and field staff)	Ongoing
	Operational divisions	Ongoing

<p>informed decision-making (supported by the individuals with thematic responsibilities and Cluster Green ahead of OpCom discussions)</p> <p>- Cluster Green focal points to assist with advisory and expert support (including the development of working aids) with respect to cooperation programmes and project screening, including holding training courses for head office, field staff and partners (i.e. CEDRIG training, thematic training)</p>	Cluster Green	Ongoing
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Recommendation 5

Beyond humanitarian responses, the SDC to set geographic DRR priorities, based on evidence, that rank countries by risk level (i.e. neutrally, regardless of political priorities). The SDC to establish clarity on the DRR lines of action to help HA and development departments recognise when they are (or should be) contributing to them. Alternatively, adopt an OECD-inspired marker approach to SDC-funded actions that will also support Sendai reporting. *Clarify DRR scope and lines of action.*

Management response

Fully agree

Partially agree

Disagree

The SDC's senior management places strong **focus on prevention and preparedness, and on anticipatory action** to disaster risks, and emphasises that all future SDC programming has to integrate climate, environment and disaster risks.

While the DRR lines of action in the HA and development departments have to be more clearly spelt out (see also Recommendation 1A), the SDC's senior management only **partially agrees** with the recommendation to set evidence-based geographical DRR priorities that rank countries by risk level. ***Operational priorities in a cooperation programme are defined according to a range of well-analysed criteria pertaining to the needs of the partner country, bilateral relations and value added represented by the Swiss presence.*** DRR may well be selected as a strategic focus where a need is identified, as is the case, for instance, in Tajikistan, Haiti, or Central America. Climate risks are to be included in a forward-looking perspective, for example based on the new foresight report produced by the SDC.

In 2019, the **SDC introduced a new DRR policy marker** based on the OECD guidelines and the Sendai Framework for DRR. The implementation of the Sendai Framework and related strategic fields is broadly supported by the SDC.

Measures	Responsibility	Timing
When cooperation programmes are prepared/ revised or after a major disaster triggering a response e.g. from SDC's Humanitarian Aid, consider planning and implementing DRR actions by focussing on risk-informed and preventive action. Particularly consider the risks and potential impact of rapid and slow-onset disasters on the most vulnerable people, especially in fragile, conflict and disaster-prone countries, so that no one is left behind.	Operational divisions and units of the SDC / integrated embassies	Ongoing

Recommendation 6		
<p>The SDC to deploy SHA experts more regularly to support DRR in development projects. The SDC to capitalise on SHA and secondee learning by providing all DRR-related deployees with more visible, systematic roles inside the SDC in order to consolidate and share their learning. The SDC to equip regional hubs more strategically to promote learning. <i>Organise human resources to systematise DRR learning.</i></p>		
Management response		
Fully agree	Partially agree	Disagree
<p>The SDC's senior management agrees with the recommendation to bundle DRR expertise and related topics in development and humanitarian programming more systematically. Hence, the SDC will further strengthen the integration of DRR experiences and lessons learned into the learning circle fostered through the SDC's DRR thematic network, the Cluster Green networks, as well as the specialised SHA Group on DRR & environment. This also includes experiences and learnings from the DRR-related activities of the other federal offices involved, particularly SECO and the HSD. To ensure the best possible knowledge management, particular attention is to be paid to the regional hubs such as in Bangkok and Lima.</p> <p>Depending on the context, thematic expertise in the operational units and the capacity building of programme officers in cooperation offices are to be increased. More thematic expertise is needed, for example, in the African and South/Central Asian regions, where climate change is expected to increase disaster risk and to have negative impacts on food security, natural resources management and water issues. This coincides with the increased geographical focus on Africa and Asia.</p> <p>Collaboration with other offices of the Federal Administration and independent experts complements the SDC's in-house thematic expertise and is to be used whenever and wherever meaningful.</p>		
Measures	Responsibility	Timing
- Reinforce thematic support in green topics for and in all the SDC's regions.	Heads of department and operational divisions	Q3 2020 ongoing
- Strengthen SDC and partner staff capacity to support quality integration of climate change, DRR and the environment into the SDC's programmes and projects (see also Recommendation 4)	Integrated embassies / cooperation offices / geographic divisions	Ongoing
- Foster capitalisation of DRR projects, programmes and knowledge management, prioritising countries where the DRR programmes are being phased out (Morocco, Pakistan, Bolivia), and foster innovative approaches (see also Recommendation 8)	DRR Network	Ongoing
- Continue the collaboration with other federal offices, for instance under the service agreement between the SDC's DRR Thematic Network and the Federal Office for the Environment (FOEN) on support related to natural hazards, climate change and chemicals.	Multi-H/DRR Network	Ongoing

Recommendation 7		
<p>The SDC should identify and enhance DRR among a set of partners that are valued by all departments (as opposed to further exacerbating the development/humanitarian rift where each department nurtures a different set; those uniquely mandated for DRR do not apply here). The SDC should also produce guidance, which is currently lacking, for SCO on where and how to identify or cultivate appropriate DRR partners and champions in national governments. <i>Develop a proactive (not reactive) rationale in the selection of multilateral and other partners and in relationship management.</i></p>		
Management response		
Fully agree	Partially agree	Disagree
<p>The SDC works with a variety of bilateral and multilateral partners to fulfil its mandate. Such partners may be governments, multilateral organisations, private companies, NGOs, universities or other relevant actors.</p> <p>On a bilateral level, advice for SCOs on how to identify and cultivate appropriate DRR partners and champions at national and local level will be incorporated into the revised DRR Guidance. On national level, for a long time DRR was seen as the main responsibility of the ministries for civil protection or emergency management. With the increasing understanding that risks, its effects and its underlying root causes are often of a systemic nature, risk management becomes the responsibility of all sectors and ministries and requires a whole-of-society approach.</p> <p>On a multilateral level, partnership management with development banks, UN agencies, NGOs, civil society networks and the private sector are within different departments and organisational units at SDC head office. The entire SDC thematic lead for DRR is anchored in the Multilateral Division of the Humanitarian Aid Department, which coordinates and leads Switzerland's DRR positioning in multilateral forums and processes, such as the Sendai Framework for DRR. Given that DRR is relevant to all sectors, DRR issues are also relevant to most of Switzerland's strategic partnerships. Cooperation on DRR within the SDC's departments and operational divisions is happening, but there is potential to use synergies better and improve exchanges and coordination between the different focal points for multilateral institutions and strategic partnerships. Developing the ToC and revising the SDC's DRR Guidance will be instrumental in shaping a common understanding of DRR for more focused DRR policy dialogue on a global and multilateral level, and engaging in new partnerships such as with the private sector and emerging topics related to, for example, digitalisation.</p>		
Measures	Responsibility	Timing
<ul style="list-style-type: none"> - Strategically strengthen the DRR capacity of the SDC's key international and national partners where relevant. - Improve exchange and coordination within the SDC between focal points for multilateral partner organisations for DRR-relevant multilateral partners such as the WB, ADB, AfDB, GCF, UNDP, IFRC, WFP, GFDRR, UNDRR,⁸ etc. through the periodic exchange meetings and other channels. 	Multi-H, GC, GI and geographic division if relevant	Ongoing
	Multilateral Network	Q3 2020 ongoing

⁸ WB = World Bank; ADB = Asian Development Bank; AfDB = African Development Bank; GCF = Green Climate Fund; UNDP = United Nations Development Programme; IFRC = International Federal of Red Cross and Red Crescent Society; WFP = World Food Programme; GFDRR = Global Facility for Disaster Reduction and Recovery ; UNDRR = United Nations Office for Disaster Risk Reduction

- ToC and DRR Guidance: see Recommendations 1 and 2. Will be adapted and include recommendations on more targeted DRR dialogue at global and multilateral levels and on cultivating appropriate DRR partners and champions in national governments.		
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Recommendation 8		
The SDC should develop and launch at least one innovative 'pathfinder' project each year to which more than one department can actively contribute (from design to evaluation), thus pushing Switzerland forward on a specific DRR pathway (i.e. within the Swiss DRR niche). <i>Steer 'pathfinder' projects to explore risk reducing efforts at the front line of Swiss expertise, nurturing DRR innovation within the Swiss niche.</i>		
Management response		
Fully agree	Partially agree	Disagree
The SDC's senior management fully agrees with this recommendation and will continue to foster innovation in DRR by creating and supporting new projects and by further encouraging and strengthening peer learning. Active promotion and communication of innovation will be done to a wider audience.		
Measures	Responsibility	Timing
Develop / co-fund innovative pathfinder projects, in particular as regards the integration of disaster, environment and climate risks.	Operational divisions with advise from Cluster Green	Q3 2020 ongoing

III Evaluators' Final Report

Commissioned by the Evaluation and Corporate Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

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List of acronyms and abbreviations

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
AHA	ASEAN Centre for Humanitarian Assistance on Disaster Management
ASEAN	Association of Southeast Asian Nations
ASFCC	Asian Social Forestry and Climate Change Programme
BABS	Bundesamt für Bevölkerungsschutz und Sport
BAFU	Bundesamt für Umwelt
BAU	Business as Usual
BBB	Build Back Better and Build Better Before
BTORs	Back to Office Report
CC/CCA	Climate Change/Climate Change Adaptation
CCM	Core Contribution Management
CDE	Centre for Development and the Environment (of University of Bern)
CEDRIG	Climate, Environment and Disaster Risk Reduction Integration Guidance
CHF	Swiss Franc
CLP	Core Learning Partnership
CRED	Centre for Research on the Epidemiology of Disasters
DAC	Development Assistance Committee
DDC	Direction du Développement et de la Coopération (French translation of SDC)
DEV	Development
DHS	Human Security Division
DRR/DRM	Disaster Risk Reduction/Management
EC	European Commission
EEC	European Economic Community
EQ	Evaluation Question
EU	European Union
EWS	Early Warning System
FA	Framework Agreement
FAO	Food and Agriculture Organisation
FFP	Fund for Peace
FDFA	Federal Department of Foreign Affairs
FOCP	Federal Office for Civil Protection (English translation of BABS)
FOEN	Federal Office for the Environment (German translation of BAFU)
GC	Global Cooperation
GCF	Green Climate Fund
GEF	Global Environment Facility
GFDRR	Global Facility for Disaster Reduction and Recovery
GHG	Greenhouse Gas
GNDR	Global Network of Civil Society Organisations for Disaster Reduction

GP	Global Program
HA	Humanitarian Aid
HFA	Hyogo Framework for Action
HQ	Headquarter
ICRC	International Committee of the Red Cross
IDRM/IRM	Integrated (Disaster) Risk Management
IFCR	International Federation of Red Cross and Red Crescent Societies
IFIs	International Financial Institutions
IFRC	International Federation of the Red Cross
LAC	Latin America and the Caribbean
MENA	Middle East and North Africa
NDMA	National Disaster Management Authorities
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-Operation and Development
PA	Portfolio Analysis
PLANAT	Swiss National Platform for Natural Hazards
RCRC	Red Cross and Red Crescent
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs
SENAHMI	National Service for Hydrology and Meteorology in Peru
SENAP	Southern Africa, East and North Africa, Occupied Palestinian Territory
SFA	Sendai Framework for Action
SFDRR	Sendai Framework for Disaster Risk Reduction
SHA/SKH	Swiss Humanitarian Aid Unit (or Schweizerische Korps für humanitäre Hilfe)
TA	Technical Assistance
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCC	United Nations
UNFPA	United Nations Population Fund
UNDRR	United Nations Office for Disaster Risk Reduction (changed to UNDRR in 2019)
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHS	World Humanitarian Summit
WOGA	Whole of Government Approach

Executive Summary

Purpose and audience of the evaluation

The overall aim of this strategic evaluation carried out by Particip is to independently compile a body of evidence on how the Swiss Agency for Development and Cooperation (SDC) has contributed to reducing disaster risk, for the period 2010-2017, and how that contribution compares to international practice. While the evaluation was tasked by SDC's board of directors to provide a status check on SDC performance in Disaster Risk Reduction (DRR) and in particular natural hazard-related topics mandated to the Humanitarian Aid (HA) Department, it rapidly became clear that use of the term DRR could neglect valuable work done by the three development cooperation departments using other terms for their work. While the whole of SDC is therefore considered the prime audience, the evaluation was designed to also inform risk reduction within the 2021-24 Swiss Dispatch, and to support the SDC Directorates' accountability towards Parliament and the public.

SDC DRR intervention

SDC has contributed to reducing risk across its portfolio since well before 2010. In the focus period, SDC invested at least 462 million CHF on disaster risk reduction, through 818 projects and 1482 project phases; this represents roughly 3% of SDC's annual budget. The HA Department has the DRR mandate, a delegated DRR office, management of the DRR Thematic Network and the SHA Unit (with experts that are regularly deployed or seconded to promote DRR), as well as the largest overall portion of 'DRR-tagged' funding invested in programmes and projects worldwide (compared to the other departments). These elements are

collectively guided by Dispatch 2017-20 which, as the second of seven Strategic Objectives, aims *"to prevent and manage the consequences of crisis and disasters, and of fragility, promote conflict transformation"*. In line with the 2018 DRR Guidelines, this objective is achieved through three operational 'Lines of Action', namely Targeted DRR, Mainstreaming and Influencing DRR.

Methodology

The evaluation featured a mixed methods approach, structured around eight evaluation questions grouped under the headings of what SDC positions itself to do, what SDC does and how, and what SDC efforts lead to. The team carried out five geographic case studies (field visits in Bolivia/Peru, Chad, Morocco, Tajikistan and Thailand/Myanmar) and three thematic case studies (climate change, value for money and organisational modalities). A total of 142 interviews, 116 project-related documents and 24 Swiss policies and 92 survey respondents also contributed evaluative evidence that was triangulated.

Conclusions

Robust findings led to conclusions that the team grouped into three clusters: unique achievements and Swiss skills in DRR, unclear and fragmented vision, and SDC losing visibility as a DRR leader.

Cluster A: Unique achievements and Swiss skills in DRR

C1. Meaningful contributions across three DRR Lines of Action: Each of the DRR Lines of Action has produced knowledge and beneficial outcomes to varying degrees. Through partnership,

advocacy, board membership and secondments, SDC is considered a dependable donor that influences others. Preparedness and risk knowledge are effective measures; cooperation offices efficiently use technical assistance to tailor local projects, regularly building capacity among national entities. Indeed, these Targeted DRR actions invest generally in the right resources, leverage strategically, and most lead to sustainability. While less than optimally marketed, CEDRIG is a valuable SDC-designed tool to risk-proof development plans. DRR mainstreaming across SDC enhances above all efforts in water, shelter and agriculture/food security actions.

C2. Swiss expertise features unique strengths that promote DRR: Out of a very varied DRR portfolio surfaces a select few themes that are quintessentially 'Swiss'. Many dynamics combine to provide SDC the legitimacy and in-house expertise required to undertake conflict-sensitive programming that few other donors can. Elements that best embody the Swiss geo-political history and topography also form critical underpinnings of an integrated risk management approach. While a DRR-niche would include multiple key themes that the Swiss do well already, this unique expertise in DRR has not benefited from a systematically sustained focus that it would require to thrive.

C3. Useful focus on multi-level approaches: Practical SDC contributions occur at multiple levels. Some (especially Targeted DRR efforts) start at the 'bottom' i.e., community preparedness, and scale up to influence national policy. More DRR investment (influencing) starts at the 'top', such as climate financing and global frameworks (e.g., Sendai) aiming to strengthen enabling environments and trickle down. Since 2013, SDC established Regional DRR Focal Points,

contributing to mainstreaming and other Lines of Action. Missing from this is a system-wide approach that lays out how SDC links these levels to form a cohesive package. The three DRR Lines of Action may be a good anchor, but HA has challenges to package and market them internally as a unifying concept.

C4. SDC Investment in DRR is strong and wide, but patchwork: SDC investment in DRR since 2010 has covered a wide landscape including 14 types of action, 13 categories of hazard or crisis events and at least 114 countries or regions. While comprehensive, such breadth is also considered irregular or disparate at the portfolio level. Many themes are deeply anchored in SDC (e.g. preparedness) and hold strong promise, (e.g., eco-DRR) but they do not aggregate up to form a cohesive whole.

C2. DRR-related objectives achieved under many names: Stakeholders unanimously agree that SDC manages the consequences of crises effectively (and abundantly), but SDC stakeholders are divided on whether the current balance between investment in humanitarian response and risk reduction is appropriate. Many related achievements do not refer to the term DRR or are not captured by the portfolio analysis, making it difficult to quantify progress. SDC climate change adaptation investments are DRR efforts under a different name, managed by a different department, as is much of natural resource and watershed management.

Cluster B: Unclear and fragmented vision

C6. DRR Guidance does not propose an end goal that development actors can share: Inside and outside the DRR Guidelines, the Lines of Action are unclear, open to many interpretations across SDC. Not only is DRR not

appropriate as an ‘end-goal’, but no goal was identified to be jointly owned by all four departments. While ‘resilience’ is mentioned when describing the purpose, the Guidelines promote DRR as a ‘risk management’ approach - which is in stark contrast to a set of integrated efforts leading to an ultimate, more positively slanted and shared result.

C7. No common agreement on DRR threats and priorities: Threats are mostly managed in a patchwork manner in SDC as they - or specific funding for them - arise. Geographical DRR priorities are also disbursed and opportunistic, with no discernible pattern or strategy. There are also distinct differences in interpreting DRR between HA and development cooperation, between headquarters and the field. While individual staff members had an in-depth understanding of specific modalities, issues and tasks, very few had sufficiently wide experience to articulate a systems-wide understanding of how organisational elements and work streams can build synergy to optimise DRR impact. SDC is not getting the optimal alignment and impact of its resources.

C8. Complex organisational structures/modalities stifle DRR synergies: Current SDC structures and HA - development cooperation departments are limited to take DRR to a new level. Divided also by separate buildings, the ‘wall’ stands strong despite many sustained efforts to push through it. Not unique to SDC, HA and development departments have largely different cultures, languages and operational modalities since before the introduction of DRR.

Cluster C: SDC loosing reputation as DRR leader

C9. Complex, crowded and growing playing field: SDC is not the DRR world

leader it once was; efforts suffer from decreasing visibility in an increasingly complex global environment. Swiss Innovation in DRR is infrequent. Many more actors have joined the field—perhaps born from the earlier era of SDC influence. While modern threats evolve fluidly with cascading effects, SDC—at least at headquarters—is not keeping pace.

C10. Challenges to capitalize on DRR learning: SDC has a ‘learn and let go’ attitude; while it actively enables the production of DRR learning e.g., through secondments and backstopping, it does not cherish and nurture it in-house. A hefty amount of DRR learning leaves the organisation with each departing SHA or other DRR secondee. While still beneficial for (receiving) partners, this DRR brain drain is a lost opportunity for SDC to grow.

Recommendations

Emerging from the above conclusions, the main recommendations are either strategic or operational, with structure following strategy in this case. Two scenarios are proposed to help SDC prepare the critical foundations for a more concise and impactful strategic DRR approach. While the chosen path may be a combination of the two scenarios, they could also be seen as sequential steps, starting with the more modest Gradual (“A”) and easing into the transformative change we call a Game-Changer (“B”). The basic premise for both the gradual and the game-changer scenario is that any further improvements in SDC’s DRR performance will require a unified and strengthened commitment for DRR among SDC leadership at the highest levels. This is considered Recommendation “0”, a sine qua non. Readers are invited to read more about the eight recommendations underpinning both scenarios in the main report.

Gradual scenario (A)

The Gradual scenario can begin once leadership owns the plan. While a shared end-goal is to be established for SDC as a whole, the HA/DRR office is recommended to facilitate a more thorough, deliberate dialogue that starts with the four current goal sets of the departments to map all possible links between them. Then HA or a neutral broker can facilitate cross-department exchanges with delegated DRR focal points to jointly determine which Line of Action in the current DRR Guidelines could be more deliberately taken up with development departments and to identify specific actions that two or three of the departments could co-finance, or share. Learning from the co-financing, DRR focal points would help document a DRR synergy or strategy concept to lay out how the existing modalities of DRR can be strengthened. For example, CEDRIG can be enhanced and marketed more thoroughly as a requirement to risk-proof cooperation strategies and internal policies (SDC is already moving in this direction). Clustering the DRR network with climate/environment can also build efficiencies and incentives (SDC is also piloting a cluster approach). The DRR Guidelines can be carefully rearticulated with clearer, more unifying lines of action that resonate across the departments. Lastly, human resource strategies can be adapted to better capitalise on both staff and SHA Experts or general secondees. A strategy concept paper could also describe a more deliberate path to harmonise strategic partnerships across SDC without pinning them to single departments; additionally, it could map ways to start to already develop a Swiss DRR-niche with a plan for innovation.

Game-changer Scenario (B)

In the more strongly recommended game-changer scenario, SDC would begin a

change management process that starts with the identification of an end goal owned by the full 'house' e.g., 'risk-proofed sustainable development' or 'resilience'. DRR may be better modelled—like gender—as one integrated transversal approach supporting the shared vision, as opposed to a stand-alone approach, unit or Thematic Network. As a new shared theory of change is developed, priorities would be established deliberately, seizing the opportunity to focus (outside humanitarian response) on a narrower Swiss-niche increasing SDC visibility and leadership. A whole-house strategy would be developed to include physical structures that impede a wall between HA and development, such as geographic offices rather than four departments as well as shared budget lines, risk-proofed policies and cooperation agreements, clearer DRR scopes and lines of action, human resource strategies that preserve learning, more insightful partner strategies and planned innovation (i.e. at Targeted DRR level) to nurture the niche. While this scenario highlights the institutional setup, DRR-technical enhancements, featured in the scenario below, are also important.

Operational recommendations for SDC that are pertinent in both scenarios include: i) Risk proofing all high-level documents and Cooperation Strategies, even retroactively if possible; ii) Continue to promote CEDRIG as a risk-proofing instrument, eventually for all development and humanitarian actions; iii) SDC to set geographic DRR priorities based on evidence that ranks countries by risk level (i.e. neutrally, regardless of political priorities); iv) SDC to establish clarity on the DRR lines of action to help HA and development departments recognise when they are or should be contributing to them; v) SDC to employ SHA experts more regularly to support DRR in development projects and to equip

regional hubs more strategically to promote learning; vi) SDC to identify and enhance DRR among a set of partners that are valued by all departments and should also develop missing guidance to Swiss Embassies/Cooperation Offices about where and how to identify or cultivate appropriate DRR partners and champions in national governments; vii) SDC to develop and launch each year at least one innovative pilot project to which more than one department can actively contribute (from design to evaluation) and that pushes Switzerland forward on a specific DRR pathway (i.e. within the Swiss DRR niche).

The future of DRR

Despite strong localised DRR efforts and a Swiss-niche that few other donors can claim, if there is no major change in mindset leading to a shared strategy across the 'house', DRR in SDC (beyond the control of current actors who are doing everything in their power) may remain marginalized and patchwork, and SDC may continue to fade as a global DRR partner. SDC, however, is not alone in facing these DRR-related challenges. Reinforced by the nexus debates (which have a tighter focus on fragile contexts than on natural hazards), SDC could also learn from and join forces with other donors and actors who are exploring or piloting ways to radically reform their approach to development cooperation, with an eye to integrate development and disaster risk reduction without endangering humanitarian principles

1 Introduction

1.1 Structure of the report

This final report presents the results of the work carried out throughout the evaluation process and is composed of the following sections:

- Section 1 describes the scope, objectives and main stakeholders of the evaluation;
- Section 2 summarises key elements of the context and the methodology applied;
- Section 3 presents the main findings and provides answers to the Evaluation Questions (EQs) which structured data collection and analysis;
- Section 4 proposes the conclusions;
- Section 5 focuses on **recommendations**.

Complementary information is provided in various **annexes**.

1.2 Purpose, objectives and scope of the evaluation

The **purpose** of this evaluation was to build an evidence base for the implementation of the SDC's Guidelines on Disaster Risk Reduction (DRR), and programmes and partnerships established by SDC to address DRR on global, regional and national levels.

The evaluation was designed to:

- Contribute to strategic decision-making (i.e. for the Dispatch 2021-2024),
- Derive lessons learnt in order to improve institutional performance, and
- Serve as one measure of accountability towards the Parliament and the public.

The evaluation assessed the extent to which and how DRR practice is currently and should be applied across the SDC. The evaluation team identified successes, challenges and opportunities for DRR within the SDC as well as a comparison of SDC's performance with other practices when feasible.

The **temporal scope** was 2010-2017, covering almost three Swiss Dispatches, including but not limited to, an estimated tentative total of approximately 461.9 million CHF, 818 projects with 1,482 'project phases', identified by the DRR Portfolio Analysis. The evaluation was both backward (2010-2018) - and forward-looking (building on good practice to suggest ways SDC can reshape the future of DRR).

The **geographic scope** of the evaluation was global (see below SDC partner countries covered by the evaluation).

While the **Whole of Government Approach** (WoGA) was explored as was feasible, this is not an evaluation of any specific department, division, department, network, component or project/programme inside or outside SDC.

1.3 Evaluation users and stakeholders

The prime audience for this evaluation is SDC. Core Learning Partnership (CLP) members include representatives of SDC (mainly from: Humanitarian Aid – HA; South Cooperation; Cooperation with Eastern Europe; and Global Cooperation) and SECO.

1.4 Understanding DRR in Swiss context

SDC's three main "Lines of Action" to address DRR include: i) targeted DRR actions, ii) mainstreaming, and iii) influencing (SDC's 2018 DRR Guidelines, p13 and Exhibit 1

provides the descriptions of the three Lines of Action). In line with definitions used in frameworks agreed at the global level, SDC describes therein **a vague perspective on DRR-related terms/concepts**, leaving them open to many interpretations.

Exhibit 1 Line of Action descriptions in the DRR Guidelines

<i>Line of Action</i>	<i>Description (ref Guidelines)</i>
Targeted DRR	We assume this refers to an effort aiming to reduce disaster risk and create resilience targeted directly to a named threat (or set of threats). While not visibly defined therein, the DRR Guidelines state that <i>"the main objective of a targeted programme is the reduction of risks"</i> (p15) and <i>"SDC assists partner countries...by implementing targeted programmes to reduce disaster risks and increase resilience and supporting national strategies and initiatives"</i> (p.13).
Influencing related to DRR	Influencing refers to "activities relating to international policy and institutional partnerships". While they still describe efforts that aim <i>"to reduce risk in disaster-prone countries"</i> here there is a specific focus on global and regional levels of action (p.20).
Mainstreaming DRR	<i>"DRR is mainstreamed within SDC and systematically integrated into development and humanitarian programmes and projects: SDC and its partner organisations screen projects, programmes and strategies in development and humanitarian interventions, and incorporate DRR considerations where relevant."</i> (p.22).

The evaluation used an extensive **Portfolio Analysis** that was conducted by SHA/SHK contractor supporting the DRR Network and published in September 2018 by SDC's DRR network¹. The Portfolio Analysis, conducted according to Sendai Guidelines, led to the identification of approximately 818 projects featuring 1,484 phases with a DRR component for 2010-2017. According to the Portfolio Analysis, DRR-flagged² SDC contributions amount to a total of **462 million CHF** (barring any errors in logic, assumptions and/or calculation).

The main results surfacing from the **DRR Portfolio Analysis** are:

- The SDC investment in DRR has been **increasing regularly** in volume overall and also as a proportion of SDC ODA (currently 3.5%). These trends are not distributed evenly across the departments. The **Humanitarian aid department** as fund centre has the largest volume of DRR-flagged investment in the period (176 million CHF compared to 154, 112 and 13 million CHF respectively for Global Cooperation, South Cooperation and Eastern Cooperation—not counting "other") understood to be the minimum invested in DRR.

¹ Prior to the evaluation (June to September 2018) no SAP Policy marker existed, but SDC HA was applying a range of markers that resulted in a segmented analysis and non-identification of DRR aspects of development projects. Prior HA attempts to conduct the portfolio analysis were incomplete but led to the present portfolio with the first comprehensive methodology. An SKH contractor supporting the DRR Network tasked to prepare the DRR portfolio for the first Sendai Reporting was also asked to prepare a DRR portfolio analysis as a basis for the present evaluation. The evaluation had no intention of judging the quality of the Portfolio Analysis (i.e. it is not within our remit). The evaluation used the DRR Portfolio Analysis precisely as it is – as the best possible estimate to date of DRR investment by SDC (excellently crafted and carefully debated). See the July 2018 "Methodology for SDC DRR projects portfolio identification and data compilation".

² The term 'DRR-flagged' is used here to avoid confusion with "DRR-marked" or "DRR-tagged" (as per SAP marker). Much of the DRR portfolio has SAP markers i.e., CCA, not necessarily explicit DRR.

- In terms of **type of support** (including some funding modalities), the DRR portfolio is first of all directed by project/programme contributions (47%) see Exhibit 2 below. Core contributions to date in the portfolio analysis, as mentioned above, does not include the wide multilateral funding to WFP, UNDP, ICRC etc. partially used by partners for DRR-targeted or mainstreaming activities.
- **Geographically**, the largest DRR envelopes have been directed to: i) global efforts (for HA and Global Coop); ii) Bolivia (South Coop); and iii) Tajikistan (East Coop). Other high-ranking countries include Morocco, Peru, Nicaragua, Hungary, India, Central America, Georgia, N. Korea, China, Mongolia and Macedonia.
- In terms of marked **sector**, climate change is the one attracting the greatest DRR investment over the period (35%).

Exhibit 2 Type of support

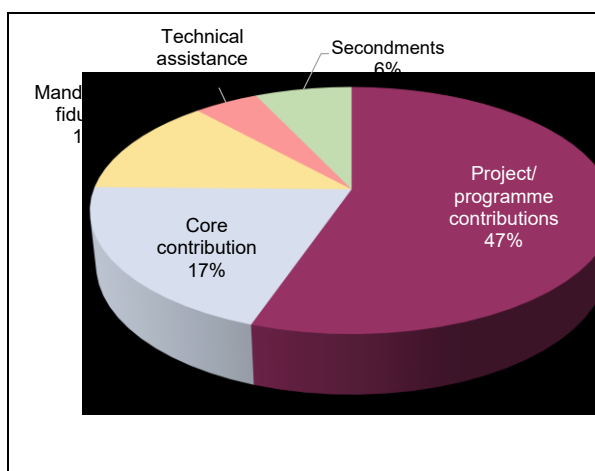
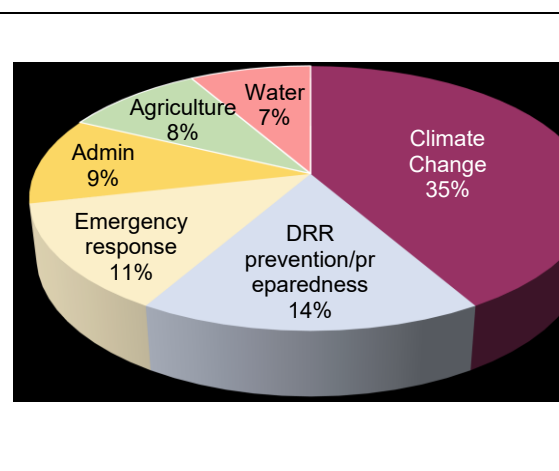


Exhibit 3 DRR-Marked sectors



Source: DRR Portfolio analysis; Particip Evaluation team.

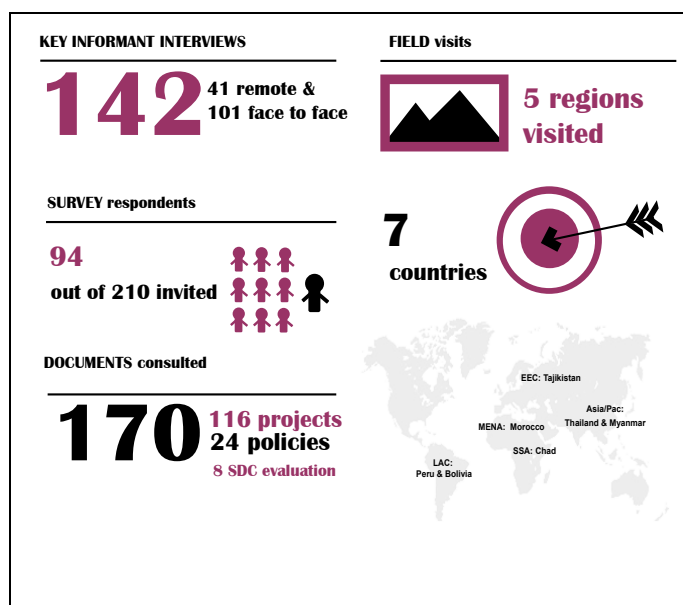
2 Methodology

2.1 Overall approach and evaluation process

The evaluation followed a mixed methods approach and was structured around eight Evaluation Questions (EQs) which provided an overall framework for data collection and analysis. The team carried out three thematic case studies and five geographic case studies including in-country missions (see details in the next sub-sections). The team combined qualitative and quantitative data and relied both on primary and secondary data sources while taking into account resource and time constraints. The main data collection tools were:

- A broad range of **interviews** (142) held with relevant SDC staff and key partners (see Annex 1 for the list of stakeholders interviewed).
- A **detailed documentary review** covering SDC key reference documents, relevant evaluations (SDC and other donors), SDC project documentation (especially for the five countries selected for field visits) and reports produced by international organisations (see Annex 2 for the list of documents consulted).

Exhibit 4 Summary of data collection activities



Source: Particip Evaluation team.

- One layered **survey** targeting predominately current SDC staff but also some former SDC staff and external partners
- **Geographic case studies:** As part of the evaluation, five geographic case studies were performed: Peru/Bolivia, Chad, Morocco, Tajikistan and Thailand/Myanmar. For the selection of the cases, the team explored how SDC countries satisfy a set of criteria to inform their selection. Based on the set of criteria, five regions have been selected for in-depth analysis at a geographical level (see Exhibit 4).

2.2 Evaluation questions

The evaluation process adopted a systematic approach that used various building blocks to gradually construct answers to the **eight evaluation questions** described in Exhibit 5.

Exhibit 5 Evaluation Questions

Evaluation Questions
What SDC positions itself to do
A1 Scope: To what extent has SDC's engagement in IRM/DRR been clear and coherent?
A2 Architecture: To what extent has the SDC institutional and policy framework been conducive to the three SDC DRR "lines of action"?
What SDC does and how
B1 Partnership: To what extent have SDC efforts synergised with and built capacity of partners while seeking DRR outcomes?
B2 Targeted DRR: To what extent have SDC efforts been effective in targeted* DRR across various contexts?
B3 Influencing: To what extent have SDC efforts influenced international DRR policy systems and institutions?
B4 Mainstreaming: To what extent have SDC efforts achieved efficient DRR mainstreaming?
What SDC efforts lead to
C1 Impact: To what extent have SDC efforts contributed to "prevention [and management] of the consequences of disaster"?
C2 Sustainability: To what extent do/can SDC DRR efforts result in or trigger sustainable outcomes?

2.3 Thematic case studies

To enhance the analysis of key topics cutting across the evaluation questions and embrace the breadth of DRR as a process and concept, a set of **three thematic case studies** have been designed to accompany the eight EQ studies.

Exhibit 6 Independent thematic studies

<i>Study name</i>	<i>Main Questions to be answered (and sub-questions)</i>
1. Climate Change and DRR: adaptation (CCA) & mitigation (CCM)	To what extent are CC and DRR effectively linked in the portfolio? To what extent are CCM actions intertwined with DRR principles? What opportunities and challenges make the DRR/CCM-CCA synergy more effective to reduce risk? To feed mainly into EQ-B2 (i.e., climate-related hazards are featured in Targeted DRR)
2. DRR Value for Money (V4M)	What is the relative Value for Money (V4M) of the various SDC priority targets and actions? Are there differences in terms of efficiency between different contexts? Which actions, phases/steps have the most favourable V4M? Why? To feed mainly into EQ-C1
3. Modalities: SHA/Secondments, Network, DRR Consultative Group	Are the SDC DRR networks and operational modalities (Swiss NGO DRR platform, DRR Consultative Group and SHA/secondments) useful and adequate to promote DRR? Do these entities tap the necessary competences, manage knowledge and optimize synergies? To feed mainly into EQ-A2

2.4 Key challenges and limitations

This evaluation did not face major or unusual challenges compared to other global strategic evaluations. However, like other evaluations, it faced a few external challenges over which the evaluation team had limited control.

Exhibit 7 Main challenges and limitations

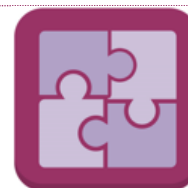
<i>Challenges</i>	<i>Situation encountered and mitigation response</i>
Scope	As early as the first CLP meeting, a number of issues related to the evaluation scope needed to be dealt with, notably treatment of conflict hazards. The Evaluation team was unsuccessful in gaining access to and interviewing the Human Security Division (HSD). In essence, this challenge was mitigated by focusing on perceptions of respondents, i.e. what they felt should be included in 'DRR'.
Project and programme documentation	Given the complexity of DRR, the volume of projects to be viewed exceeds most other recent evaluations. This caused a substantial investment in time of both the SDC and the Evaluation team. The team triangulated data extracted from SDC with interviews, information found online, and documentation compiled during the field phase.

3 Evaluation Questions and answers

3.1 EQs on Strategic framework: What SDC positions itself to do?

3.1.1 EQ.A1 on SDC's engagement in DRR

To what extent has SDC's engagement in DRR been clear and coherent?



Summary answer to the Evaluation Question

While moderately clear and coherent at the Swiss Cooperation Office Level (SCO, national), there is no common understanding of DRR across SDC. The DRR Guidelines do not provide precise definitions, which leave the terms and actions open to many different interpretations. While the same could be said for most DRR and dual mandated (development/humanitarian) actors, vague concepts inside SDC do not lend themselves well to synergistic action across departments or measurable progress. While not unanimous, there is broad understanding that SDC's definition of DRR focuses on hydrological and geophysical hazards. Although the DRR scope (threats and actions) and targets (sectors, geographies) differ widely, there is a strong appetite for a more meaningful position.

A single reference document...

Since 2008, SDC has had internal 'DRR Guidelines'³, which were updated as recently as 2018 to a version that takes account of the 2015 Sendai Framework while also binding i.e., of "obligatory nature: B"⁴ (CEDRIG Guidance is also a Category B document).

While the Guidelines and the SDC/Humanitarian Aid (HA)⁵ Operational Concept document represent the only explicit documented SDC position on DRR beyond the 2017-2020 Dispatch⁶, many staff report not having studied the Guidelines. Since at least 2010 (the period under study), these documents have not galvanized strong harmonized positions. As portrayed below in this report, they are rarely used or referred to outside the HA Department.

... which has a non-harmonized understanding of DRR-

Throughout the portfolio, evidence was rampant to confirm diverging opinions on what the DRR term contains, not least of which was the contrast between SDC HA and Development actors, or the field with headquarters (HQ). While 59% of respondents perceived that the term DRR was understood similarly across SDC, HA respondents were more

³ SDC (2018) DRR Guidelines on Disaster Risk Reduction.

⁶ Prinzipien und Regeln für Leitdokumente der DEZA, May 2019. While Category C represents internal recommended docs, Category B covers those relating to cooperation with partner countries, regions and organizations. To obtain the "Cat. B" status, a Directorate is required to commission and authorize the specific organizational units and thematic persons responsible for creating and tracking documents.

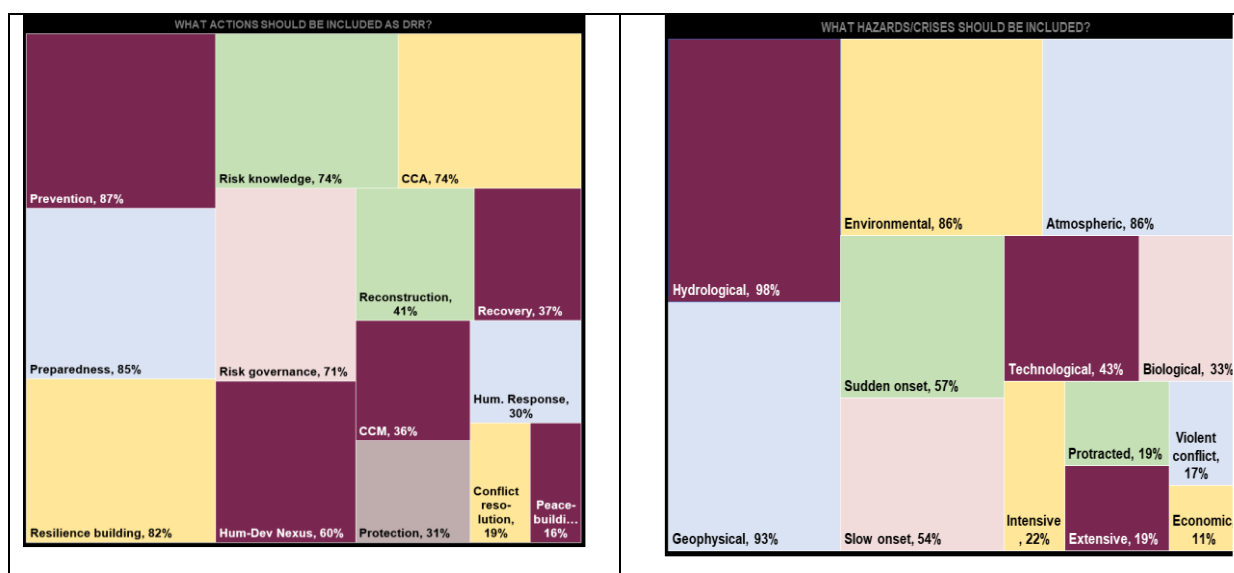
⁵ HA here refers to one of the four SDC Departments: Humanitarian Aid and the "Development Departments: Global Cooperation, South Cooperation and East Cooperation.

⁶ The 2017-2020 Dispatch refers to DRR more than 30 times, calling it the "corner stone" of sustainable development (p2263 of French version) and is a main element in the global "vision" for Swiss development cooperation (p2396).

related
concepts

likely to think this than development cooperation staff. Field staff are also more likely to believe the term is understood similarly compared to those in SDC headquarters. To chart this range of SDC opinion on the term, respondents were given an opportunity to select which actions, and later which hazards, they felt should be included in SDC's definition of 'DRR'. They could choose as many answers as they desired from the lists of 14 actions and 13 descriptive terms of hazard or crisis events. The results consolidated the lack of SDC consensus; DRR clearly means different things to different people. **Not a single action and only the hydrological (and to a lesser extent geophysical) hazards category received near unanimous support** (i.e. from all respondents).⁷ On the opposite side, the lowest ranking actions should still belong to DRR according to 16% respondents (peace building) and as threats, violent conflict (17%) and economic threats (11%); these sums are small but not trivial.

Exhibit 8 Diverging views of DRR actions (left) and hazards/threats (right)



Source: Perception survey analysis (N=94); Particip Evaluation team.

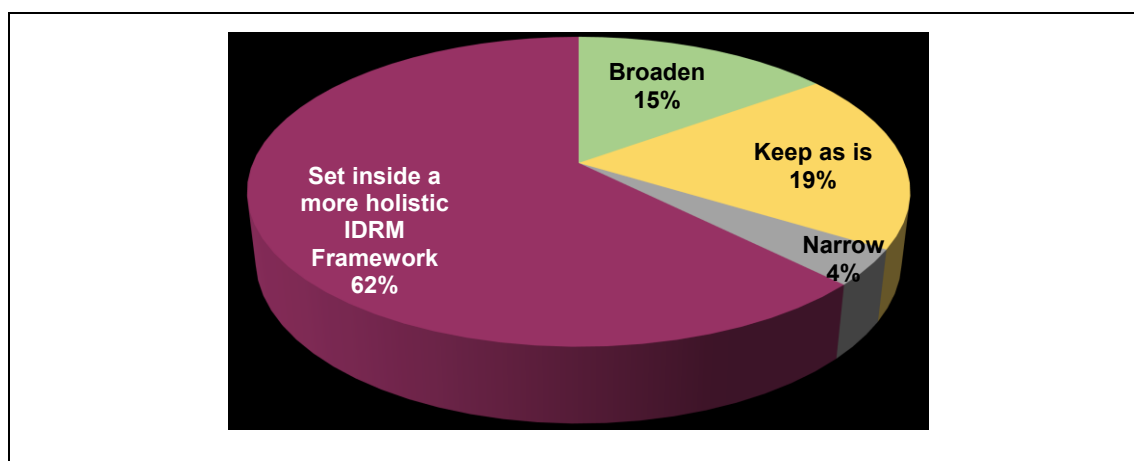
A clear
appetite for a
more
meaningful
position on
DRR

During interviews, SDC staff at multiple levels express the need to establish boundaries on how SDC defines the term "DRR". Many informants suggest that such "organisational boundaries" may have the potential to make DRR efforts more manageable and measurable while promoting a more consolidated, specifically Swiss identity or image. A strong majority (62%) of respondents believe that the concept would benefit from being "set inside a more holistic IDRM framework", one that supports a more careful and harmonized consideration of all hazards pertinent to a context. **The appetite for a more meaningful position is clear** (see Exhibit 9).

⁷ According to respondents, the most commonly selected actions that belong under the 'DRR Umbrella' include prevention (87%), preparedness (85%) and resilience building (82%), risk knowledge (74%), CCA (74%) and governance (71%). The most prevalent were hydrological (98%), geophysical (93%), environmental (86%) and atmospheric (86%). While opinion was slightly more consolidated for hazard/threat categories (only four received above 60% compared to seven for actions), close to 20% SDC respondents considered protracted threats and violent conflict as part of DRR.

Exhibit 9

How should SDC change the DRR scope?



Source: Perception survey analysis (N=80); Particip Evaluation team.

Strong differences between HA and development cooperation and between the HQ and the field

Exploring differences between views on **DRR actions** of sub-groups of respondents, HA respondents are much more likely to include Risk Knowledge and Reconstruction than development colleagues (over a 20-point difference between them). To a lesser extent, HA respondents also value more risk governance and preparedness than explicit DRR actions, (over a 10-point difference). While some SDC leaders clearly report that “DRR is not relevant in fragile areas” (i.e. where efforts are consumed by more pressing concerns and stretched by political dynamics), development actors in SDC are actually likely to include protection and conflict resolution in their more holistic understanding of DRR. For **Hazard/crisis categories**, SDC field-level respondents were more likely to include climate change adaptation (a 14-point difference with headquarters-HQ) and recovery (9-point difference); HQ respondents were more likely to include the ‘nexus’ as part of DRR (9-point difference with field respondents).

Boundaries currently set by risk analysis

In most cases, as part of each studied SDC project/programme, the scope of DRR was established by a **risk analysis** during programme design. It is critical here to distinguish risk analysis from that which is compulsory for all SDC credit proposals⁸ and from the systematic and equally important ‘risk proofing’ concept proposed through use of CEDRIG⁹. DRR Risk analysis constitutes a holistic context analysis (threat, vulnerability and capacity/enabling environments) employing a multi-threat approach to identify the problem(s) and the actions most suited to mitigate them. See Exhibit 10 to understand this important distinction. In a way, **systematic risk analysis is for Targeted-DRR projects what CEDRIG analysis is for development cooperation strategies**. Each time SDC

⁸ SDC Credit Proposals require designers to reflect on the “Copenhagen Circles” to explore the following risk types: contextual risk (e.g., state failure, a return to conflict, development failure or a humanitarian crisis), programmatic risk (if a programme fails, or causes harm) and institutional risk (i.e., to the agency such as security breaches, fiduciary failure, domestic political damage and reputational loss). Such an analysis could also provide the bases for risk-proofing (although CEDRIG is the more in-depth basis). Source: OECD (2011), Managing Risks in Fragile States: the Price of Success.

⁹ A 30 April 2019 SDC email directive “Integration of climate change into SDC” calls for CEDRIG to be applied in every cooperation strategy (thereby climate-proofing the strategic objectives and programs –or risk-proofing them for climate-related hazards).

conducts adequate Risk Analysis, appropriate DRR boundaries are an automatic, direct result.

Exhibit 10 *Types of risk studies used in project design*

	<i>Targeted DRR Risk Analysis</i>	<i>Risk-proofing</i>
When	At the start of the design, to understand the context and to determine strategic goals, objectives or priorities for a project, programme or strategy	After the project has been designed, to be sure the design 1. Causes no harm and 2. Can withstand eventual shocks (climate and other)
Detail	A holistic DRR approach used to consolidate risk understanding. It systematically identifies, prioritizes and maps through space and time the threats (using a multi-threat approach), vulnerabilities and capacities/ enabling environments in a given context; Risk analysis most often (but not exclusively) leads to Targeted DRR efforts.	An important method to protect design and do no harm. It systematically checks that designers have thoroughly considered all pertinent risks/threats that may affect its implementation or lessen/ prohibit intended positive impacts, Risk – proofing is most often applied in development projects/ programmes but is also critical in humanitarian response (e.g. camps).
Example	SDC's Targeted DRR work in Bolivia	<ul style="list-style-type: none"> • CEDRIG has been designed explicitly for this purpose (it risk-proofs "proposed strategic goals, objectives or priorities"). • SDC Credit proposals also aim to risk proof programme design i.e., by using the Copenhagen circles¹⁰.

Source: Particip Evaluation team.

3.1.2 EQ.A2 on Institutional and policy framework

To what extent has the SDC institutional and policy framework been conducive to the three SDC DRR "Lines of Action"?



Summary answer to the Evaluation Question

While evolving and equipped with strong features, the current institutional and policy set up in SDC is complex and **not entirely conducive to the promotion of DRR**. The physical separation of the HA Department building from the one shared by the three development departments contributes to the "wall" between the two-one that the DRR Network has been unable to shake. While the DRR office hosted by HA holds the DRR mandate and the greatest perceived influence on DRR, this is used as a way to shift the responsibility for DRR from everyone to HA. In general, there is agreement that DRR is not given enough prioritisation and engagement by development actors and the architecture is lacking a "push", mandate or enforcement at higher levels.

DRR anchored in Swiss legislation

SDC has a wide array of institutional elements and operational modalities that function at national, regional and global levels. These elements and modalities have evolved generically to engage, support and influence the formulation and implementation of international / national DRR policies

¹⁰ As per the 2014: [Peacebuilding and State building Strategy for SDC's work in fragile and conflict contexts](#)

and procedures. They collectively aim to contribute to the Swiss Federal Government Dispatch on international cooperation 2017-2020:

“to prevent and manage the consequences of crisis and disasters, and of fragility, promote conflict transformation”.

This overarching Strategic Objective informing the SDC DRR work is the second of seven in the Dispatch. While DRR is grounded in the first part of the objective—that of “preventing”, preparedness for response is a key action in DRR as well as “do no harm” in life saving part and “building back better” in recovery phase of disaster management.

According to the 2018 DRR Guidelines, this objective is achieved through three operational objectives or “Lines of Action”¹¹ (2018 Guidelines, see Exhibit 11) theoretically applied by four cooperation departments across all stages of the disaster cycle (prevention, preparedness, response, recovery, mitigation) through an integrated disaster risk management approach:

1. Implementing targeted DRR programmes.
2. Mainstreaming DRR.
3. Influencing international policy.

International influences in both directions

The Federal Dispatch on international cooperation (while supporting internal political priorities) has been influenced by **external global frameworks** in support of Switzerland’s commitment to support the implementation of the Development Effectiveness principles (it was noted that work remains to be done to reinforce Swiss alignment to various international frameworks). See Exhibit below for the key international agreements informing SDC DRR actions.

Exhibit 11 *International agreements informing SDC DRR actions*

- Sustainable Development Goals 2015
- Agenda 2030 for Sustainable Development
- Paris Climate Agreement 2015
- Sendai Framework 2015
- Habitat III Urban Agenda 2016
- Addis Ababa Agenda 2015
- World Humanitarian Summit 2016

Source: Particip Evaluation team.

DRR features supported by global SDC guidelines

Internally SDC is empowered and informed by a number of key internal legislative and operational documents and guidelines that set the priorities and provide the direction for DRR actions (Exhibit 12). To help steer and manage DRR across the organisation, to provide guidance on linkages, support coordination, share information, capitalise on learning and access knowledge and good practice, SDC has developed the DRR Guidelines and a DRR operational concept, as well as guidelines for specific tools (e.g. CEDRIG), together with regional and country level strategies and complementary papers to name but a few.

¹¹ 2018 Guidelines identifies three “lines of action”: i) Implementing targeted DRR programmes; ii) Mainstreaming DRR; iii) Influencing international policy

Exhibit 12 *Internal Legislation, Strategies and Guidelines steering SDC's DRR actions*

Global: At the global level a number of political directives and institutional frameworks provide the legal and regulatory basis which empower and steer SDC's DRR actions:

- Federal Law 1976 on international cooperation and humanitarian aid
- Federal Council Dispatch on International Cooperation 2017- 2020 (see analysis below)
- SDC Guidelines on Disaster Risk Reduction 2018
- SDC / HA Operational Concept of DRR 2017- 2020
- CEDRI Guidance

Regional:

- Swiss Regional Cooperation Strategies
- SDC HA Regional Hub annual reports and plans

National:

- Swiss Cooperation Strategies
- SDC Annual Actions Plans and associated programme budgets

Source: Literature review.

Decentralised strategies

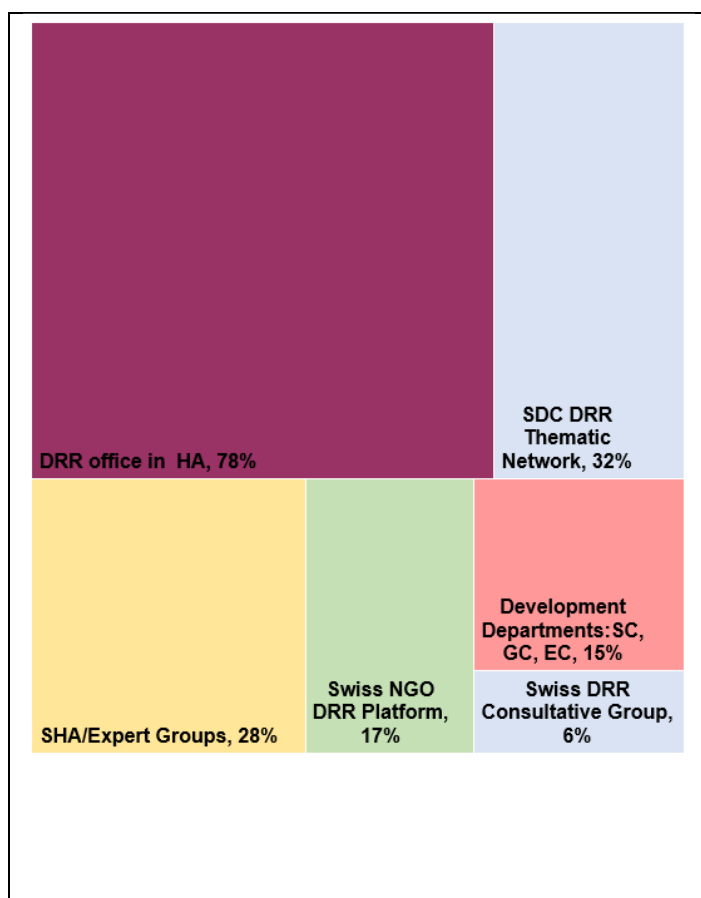
SDC/Directorate for Political Affairs typically lead the preparation of regional and national cooperation strategies through the Swiss Cooperation Offices (national and whenever appropriate, also regional) in close consultation with national governments and institutional partners. When a Whole of Government Approach (WoGA) is sought, strategies may be prepared jointly with SECO, HSD, Political Directorate, State Secretariat for Migration, State Secretariat for Economic Affairs, etc. Once agreed and formally approved, regional and national strategies set out the framework for programmes components (including the priority domains of intervention) together with information about programme management, monitoring and steering.

A complex institutional architecture...

Stakeholders regularly highlighted the complexity of the SDC architecture. The most consistent and significant observation made by virtually all informants and respondents is that SDC's **institutional architecture is complex**. In Berne, the Political Department and SDC form part of Federal Department of Foreign Affairs (FDFA), together with both DHS and SECO. At the decentralized level, SDC's institutional arrangements depend on the country. Swiss Embassies and Swiss Cooperation Offices (SCOs) are the national level entities (sometimes they are merged). Some regions also have Cooperation Offices (e.g., Central America, Central Asia, Great Lakes, West Africa-for HA, Horn of Africa, Mekong, Middle East, North Africa, Hindukush, Southern Africa). At SDC headquarters, **DRR as a theme is hosted by the Humanitarian Aid Department**, although each department is seen to have a role in support of the three Lines of Action and ideally with the DRR network. Divisions and Sections spread across the Departmental offices at Bern use a range of organisational and operational modalities that cover

strategy development, funding, programmes and project, partnerships, knowledge management, advocacy and coordination.

Exhibit 13 Influential entities in promoting DRR



Perceptions about the “main entities” in the SDC architecture that support DRR are portrayed in order of perceived influence (see Exhibit 13): the DRR office in HA/SHA, the DRR Network, the SHA Unit¹² and Expert Group, the Swiss NGO DRR Platform, the SDC Development Cooperations¹³ and the Swiss DRR Consultative Group. The DRR portfolio has featured at least 30 secondments and at HQ, at least three full-time fully-DRR-delegated staff since 2015.

Development Cooperations (Global, South, EEC) are much more inclined to value the DRR Network (25 points more Humanitarian Aid respondents¹⁴) and those in the field are more likely than headquarters to value the Consultative Group (difference of 13 points).

Source: Perception survey analysis; Particip Evaluation team.

... with elements uncondusive to DRR

Consistent with the nexus evaluation, SDC Informants on both sides regularly spoke of a “wall” between HA and Development departments. Nearly half of those questioned (33 out of 74) find the current SDC architecture (physical and legislative/documentary) **uncondusive to promote DRR** (Exhibit 14). While more agree than disagree, only three strongly agree; this points to potential flaws in the current setup. One concern regularly voiced was the **physical separation**: Humanitarian Aid Department (home to the DRR office under the Multilateral Division) has its own building and the three development cooperation departments (Global, South and East) and all other SDC divisions/units share a building at a distance of 4.3 km from the HA office.

¹² One cherished asset of the Swiss HA is its Swiss Humanitarian Aid Unit, a “militia unit” with a pool of approximately 700 experts who can be deployed at any time to wherever assistance is needed, whether it a response to natural hazards or armed conflict. Their most common tasks include: 1. Rapid response actions after sudden onset disasters; 2. Humanitarian response projects (as direct actions); 3. Technical expertise to partner organisations (secondments) or to HQ or Swiss representations abroad during crisis.

¹³ SDC is composed of four “departments”: HA/SHA and three “Development Cooperations”: Global, South and EEC.

¹⁴ Particip survey results, March 2019.

Furthermore, as described in EQ-A1 above on the understood scope of DRR, **internal awareness and understanding of the DRR guidelines and resources varies considerably, particularly when comparing the humanitarian and development sides of SDC.**

Exhibit 14 Conduciveness of SDC Architecture for DRR

The current SDC “organizational structure (‘architecture’) is CONDUCIVE to an adequate promotion and delivery of DRR			
Strongly disagree	Disagree	Agree	Strongly agree
5	28	39	3

Source: Perception survey; Particip Evaluation team.

Operational elements and modalities employed by SDC to promote DRR

Experiences gained from targeted and mainstreaming DRR programmes are designed to be capitalised on and fed back into the multilateral process to influence the policy discourse (‘working in the triangle’). The combination of the three Lines of Action when working in a connected and coherent way can theoretically synergize across the external DRR institutional architecture, where global standards, normative frameworks are negotiated at global level, converted into regional and national legislation and policies, and subsequently implemented through programmes and projects at the sub-national / local level. Such synergies, however, were rarely confirmed. Ensuring the relevant knowledge, competencies and experiences within SDC and its DRR partners is fundamental to achieve SDC’s objectives. To support the development, retention and deployment of valuable resources, SDC has a number of architectural arrangements for DRR, i.e., the twelve **thematic networks**¹⁵ (of which DRR is one) and, specific to the Humanitarian Aid Department, the Swiss Humanitarian Aid Unit’s eleven **expert groups**¹⁶ (of which DRR/environment is one). These and other aspects are summarized in Annex 5.

Balance: Headquarters and Field

There were widely diverging views on the balance of attention for DRR between headquarters and field-based operations. Informants often felt that additional resources, people and authority should be taken out of SDC Bern headquarters and moved to regional / national offices which have the relationships with national and regional government entities and are closer, more responsive to the local context and priorities. On the other hand, there was a feeling that the push towards decentralisation was leading to additional administrative burdens being placed on field-based DRR operations and to the narrowing of project scopes in order to rationalise work load. They expressed a need for more integrated ways of working with headquarters. Stakeholders insist on the importance of **getting the right balance between top-down**

¹⁵ They are: 1) Disaster Risk Reduction, 2) Agriculture and Food Security, 3) Climate, Energy and Environment, 4) Conflicts & Human Rights, 5) Decentralization and Local Governance, 6) Education, 7) Employment and Income, 9) Gender, 10) Health, 11) Migration, 12) Water.

¹⁶ See: https://www.eda.admin.ch/deza/en/home/activities-projects/activities/humanitarian-aid/swiss-humanitarian-aid-unit/skh_fachgruppen.html

priorities driven in internal directives and country-led strategies driven by national priorities. Informants commented that Country (and some regional) strategy development was quite flexible and opportunistic to fit with local realities, although once the strategy had been approved the country offices were largely in the driving seat with very limited opportunity for Bern-based staff to provide strategic inputs. Limited influence of the role of the geographical desk officers was raised as a concern.

*Policy-practice
interface*

Acting as a dual mandated actor (humanitarian and development) while also functioning as both a donor and implementer contributes to both opportunity and complexity. Such an architecture **requires a holistic and simultaneous integrated approach from multiple actors** that are fragmented along disciplinary and institutional boundaries with a lack of understanding and dialogue between them. SDC's institutional architecture for DRR is structured within the traditional and wearied division of development and humanitarian actors. The challenges and frustrations of collaborative working to achieve separate yet interconnected objectives / Lines of Action were readily apparent in exchanges with informants: *"collaboration can be difficult due to different mandates"; "there is a need for greater alignment across divisions" ; "need to promote DRR more in the development departments"; "there are too many thematic networks competing for space"; "need for an in-house M&E / cost-benefit capability to make a stronger evidence base for DRR within SDC"; "need for more learning exchanges across regions"; "need to bring things to a more systemic level"; "ownership for DRR across SDC departments needs to be stronger"*; more internal leadership, ownership and accountability (including DRR marker) for non-compliance of risk-informed development.

3.2 EQs on Implementation: What SDC Does and How?

3.2.1 EQ.B1 on DRR Partners

To what extent have SDC efforts synergised with and built capacity of partners while seeking DRR outcomes?



Summary answer to the Evaluation Question

SDC is perceived as a cherished DRR partner throughout the portfolio and strongly contributes to pertinent organisational reform and capacity development of partner entities at all levels. While the SDC portfolio of DRR partners is wide and has evolved through history, no DRR-specific partnership strategy was found. A more proactive selection may result in choosing partners to continue to leverage strongly (such as GFC, and IFRC), to commit to more actively (e.g. WFP) or plan with more strategically (GFDRR) to better promote SDC's DRR interests. While a huge amount of DRR-related funding is invested in global partners to influence policy, there is no tangible proof that this investment trickles down to strengthen work at the country or local level; a study may be required to examine this issue more closely.

A complex web of entities managing partnerships

A review of SDC partnership is important to understand the depth and breadth of the DRR portfolio. In this section, the evaluation examines SDC's selection of and investment in partners as well as the current or potential impact achieved through them.

Selection of partners....

Partnerships are set up and managed from a complex web inside SDC. At HW level an Institutional Partnerships Division (IP) sits at the Directorate level and promotes the institutional dialogue of SDC with Swiss organisations (especially Swiss NGOs and internally). Inside the HA Department, a main Division is the "Multilateral Affairs H" (a.k.a. Multi-H) mandated to safeguard Switzerland's humanitarian priorities and interests within multilateral humanitarian organisations. The Disaster Risk Reduction Unit is attached here since 2015. The Global Cooperation Department also has a "Global Institutions" Division, mandated to manage the dialogue with key UN institutions and multilateral financial institutions (especially World Bank, UNDP, UNICEF, UN Women and UNFPA). Also, within the web are geographic desks - integral parts of geographic divisions at HQ under all departments and Swiss Cooperation Offices (SCO), constituting two sides of the 'triangle'. At SCO level, partners are chosen based on their availability in-country and need for their expertise.

No explicit partnership strategy found for DRR

Historically, SDC has given special attention to UN and Bretton woods institutions (especially the World Bank). Priority organisations are selected using four main criteria (Swiss economic and foreign policy interests, relevance to Swiss policy, results achieved by the organisations

and potential to influence policy). Despite a varied set of SDC documents explaining partnership approaches¹⁷, no explicit partnership strategy was found for DRR.

Exhibit 15 *Privileged partners for humanitarian aid identified in 2012*

Global	Regional	Thematic
ICRC	UNRWA	UN ISDR
WFP		
UNHCR		
UNICEF		
OCHA		

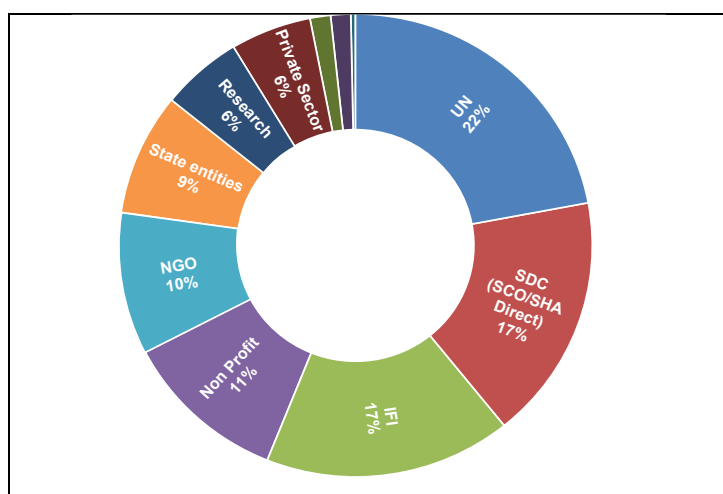
The HA Department sets out in its 2012 document the six entities featured in Exhibit 15, as “priority partners for multilateral humanitarian aid”, including whose only mandate is DRR. In more recent websites and discussions it appears that IFRC has been added to and UNRWA removed from (or at least minimized in) the highest “strategic Multi-H list”.

Source: 2012, HA

Five main categories of implementers in DRR

SDC has a wide range of implementers at multiple levels. Applying typologies to the DRR Portfolio Analysis (PA), UN has attracted close to one-fourth of the DRR investment, followed by decentralized entities in SDC (SCOs and experts sent from the SHA Unit) and International Financial Institutions (IFIs) as main actors. See Exhibit 16.

Exhibit 16 *Distribution by Implementer Type (2010-2017)*



In the Influencing Line of Action, SDC invests heavily at global and regional levels in a select group of multilateral entities. The most long-term DRR partners here include GFDRR (with DRR-specific mandates) as well as UNDP and many others. These entities have received stable core contributions (most unearmarked) since before the period of focus for this evaluation.

Source: Portfolio Analysis extraction; Particip Evaluation team

¹⁷ See for example the 2013 Partnerschaften mit dem Privatsektor: Institutionelle Position, the NGO Politik under Politikunder preparation, the 2018 Guidance for Cooperation between Field Offices and Multilateral Organisations and the 2016 ABC Switzerland UN.

*Mixed network
of DRR
partners:
strong local
knowledge*

In targeted DRR efforts, SDC invests in a wide range of entities they identify as suited for the chosen tasks. These include IFRC, UN, a tight range of Swiss and other NGOs, national governments, academic/research entities and some foundations and private sector actors. For DRR mainstreaming, the choice of partners is those who have the knowledge, ability and breadth to promote the integration of DRR concepts and approaches through multiple sectors or policy mechanisms. These also include less common partners for DRR, such as FAO, or those less known at the global scale, e.g., Agha Khan Foundation.

*Qualitative
DRR
partnership
analysis on 14
cases*

To further explore the breadth of DRR partnerships, the evaluation used the following five categories of partners and sampled from each for the analysis described further below:

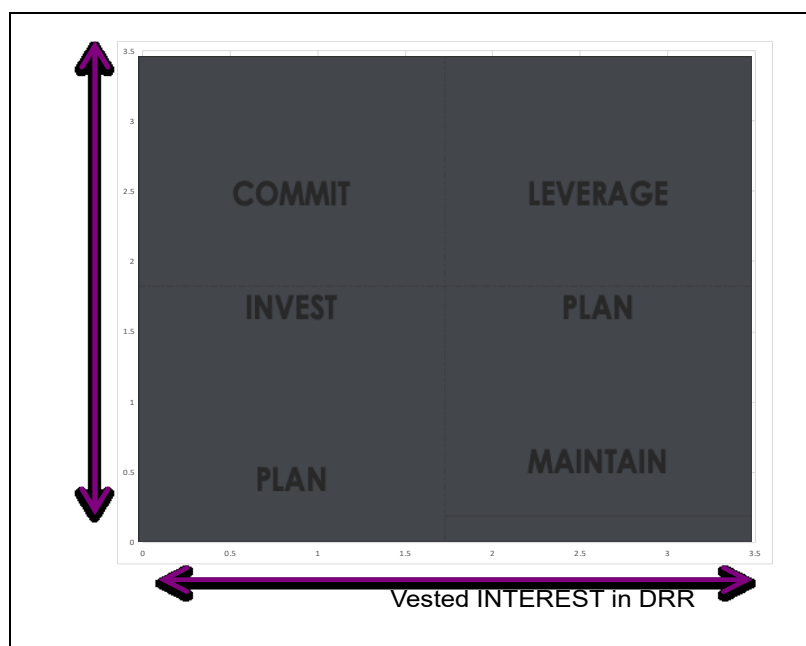
- United Nations;
- Multilaterals entities and International Financial Institutions;
- Civil Society (mainly Swiss/international) and RCRC Movement (including IFRC/ICRC);
- Countries (directly); and
- Other entities: research, private sector, etc.

Selecting the highest two or three partners within each category (based on Portfolio Analysis volume of funding received during the 2010-17 period studied), the team examined Credit proposals and related documents to shed light on 14 SDC partnerships. For each, a rubric of questions was scored such as: value offered (to/from the partner), how important the partnership was for each to meet their DRR objectives, the commitment to DRR and motivation as well as a summative set of scores of the partner's documented interest in DRR/CCA and level of demonstrated impact the partner hold in the sector. These last two scores populated the circles featured in Exhibit 17, with vested interest on the x axis and influence on the y axis.

The partnership analysis suggests that the entities with the greatest combined interest and influence –the most natural partners for SDC's DRR investment—are GCF and IFRC. While all three have benefitted from significant Swiss funding, only two of them are clearly cited in the partnership positions described above (GCF, managed by Global Cooperation, is a partner since its creation in 2014 and has encountered some challenges in management and proving concept,). Overlaid with the screen of partnership planning (leverage, commit, invest, plan, maintain), the analysis suggests that a greater commitment with WFP and more serious planning with the GFDRR (hosted at the WB) may be beneficial to promote SDC's DRR interests.

Exhibit 17

DRR Partner Analysis



Source: Qualitative Stakeholder Analysis; Particip Evaluation team.

SDC is a valued donor and partner in DRR

SDC is perceived by grantees to be a valued donor. Words they use to describe what SDC is like as a donor/partner include committed, enabling, sincere, thoughtful, flexible, responsive, fair and encouraging. Negative terms were nearly absent in this discourse and rarely could grantees even when pushed, suggest ways to be a better partner. With no doubt, SDC is a strong donor and partner and takes partnerships very seriously.

Partner foci guided by evolving trends in target groups and understanding of terms

A brief history of Swiss partnership in DRR reveals that there have been multiple evolutions of SDC DRR effort, in line with the current thinking at the time of both main stakeholders and understanding of pertinent topics, such as risk. While the earliest (1980s) DRR focus was on people centred DRR, Swiss DRR-related efforts shifted to focus efforts on national governments as a primary interlocutor. In Chad there was a conscious shift from the 2008 – 2012 strategy to the 2013 – 2016 strategy towards establishing a much stronger partnership with government institutions to secure long-term sustainability and working less with local communities and NGOs. (e.g., describe Mekong, Chad). Since 2015, guided by Agenda 2030, Grand Bargain "localisation" (for humanitarians) and Sendai's promotion of "inclusive voices", the SDC focus on DRR appears to be leaning again towards a community focus (NB: this is not necessarily supported by volume of funding). In addition, SDC has aligned with and at times also guided the global shift in understanding of DRR from a 'disaster' or event-based focus toward a more risk- based focus.

Capacity development strong and systematic

SDC contributes heavily to strengthen local, national and multilateral institutions in DRR. Nearly every program/project studied has a component that aims to develop and promote DRR-related capacities within and through the partners. SDC also is resourceful to capitalize on Swiss expertise to model capacities, through secondments, steering and

<i>across the portfolio</i>	backstopping packages created to support national efforts in an iterative and harmonious manner.
<i>Secondments and backstopping modalities</i>	<p>Two specific capacity building/lending modalities merit further description (see also EQ-A2 above):</p> <ul style="list-style-type: none"> • Secondments: many SHA experts are lent to partners, to provide qualified human resources, filling key positions and promoting DRR/CCA messages from within. Secondments can also be organised under other modalities (See section above under SDC architecture for more detail); • Backstopping: is an excellent capacity building modality that is largely invisible outside specific project documents. In backstopping, the SDC contracts an entity (typically a consulting firm, private or a research entity) with a shared project number to cultivate a long-term technical relationship with a development project. The entities are most often Swiss technicians and they conduct regular often intensive visits to the projects they are linked with, providing hands on guidance. Backstopping is most well-known (but not exclusive) as attached to development-type projects that are considered to represent 'DRR Mainstreaming'. Examples include Geotest in Tajikistan and Univ. Bern/Centre for Development and the Environment (CDE) in Morocco but also the ecosystem rehabilitation project in Chad had backstopping. SDC has also provided backstopping to UNHCR in Chad (i.e., Ecosystem Rehabilitation project) to carry out studies on the use of fuelwood in refugee camps for more sustainable NRM.
<i>Systematic respect of national strategies,</i>	In their focus on targeted DRR and mainstreaming, SDC actions take partner country strategies systematically and carefully into account. Swiss cooperation strategies are routinely tailored to the priorities of the countries, and opportunities are regularly seized to introduce risk reduction into development positions.
<i>but ill-suited institutional set up and low ownership in some partner countries</i>	One challenge SDC regularly encounters in their partnerships with countries is the absence of a government interlocutor explicitly suited to carry the DRR torch. While the most frequent national partners for disaster management are the National Disaster Management Authorities (NDMA), these entities are not often the most appropriate DRR counterparts - rarely equipped with the mandate, skills and breadth to champion risk reduction. In Tajikistan, for example, under an ongoing contract, UNDP was supported by SDC to advocate for the naming of a government DRR Focal Point. Given the historical disjointed set up of shared roles for disaster management across multiple ministries, it was not simple to identify within the government one person or unit who was vested and able to think beyond humanitarian response. Once the person was named, SCO leaders had to wait for weeks to obtain one bilateral meeting with the new focal point. It is challenging to influence governments without a specific individual or multi-faceted unit that understands and is mandated to promote the wide messages of risk reduction, including key actors in the Ministries of Finance. Building such relationships can take many years and could also disappear overnight and demonstrate that DRR is a

development issue and a process anchored in all sectors. In such situations, national ownership of SDC DRR efforts can only be superficial at the start and require long-term multi-level investment.

A limited “all of society” inclusion in project design

While the inclusion of government counterparts and target communities was always and visibly the aim of projects and included “to the extent possible”, the team found only isolated signs of an “all of society” inclusion in the design of projects / analysis of risk. For DRR in particular, these initial phases are the most critical phases in which to include communities, not just at the time of implementation or monitoring.

Impressive strengthening of UN and multilaterals: through TA/ secondments, core contributions, diplomacy and influencing from “Board” positions

Through multilateral entities, SDC has been able to leverage both broad and deep DRR impacts. SDC has regularly engaged in patient and impressive strengthening of UN/multilaterals through the placement of secondees within the entities, core contributions (mainly unearmarked), diplomacy and influencing from multiple “Board” positions. Specific messages to entities are also transmitted as/when needed through a system of designated SDC Focal Points who attend regular internal and multi-stakeholder meetings organised by partners (e.g., Multi-H in HA and Global Institutions Division in GC).

SDC is also an avid convener and influencer through the stimulation of dialogue and debate. Through their small-but-sustained leadership, SDC has contributed to better coordination and synergy of multilateral actors at global, regional and national levels.

- **Global:** The most clearly mandated UN/multilaterals with whom SDC has had a long-term and very influential relationship has been with UNDRR; its HQs and the Global Platform in Geneva enhances the relationship. The second most clear investment is in the GFDRR.
- **Regional:** At the regional level, with the adoption of global frameworks, increasing importance is being accorded to regional organisations such as ASEAN or the Pacific Island Forum. For example, Switzerland is supporting the ASEAN at the strategic and operational level and was conferred the status of ASEAN Sectoral Dialogue Partner in 2016. SDC is providing technical and financial support to the development and implementation of the AADMER, including capacity building support to the ASEAN Coordination Centre for Humanitarian Assistance on Disaster Management (AHA Centre). SDC has also supported SENAHEMI- the National Service for Hydrology and Meteorology in Peru to deliver climate services to Peru and the Andean region.
- **National level:** In Tajikistan SCO sits in the donor meetings and chairs the subcommittee on DRR that aims to promote systematic and strong messages about risk reduction to and through the national government counterparts.

However, there is no evidence to confirm (and it was not the ambition of this evaluation) to what degree such a huge investment at global/policy (influencing) levels trickles down to influence/guide meaningful work at country or local level. What has trickled down more visibly is a **possible mismatch between SDC influence on an entity at the global level and**

SCO leverage on decentralised units of the same entity at the national level. One example here is with the World Bank (WB).

While, SDC DRR invests globally and heavily in the WB, through for example the GFDRR, World Bank entities in Tajikistan conduct DRR-related work (linked to EWS and preparedness) seemingly without any consideration for ongoing grounded efforts funded and oriented through the SCO. It would appear that influencing at global level does not automatically give SDC an influential voice with the same entities at decentralized levels.

*Only a few
limitations in
partnership
dynamics*

The team has identified only a few limitations in SDC's efforts to forge partnerships on DRR. They may be useful as lessons to be learned:

- Diverging but infrequent voices mention SDC sporadically as somewhat paternalistic, not a great listener (as one informant suggested: "the Swiss are; they know; they do") and at times opportunistic.
- There are opportunities to better align SDC DRR investments at the global and local levels of the same organisations.
- Missed partnership opportunities for SDC include more innovative movements such as START-network who focus on providing early funding to a large consortium of NGOs using Crisis Anticipation Windows and the GNDR work through national and local NGOs in a wide range of countries where SDC is active. While GNDR is called on by SDC more visibly at the policy level of SDC engagement in DRR, the entities wide network of national/local NGOs in at-risk countries may also merit a strategic investment by SDC. These may be good investments for SDC to consider to strengthen or fill gaps in their DRR portfolio.

One gap in the evaluative evidence concerns the confirmation of any **direct funding** to countries (i.e., bilateral budget support). While some countries were named in the DRR PA as main implementers (see China and Nicaragua in Exhibit 3 above), the team was unable to confirm in project documents if such transfers were direct between the two countries, or made through a second, supporting partner organisation.

3.2.2 EQ.B2 on Targeted DRR

To what extent have SDC efforts been effective in targeted DRR across various contexts?



Summary answer to the Evaluation Question

SDC has a long, strong and very wide portfolio of effective Targeted DRR actions, recognised mainly to originate in the HA Department. Targeted DRR actions are admittedly tangible, simpler to define than the other Lines of Action and easy to recall; their localised and sustained long-term support join to suggest they offer SDC the highest value for money.

It is not simple, however, to find a visible anchor for Targeted DRR efforts in Swiss Cooperation Strategies; this is partially because DRR is classified as neither a sector nor a Transversal Theme, and DRR is only a small part of HA efforts. This process may conspire to minimize Targeted DRR actions.

Vague mandate outside HA in the Guidelines

According to the DRR guidelines (2018), Targeted DRR is a programme to reduce disaster risk and create resilience:

“SDC assists partner countries (through governments, civil society, communities, the private sector and international organisations) by implementing targeted programmes to reduce disaster risks and increase resilience and supporting national strategies and initiatives”¹⁸.

It goes on to describe the motivation for SDC staff to take on the task of DRR: *“While the Humanitarian Aid and SHA Department has the legal mandate to implement targeted DRR, all SDC departments are encouraged to invest in targeted DRR activities.”¹⁹*

Guidance for Targeted DRR

SDC has developed a set of **supporting tools** to orient Targeted DRR projects, strategies and actions. Guidelines also provide a thematic gender checklist for DRR²⁰ and guiding principles on micro insurance for catastrophic events. Lately, SDC has launched a new guidance document on “Leaving no one behind”²¹ which outlines the SDC commitment to the 2030 Agenda.

While many key informants note a general improvement in DRR-related guidance in the last years and a more systematic approach, there is little evidence that those outside HA ever consider the DRR Guidance as they design credit proposals (even though risk assessments are compulsory). Over one-third (41%) of survey respondents find that the quality of SDC support to Targeted DRR activities has improved since 2010. Up to 44% don’t know, suggesting that information on Targeted DRR results are poorly disseminated. Other key informants point out that there is still

¹⁸ DRR guidelines p. 13.

¹⁹ Idem, p.20.

²⁰ SDC Thematic Gender Checklist – Disaster Risk Reduction 2010. The Gender Network has developed a new version which exists as a draft. This Checklist mainly focuses on climate change.

²¹ 2030 Agenda for Sustainable Development, SDC Guidance Leave No One Behind, January 2019.

room for improvement of the DRR Guidelines e.g., clarity of terms and actions per Line of Action, etc.

While designing Swiss Regional/Country Cooperation Strategies, instructions to development actors are to work in maximum three sectors with two mandatory transversal themes (Gender and Governance). Furthermore, only 10% of the budget allocated for the strategy can be used for interventions beyond those sectors/themes. As DRR is not a sector, interested SCO actors channel DRR mainly through sector programs such as water, agriculture etc. For this reason, the DRR effort (such as targeting risk reduction, risk transfer and resilience building) is housed under an effort named for example “water resource management” or “food security”, etc. On the contrary, HA aligns their work in emergency response as well as in prevention, preparedness and early recovery and build back better etc.

While Targeted DRR has been widely implemented for decades by HA, there are few DRR-tagged projects led and financed by other Departments e.g. water and agriculture projects that apply DRR Guidelines in a conscious and systematic way. In fact, the above “encouragement” (ref Guidelines) suggests that DRR is not mandatory for SC, EC and GC to take on this task; in fact, many interviewed find DRR responsibilities cumbersome, and they are consoled that HA has the legal mandate to carry the DRR torch.

Preparedness and risk knowledge are the most well-known and anchored Targeted DRR activities

More than any other Targeted DRR action, SDC is known by those consulted (and through the portfolio review) to have contributed to “**disaster preparedness**” –the actions that **build awareness and capacity** to conduct strong response operations that save lives. There are many examples, including longstanding investment in Latin America. It may well be due to this sustained Targeted DRR investment, that countries such as Bolivia are considered ready to go forward on their own. In Central America SDC has supported national and local governments as well as grassroots communities to organize, train and equip brigades and committees, build contingency plans, drills and roundtable exercises to be ready to react.

In Peru, SDC trained stakeholders on glacier lake outburst floods, preceded by glacier monitoring and data collection to be able to forecast glacier behaviour. SDC investment has been strong for Urban Search & Rescue (USAR) in Morocco, who obtained their INSARAG certification in 2014 becoming the first African country with a certified team, Capacity building of fire brigades leading to USAR teams was also important in La Paz, Bolivia where SDC developed an accreditation process according with INSARAG guidelines. In parallel, evidence strongly supports SDC investment in applying rigorous risk analysis (identification, etc.) processes leading to strong choices of programme themes and geographies.

Newer focus complementing portfolio with regional

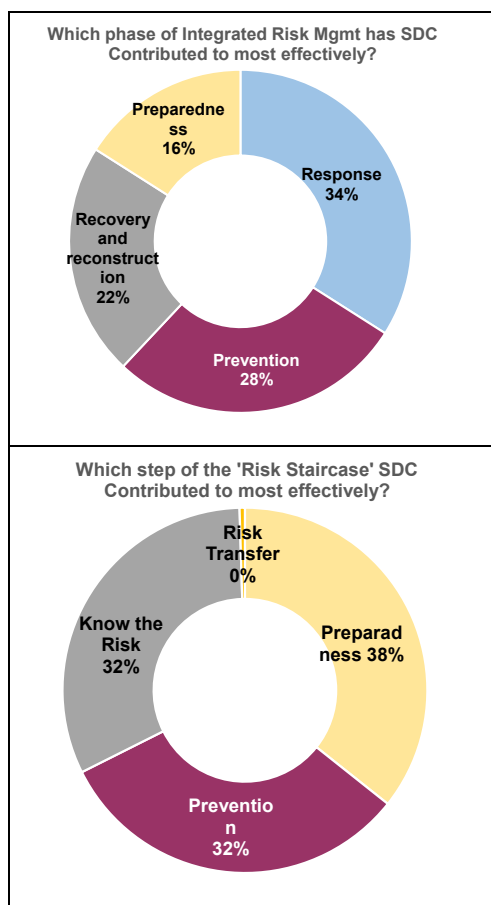
More recently Targeted DRR actions are among a set of actions by the **Regional DRR and Rapid Response Advisors**, placed in Lima and Bangkok. Indeed, their main goal at the regional level is to support DRR generally including through SCOs in the region and also to promote

Targeted efforts

coordinated, effective and timely response to disasters. Support to CEPREDENAC in Latin America (regional body for disaster prevention), SDC has reinforced collaboration between countries, promoting regional and national drills. In Bangkok, the SDC Regional DRR and Rapid Response Advisor has been instrumental not only in regional preparedness (i.e. through ASEAN) but also in cultivating a culture of risk reduction. Mainstreaming DRR and policy dialogues throughout Southeast Asia are two of three main objectives²² (along with preparedness).

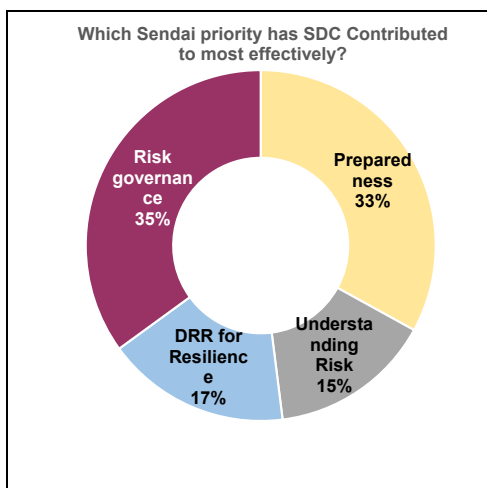
Most effective Targeted DRR actions

Exhibit 18 Effective Targeted DRR



Given the broad range of Targeted DRR actions, the evaluation team explored which are the most effective. Since the SDC DRR Portfolio Analysis does not permit a confirmation of coverage at this level of action, the most efficient Targeted DRR approaches were queried using the “IRM cycle”, “DRR risk staircase” or the Sendai priorities for action (which contain clear lines of overlap, i.e. in ‘preparedness’). Results are portrayed in Exhibit 18. Regarding the Integrated Risk Management (IRM) cycle, respondents find that SDC has contributed more effectively to humanitarian response (34%) than to prevention (28%); this is echoed in voices of key informants. While this is not a surprise given the level of funding and effort that SDC invests response compared to DRR, a vast majority of SDC funding is in effect dedicated to Development (75%); this finding again underscores the reality that DRR is not seen as a prevention mechanism for SDC as much as it is seen as a HA ‘task’. Regarding SDC DRR risk staircase, perceived contribution to prevention, preparedness and risk knowledge were distributed quite evenly (between 34 to 38% each) and no one found that risk transfer has contributed efficiently to date. These tallies with the observation by key informants that: “*The support to the*

²² Swiss Disaster Risk Reduction and Rapid Response Advisory for Southeast Asia and the Pacific in Bangkok May 2018.



African Risk Capacity of the African Union is unique and innovative but it is still in the pilot phase."

As for SDC's contribution to the Sendai Priorities approximately one-third of the respondents scored **risk governance and preparedness** as most effective while only 17-15% checked DRR for resilience or understanding risk. There are **several examples** of targeted DRR actions such as the guidelines for safe and child-friendly schools in Myanmar (adopted by the government planning to construct 3000 schools using these guidelines) and the system for flood surveillance in Fès, Morocco.

Source: Perception survey analysis; Particip Evaluation team.

DRR for Resilience weak

The low perception for "DRR for **resilience**" may indicate that DRR activities are connected more to specific disaster events and not enough to longer-term holistic risk-reduction approaches that aim to enhance resilience. The field visits and analysis of documents indicate that projects with integration of CCA and DRR had a strong focus on resilience e.g. Climandes, PACC in Bolivia and the ASEAN-Swiss Partnership on Social Forestry and Climate Change which has contributed significantly to food security in the member states. Further examples of all of these Targeted DRR actions are found in Annex 3.

While Targeted DRR actions are admittedly tangible, simpler than the other Lines of Action to define and easy to recall, their localised and sustained long-term SDC support join to suggest they offer the highest value for money. This is further described below in EQ-C1 on impact.

Unclear tagging for Targeted DRR

Evidence suggests that the headquarters, SCOs and funded partners do not use the DRR guidelines for design and implementation and very often do not recognize their work in relation to DRR. As stated by informants: *"We don't focus so much on DRR. DRR comes in as an add on and a pressure in an already complex context. There is a need to simplify the approach to integrate DRR in the other departments and also recognize that a lot of work is being done in DRR but perhaps it's called something else."*

In the Chad SCO Portfolio, in all but one recent project, DRR is not mentioned. One short 18-month effort implemented by HA is perceived as DRR. In practice however SDC is funding many food security and drought efforts e.g. ResEau, GERTS and PREPAS producing knowledge on water resources, construction of weirs in water sheds to enhance access to water and conflict management to assure equitable distribution of natural resources. A key informant in Chad describes it this way:

"I think that risk prevention is always in the back of our heads when we plan and implement projects. We don't use the DRR guidelines but the projects on food security, water management and access to water are all elaborated with the objective to build stronger resilience and thereby reduce risk." Furthermore, the three projects above are not captured in the 2018 DRR Portfolio Analysis.

In other cases, a project is tagged “DRR” even in its title (as only one example, the nature conservation programme in Macedonia) but neither risk, DRR nor disaster is visible in the programme document or actions. While a strong environment and natural resource management programme, it is not simple to see its link to a specific hazard/threat or DRR.

It is not in itself a problem if a project is tagged DRR or not, or formulated and implemented without using the DRR guidelines. What is important is whether the project is founded on solid risk analysis or is at least risk-proofed. On the other hand, this points to a potential weakness in the dissemination and/ or the formulation of the DRR Guidelines. If the Guidelines are used by HA but not the other departments, monitoring and Sendai reporting will be skewed with a lot of false negatives—or DRR-related efforts that do not get reflected. There is an ongoing effort to establish a new marker system aligned to the OECD that may attenuate this challenge.

3.2.3 EQ.B3 on SDC efforts to influence

To what extent have SDC efforts influenced international DRR policy systems and institutions?



Summary answer to the Evaluation Question

SDC is systematically recognised as an honest broker, a credible player and a compelling influencer. While, SDC is not the DRR leader it used to be, it has had a visible longstanding role in influencing the Sendai process (with regional and national platforms). Through direct negotiations, SDC has also supported the inclusion of DRR in the Sustainable Development Goals, and Switzerland has generally been a global advocate for Integrated Disaster Risk Management (i.e. with Swiss National Platform for Natural Hazards - PLANAT). Regional influencing currently conducted through DRR-trained SDC teams in two hubs (Asia and Latin America) is considered a valuable mechanism that may also be beneficial in certain geographies of Africa, especially if Swiss priorities are moving elsewhere. Although it may be the case, this evaluation cannot confirm that SDC investment in global/regional influencing has trickled down to tangibly impact work at national/local levels.

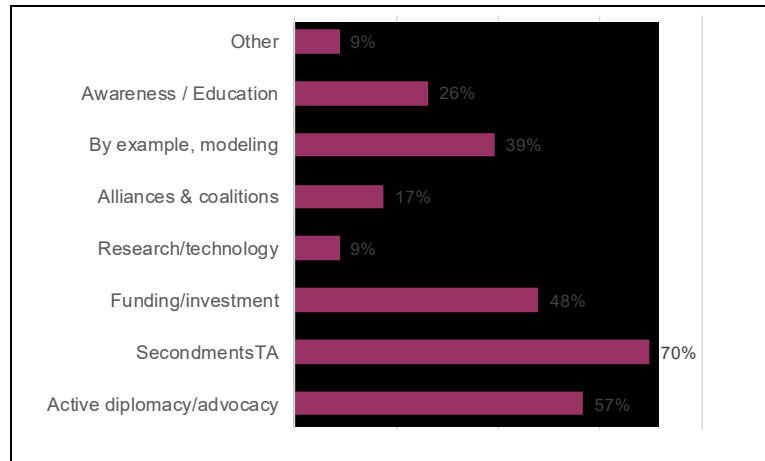
Influencing in the DRR Guidelines

Influencing is one of three DRR Lines of Action set up in the 2018 SDC Guidelines with “*the aim to reduce risk in disaster-prone countries and enhance institutional partnerships*” and a specific focus on global and regional levels of action. This Line of Action aims to catalyse effective DRR change through SDC participation in multilateral processes and also by stepping into key organisations (i.e. through secondments or board membership, etc.). Five global partners specifically highlighted under DRR-related influencing include: GFDRR, UNDP, GNDR and IFRC.

SDC maintains strong reputation in influencing

SDC is systematically recognised as an honest broker, a credible player and a compelling influencer. Evidence offers very few examples to the contrary. Switzerland and SDC have played a strong role influencing the Sendai process, and in shaping the linked regional and global platforms all managed by UNDRR. SDC has also supported the inclusion of DRR in the Sustainable Development Goals achieved via direct negotiations. When asked what other techniques SDC uses to influence on the topic of DRR, secondments were by far the most frequent response (70%) followed by advocacy/ diplomacy and more generally, funding. A combination of these is considered good practice. See Exhibit 19. Informants convey that while the most well-known SDC influence has been at the global level, they perceive SDC influencing to be strong also at the national and local levels. Most recently, SDC influence in DRR appears to be rising at the **regional level** (see below).

Exhibit 19 Which techniques are used most effectively by SDC to ‘influence’?



Source: Perception survey analysis; Particip Evaluation team.

Key international agreements informing

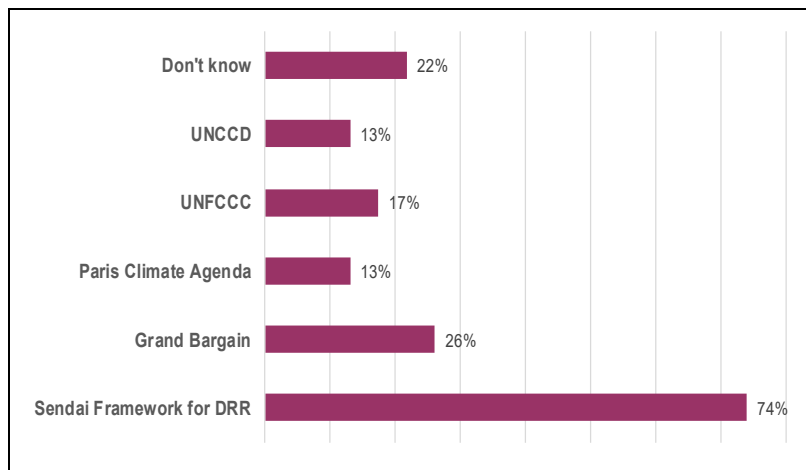
Various domains within SDC (notably HA Multilateral Affairs) have been extensively involved in the **negotiations of these agreements** at the global level. The combination of technical inputs (informed by lessons learnt from programmes and projects), financial support for multilateral negotiations, cooperation with institutional partners and FDFA political and diplomatic endorsements has proved to be an effective combination to promote Swiss priorities and influence the formulation of the international DRR and wider development policy agenda. Switzerland has also contributed widely to advancing Integrated Disaster Risk Management making both Switzerland, SDC and specialized offices of FDFA a credible partner, for example with experts in PLANAT²³, BAFU, etc.

Indeed, a review of more than **95 projects** tagged to DRR reveals an active **SDC attempt to influence** many international commitments including also the 2030 Agenda. Likewise, survey respondents highlighted which disaster-related international commitment they feel

²³ The Swiss National Platform for Natural Hazards (PLANAT) is an extra-parliamentary commission that provides consultancy services to the Federal Council. The 18 members of the commission represent the interests of various actors in the field of natural hazards.

SDC has contributed to the most; **Sendai Framework** for Action was by far the most commonly cited (76%), followed by the Grand Bargain (Exhibit 20).

Exhibit 20 Which international disaster-related commitment has SDC successfully influenced?



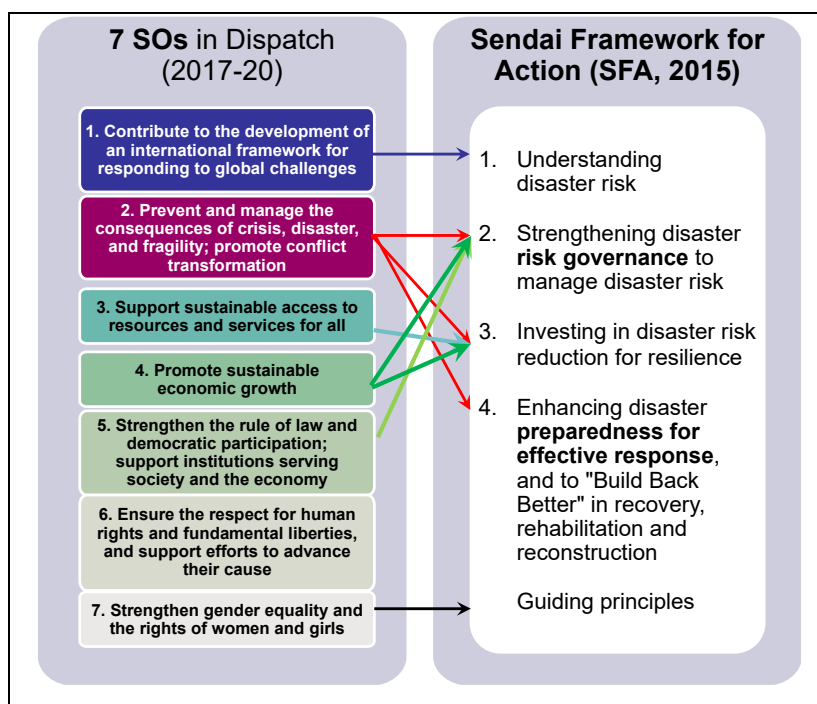
Source: Perception survey analysis; Particip Evaluation team.

*Main
framework for
DRR: Sendai
FA*

Due to the strong influence SDC has had in the 2015 **Sendai Framework for Action** (SFA) and its precursor, the evaluation examined the alignment between the SDC 2017-20 Dispatch Strategic Objectives (SO) and the SFA. The Dispatch is naturally much more complex than the SFA because it represents the full range of Swiss development cooperation (not just DRR or HA). Even controlling for that, the two are not fully in sync (see Exhibit 21).

Out of the seven Strategic Objectives, SO2 ('2. Prevent and manage the consequences of crisis, disaster, and of fragility; promote conflict transformation') is a very elaborate formulation of concepts. While not a specific directive to integrate, it is not simple to break them into manageable parts. They range from prevention to response and convey the importance of fragility and conflict settings. In comparison, both the SDC DRR guidelines and the Sendai FA deliberately set fragile contexts outside the selected focus (see earlier discussion on scope).

Preparedness is key in SFA but assumedly forms part of "prevention" in the Dispatch. SFA refers to the end-goals of resilience, more effective response and recovery where SO2 of the dispatch targets "preventing and managing crises



Source: Particip Evaluation team.

Regional influencing

While SDC appears to have established its most visible influence at the global level, there is a growing aim to influence at the **regional level**, including the recent positioning of two regional DRR Advisors (South America and Asia) and support to regional platforms aligned to the Sendai process. The regional advisor in South America began working in 2018 from Lima, Peru with responsibility for regional efforts over Peru, Ecuador and Bolivia. Recently, the SCO in Peru has developed a Take Off strategy ("Despegar") to guide the work of the regional DRR advisor in the coming years; important themes in this document include: 'Understand risk' and to 'build resilience'. In Bangkok there are two regional DRR and Rapid Response Advisors for South East Asia and the Pacific region. In 2016 SDC was conferred the status of the Association of Southeast Asian Nations (ASEAN) Sectoral Dialogue Partner and is supporting the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) including support to the ASEAN Coordination Centre for Humanitarian Assistance (AHA Centre). Similarly, in the Pacific region, strengthening DRR is equally a focus area with increasing cooperation with the Pacific Island Forum. The role of the regional DRR and Rapid Response Advisors in Bangkok since 2013 covers a number of tasks including:

- Identification, planning, implementation and monitoring of DRR and CCA activities across the region.
- Technical expertise to relevant SDC and partner sectoral programmes.
- Support to emergency response and deployment.
- High-level policy dialogue, capacity development, and guidance on alignment of regional policies and work plans with international frameworks related to DRR, CCA.

- Partnership development, networking and technical advice to national disaster management authorities.

Regional influencing is considered a valuable mechanism that may also be beneficial in certain geographies of Africa especially if Swiss priorities are moving elsewhere.

End to the 'good old days'

While many Swiss informants referred to the '*good old days*' (at the start of Hyogo Framework) when SDC was a leader in the then relatively young field of DRR, only 60% survey respondents believe that SDC is a DRR leader today. A leader in this case would be a donor to whom other actors look for guidance in DRR - a faithful advocate, risk taker and pathfinder. The Hyogo and SFA guided two decades of DRR actions and ushered in generations of new actors. **It may well be thanks to SDC's strong and sustained efforts that DRR attracted so many new faces.** Today, however, in a crowded landscape, the Swiss role / reputation in DRR appears to be slipping; "*SDC is not what it used to be*".

Competing frameworks and guidelines

Numerous informants to this evaluation stressed the presence of too many often-competing frameworks and guidelines both inside SDC and on the international arena, all of which have delegated roles and independent reporting requirements. Indeed 2015 was a very busy year for global meetings and frameworks relating to DRR (Sendai, Grand Bargain/WHS, Agenda 2030, UNFCCC Paris Agreement). Numerous informants said the DRR landscape and interlinking frameworks for development, climate change, migration, etc. is overwhelmingly and unjustly complex for countries and requires simplification. The informants also often suggested that the time and resources SDC invests in influencing may limit SDC's impact in the field. Standing on the shoulders of this era of frameworks, SDC may be in a good position to move on now to implementation, including developing pathfinder projects—especially in Targeted DRR—that serve as practical models of more integrated holistic efforts across traditional boundaries at the sub-national / local levels.

Influencing: outside vs inside

Influencing beyond one's doors is more impactful when the same type of **influencing has been mastered inside**. To get a sense of influencing inside SDC, the evaluation qualitatively explored 23 SDC/Swiss policy documents, two years of Back-to-Office Reports (BTORs) and 73 Cooperation Strategies (covering the 2010-17 period, often with multiple versions for a given country or region) . Each of these are described below.

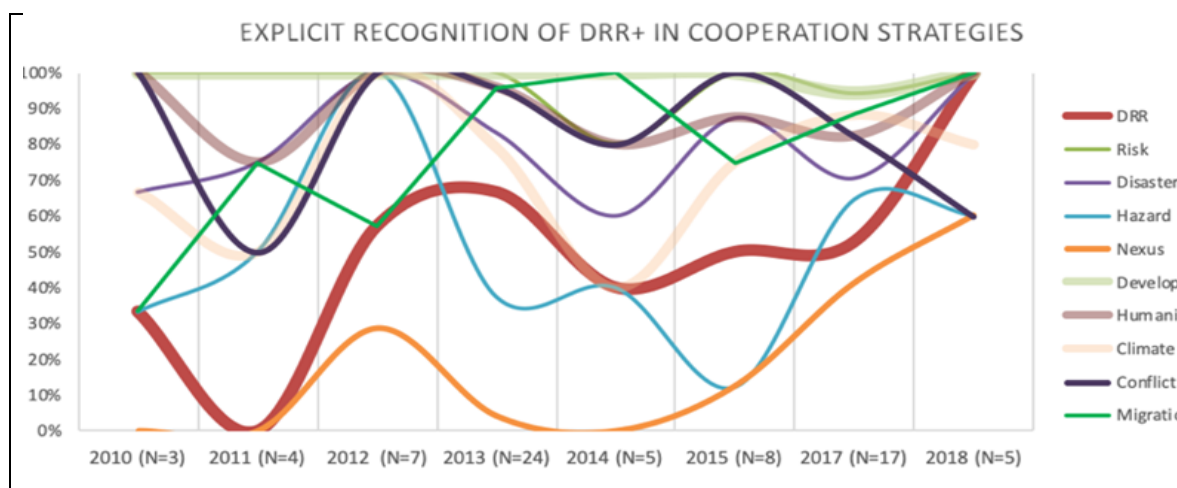
One inquiry for this Evaluation Question studied a set of **23 SDC/Swiss internal policy or strategy documents** published between 2011 and 2018 to examine to what extent DRR was explicitly featured or influenced through these policy positions, as a visible part of a joint or Whole of Government Approach. The 23 policies covered many topics from extremism to development research. The DRR Guideline/Operational documents were not included in this analysis. We found that:

- Only the 2012 Multilateral Humanitarian Aid and 2017-20 GP Environment & Climate Strategy had **explicit mention** of 'DRR';
- The 2018-21 Migration & Development; 2018 PLANAT-Management Risk/Natural Hazards; 2016 Dev. Research; 2016 UN Policy and 2016-19: Foreign Policy have **indirect mention of DRR through terms such as 'risk' or 'disaster'**;
- The Global Programmes (GP) for Water, GP Food Security and policies on gender, health, protection, violent extremism and human rights **do not hold explicit reference to DRR concepts**. While they do mention disaster management and feature innovative actions with a clear relation to disaster risk (e.g., RIICE, African Risk Capacity and Blue Peace), they have not embraced or internalised the DRR concept per se as a package.

The evaluation also studied 64 Back to Office reports (BTORs) covering a two-year period (2016 and 2017) to understand how SDC may have been influencing or participating in or transmitting official “messages” related to DRR with multilateral development organisations (e.g. UN, World Bank consultative group, etc.). Over the two-year period, the team found a steady focus on “*humanitarian response*”. Use of concepts such as hazard, disaster and risk, however, were less common in the high-level discourses on 2017 (than in the previous year). Instead, the 2017 reports were more likely to highlight terms such as: nexus, conflict and migration (terms which are also high on the agenda for the next Dispatch). More than one informant suggested, however, that a place at the table does little to advocate for DRR if Swiss agents “*do not use their voice efficiently*”.

Lastly, 73 SDC Cooperation Strategies spanning 2010 and 2018 were studied for their explicit recognition/use related terms. The results are portrayed (development and humanitarian and all geographies combined) by year (see Exhibit 22). Explicit use of the term 'DRR' has had ups and downs but settles in 2018 at 67 points higher than in 2010; DRR and 'migration' both rose at this high rate. The next highest increases were for terms 'nexus' followed by 'hazard' (with very wide variations per year). Interestingly, conflict is on a gradual decline since 2015

Exhibit 22 Use of related terms in Cooperation Strategies



Source: Particip Evaluation team.

Gap in tracking the trickling down effects

The evidence base for this evaluation question does not and cannot include data that confirm that SDC investment in global influencing has trickled down to tangibly impact national/local levels. While inevitably challenging, a specific study may be useful to track this in a systematic manner. Also, yet unextractable from the DRR Portfolio Analysis is the volume invested in Influencing versus the parallel investment in Targeted DRR. Although hugely challenging to produce, such a data point would be useful to compare and track investment across the three DRR lines of action.

3.2.4 EQ.B4 on DRR mainstreaming

To what extent have SDC efforts achieved efficient DRR mainstreaming?



Summary answer to the Evaluation Question

DRR Mainstreaming in SDC has been growing with mandatory use in Cooperation Strategies announced as recently as May 2019. Integration has been most frequent in the water and infrastructure sectors. A huge challenge to define, mainstreaming is equally difficult to track. Mainstreaming DRR promoted by SDC systematically works through appropriate government authorities whenever possible and is recognised as a good practice if not a requirement. CEDRIG is a valuable mechanism designed by SDC to promote “mainstreaming” as related to risk-proofing project and programme credit proposals (and other design efforts). Despite criticism, the evaluation finds that a crosscutting risk assessment is critical to review development plans, even if time-consuming. CEDRIG may merit a specific 5-year evaluation to propose the best ways to improve or update it.

Mainstreaming in the DRR Guidelines

Mainstreaming is one of the three Lines of Action in the DRR Guidelines: “*DRR is mainstreamed within SDC and systematically integrated into development and humanitarian programmes and projects: SDC and its partner organisations screen projects, programmes and strategies in development and humanitarian interventions, and incorporate DRR considerations where relevant.*”

SDC has developed a checklist for mainstreaming gender. Using this checklist is mandatory for scoring the SDC Gender Policy Marker in SDC’s Entry or Credit Proposal processes. In other areas related to DRR, guidance has also been developed i.e. on governance. In January 2019 SDC launched the guidance note “Leaving no One Behind” to mainstream Agenda 2030 Concept from 2018.

Definitions

The above definition from the DRR Guidelines says more about how SDC conducts mainstreaming than what mainstreaming includes. It is defined and applied in different ways, referring both to an **internal** organisational process of integrating DRR into Cooperation Strategies and project documents and to an **external process** of integrating DRR into partner strategies, policies of regional and global bodies and legislation of governments at the national or local level.

- In the case of internal mainstreaming within SDC's own procedures and documents there doesn't seem to be one method but various approaches with varying levels of depth. The DRR Guidelines do not give specific instructions on how to mainstream DRR into country strategies and other overall documents, but it clearly refers to the Climate, Environment and Disaster Risk Reduction Integration Guidance (CEDRIG) as the main instrument in mainstreaming.
- As for the external process, mainstreaming of DRR into the strategies and policies of global and regional bodies falls under the third Line of Action called influencing i.e. "SDC influences the international DRR policy system and institutions at regional and global level, which in turn aim to reduce risk in disaster-prone countries and enhance institutional partnerships" (DRR Guidelines).

*Difficulty
differentiating
the 3 Lines of
Action*

While in practice, it can be difficult to **distinguish where Targeted DRR ends and mainstreaming begins**, the guidelines do not provide an overall conceptual understanding of the difference between the Lines of Action. There are no clear definitions. For example, the Guidelines provide an instance of DRR Mainstreaming in sustainable pasture management in Mongolia where improved environmental practices are used by herders. In this case, mainstreaming appears to be the same as Targeted DRR and the example does not provide conceptual understanding for users.

The project "Strengthening the Climate Adaptation Capacities in the South Caucasus" is an important project funded by SDC, GCF and the Government of Georgia and implemented by UNDP. The project goal is to reduce the vulnerabilities towards climate-induced hazards and to foster regional cooperation by developing national level multi-risk maps and risk profiles, multi-risk preparedness and response plans as well as training (i.e. Targeted DRR actions).

The project also involves actions at the local level with the aim to **mainstream DRR** in national and regional plans and strategies. It shows that one project can include elements of multiple Lines of Action linked to achieve the overall objective. In practice, any effort to mainstream (or influence) DRR is by definition at least partially a Targeted DRR effort.

*Mainstreaming
DRR and the
Nexus*

Some key informants advocate for mainstreaming through **a much broader and comprehensive risk assessment** – not starting with events but with an assessment of political and economic contexts. Strong messages were gleaned from SDC informants: *"The significance and the definition of DRR has changed with the Agenda 2030 because the paradigm has changed with goal to "leaving no one behind"*.

Two considerations are suggested as critical: 1. the aim to find effective solutions and 2. the need to understand risks endured by the most vulnerable, including political and economic risks, thereby exploring resilience as an overarching goal.

Several key informants observe that the humanitarian and development communities both inside and outside SDC are not communicating as well as they should. One informant suggests that: *"SDC has done a lot (internally) on integrating Agenda 2030. However, the humanitarian community is not really talking to the development people. Agenda 2030 is a tool to make the development and humanitarian people talk."* and continues *"There is a risk that whatever comes from the DRR community is perceived by other departments as unnecessary, e.g. risk and contingency tools. But, SDC has to mainstream the acceptance of DRR*

in the development community even if it means changing wording to accommodate the thinking and practice more inclusively [to garner support from both development and humanitarian actors]. It must be really understood that DRR is relevant for all.”

Contributions

In interviews, informants had many different opinions on what constituted DRR mainstreaming, ranging from simple mention of DRR in a water project to rigorous use of CEDRIG. Also, just over half (52%) survey respondents perceive that their entity/unit contributes to mainstreaming of DRR. To establish what mainstreaming is, 81% finds that a formal (detailed) risk assessment should be carried out in the design phase of a project in order to confirm it as DRR “mainstreaming”.

Only 42% find that a risk screening (Module 1 of CEDRIG) is sufficient. More than two thirds (77%) would classify as mainstreaming when DRR is applied to a specific sector and 39% find that DRR is “mainstreamed” when it is given visibility in a project/programme document. DRR actions are seen by respondents to be most frequently integrated into the sectors of water, agriculture and infrastructure; 39% of respondents can recall a project where DRR is integrated with governance (see Exhibit 23).

Two thirds (61%) of respondents find that SDC has most successfully mainstreamed DRR at the country/national level. Over one half (52%) doesn’t know if the quality of SDC’s DRR mainstreaming has improved over the years; only 35% finds that it has.

Exhibit 23 Mainstreaming DRR in specific sectors

<i>In which sector could you name/describe an example of a specific effort benefiting from the integration of DRR, or risk-proofing?</i>		
Water	25	81%
Shelter/Infrastructure	21	68%
Governance	12	39%
Food Security/Agriculture	20	65%
Education	9	29%
Protection	2	6%
Health/Nutrition	7	23%

Source: Perception survey analysis (N=31); Particip Evaluation team.

Enabling environments are critical for mainstreaming

and

Mainstreaming DRR in official documents

Mainstreaming of DRR into plans, policies, strategies and legislation of governments at the national or local level is visible in a patchwork across the portfolio. It is usually possible where there is an **enabling environment**. The process often leads to wider sustainability of the application of a DRR approach in a country. There are many examples as also described in the chapter on Targeted DRR where these projects contribute to raising awareness, introducing and demonstrating better DRR practice. This eventually leads to an enabling environment for changing policies and legislation in favour of wider application of DRR practices.

The review of SDC project documents confirms that most DRR initiatives work through government systems. They are, in essence, risk governance interventions which are often technical in nature, but also

involve policy and institutional capacity building. There are many examples where SDC has supported DRR projects that have also worked with local governments and tested models and technologies in localities before being adopted for use in national systems. This approach is common to many governance interventions supported by SDC and is a classic example of national-wide scaling mainstreaming. The impact of visible integration of risk reduction concepts in official government documents depends largely on the existence of an enabling environment. SDC partnerships with Government institutions have succeeded in developing such environments-contributing to sustainable mainstreaming of DRR in official documents (See Annex for examples in India, Chad, Bolivia, Peru, Morocco).

The impact of mainstreaming DRR in official documents depends on the type of document. The mere mentioning of DRR in SDC and national official documents does not have a lot of impact in itself. It depends on how well the official document is applied or enforced. In developing and fragile countries, the proper legislation and strategy are often in place, but are not followed due to weak law enforcement capacity. On the other hand, if DRR is not visible in this kind of document, there is no basis for sustainability and localized efforts remain stand-alone success cases.

CEDRIG as an example of cooperation between the E&CC Network and the DRR Network

The **Climate, Environment and Disaster Risk Reduction Integration Guidance (CEDRIG)** was launched by SDC in 2015. Collaboration between the Climate Change Global Programme (Global Cooperation Department) and the DRR network began in 2011 at the initiative of Environment & Climate Change Network, to support the analysis of *"whether existing and planned cooperation strategies, programmes and projects are at risk from disasters emanating from climate variability, climate change, environmental degradation and/or tectonic activities, as well as whether they have an impact on greenhouse gas (GHG) emissions and/or the environment."*²⁴

CEDRIG is composed of three modules: 1) Risk and impact screening, 2) Detailed Assessment at Strategic and Programmatic Level and 3) Detailed Assessment at Project Level. Modules 2 and 3 are only used if serious risks have been identified in Module 1. Risk assessment has become mandatory in SDC entry and credit proposals and CEDRIG is one of the tools that can be used by SDC staff to conduct the risk assessment. In 2019, SDC leadership decided that every regional Cooperation Strategy should use CEDRIG in their planning. This is an excellent step towards internal mainstreaming of DRR and the Agenda 2030. The CEDRIG online tool was finalised in 2017. CEDRIG is an instrument that supports the systematic exploration of natural hazards, linked to climate change, natural hazards and the environment, but it was not designed to integrate all aspects of development into proposal processes.

In general, CEDRIG has become a familiar term but there are very few examples where it is used systematically to date. Just over half (52%) respondents agree that CEDRIG is a relevant and effective tool to

²⁴ CEDRIG Handbook, p4.

support DRR Mainstreaming. In some cases (e.g., Morocco conducted from Bern) it was applied in an exploratory manner in initial design phases; in SDC programme in Benin, it was used by HA for the adaptation of the SCO strategy.

*Main voiced
challenges
related to
CEDRIG*

Some limitations to CEDRIG were highlighted. Many in the field find CEDRIG complicated and time-consuming to use systematically. Some key informants point out that it was cutting edge when SDC launched it, but that now there are also other tools that are just as good or better, also because it is web-based. In Chad, very few had heard about CEDRIG and the document was not available at the SDC office.

- There are diverging perceptions on how **comprehensive** the risk assessment (Module 2) tool should be. The DRR Guidelines include only risks from natural hazards while CEDRIC also includes environment and climate change threats more widely.
- Although CEDRIG aims to integrate environment issues, the inclusion of **ecosystem conservation** elements rely heavily on the mindset and experience of users. Users suggest developing more capacity in the Thematic Networks (i.e. DRR and Environment & Climate Change Network_ on ecosystem management. As one pertinent example, SDC humanitarian response often contributes to setting up refugee camps and intermediary settlements for displaced people in fragile ecosystems. An associated effect is the depletion of natural resources and degradation of ecosystem services that refugees are dependent on. One informant shared that: *“Eco-DRR in politically unstable and ecologically fragile areas is very difficult. SDC has tried to recuperate and avoid permanent damage but there are so many problems. Ecology is not dealt with as a first priority; it’s more important to influence the issue at a higher level...it’s the responsibility of governments.”*
- Internally in SDC some have voiced concerns that **Gender** is not mainstreamed in CEDRIG, finding that this omission forms a *“great limitation for its usefulness”*. While it is widely recognised that women are among the groups particularly vulnerable to climate change and in situations of natural disasters, the ET has not in particularly analysed the connection between DRR and gender. The fact that the ET has not found supporting evidence on the ground that gender is not properly consideration, does not exclude that gender questions could be better addressed if gender was integrated into the CEDRIC.

3.3 EQs on Effects: What SDC efforts lead to?

3.3.1 EQ.C1 on Impact

To what extent have SDC efforts contributed to "prevention [and management] of the consequences of disaster"?



Summary answer to the Evaluation Question

While management of the consequences of disaster is more a deeply anchored and agreed SDC contribution than prevention, this is at least partially due to development actions (75% of SDC overall budget) lacking recognition (or repackaging) as contributing solidly to DRR - or preventive action. In fact, SDC has invested significantly in DRR averaging up to 61 m CHF per year since 2010. The Value-for-Money of the DRR portfolio revealed that targeted DRR (and to a slightly lesser extent mainstreaming) actions offer SDC more tangible results than DRR-influencing actions, that DRR efforts organized in official SDC priority geographies appear to offer slightly lesser value than those in countries outside the official focus, that there are spin-off benefits of working in a whole of government approach and that DRR actions may be establishing higher value for money in regions/countries that are less fragile. While these patterns are merely qualitative, they bring to the table many important issues concerning SDC's impact.

An uncertain balance between SDC investment in response and DRR

All stakeholders consulted were in agreement that SDC contributes to humanitarian response (managing consequences). In the survey, this contribution to humanitarian response is the only one of 12 statements for which all 94 respondents were unanimous. During the Asia study several examples were given of disaster response, including Cyclone Haiyan Philippines 2013, Earthquake Nepal 2015, El Nino drought Cambodia 2016, and more recently Laos dam failure 2018 and deployment of experts, provision of financial support and logistical assistance to the earthquake / tsunami in Sulawesi, Indonesia 2018. Desk review of budgets and programme documents also confirmed the large investment of SDC in humanitarian response –which often miss the mark in incorporating risk-reduction themes

The **balance between SDC investment in SDC “response efforts” and DRR may be a concern** (e.g., close to 50% agree and disagree). See Exhibit 24. Although a subjective question with no aim for consensus, the near even split in perception underscores real contention. Having found the right balance is the second most disagreeable of 12 statements. No SDC SAP data were found to enable a comparison of SDC investment in humanitarian response versus DRR.

Exhibit 24 Perceived balance in satisfying parts of the Dispatch 2017-20, Strategic Objective 2

The BALANCE between SDC investment in preventing future crises and SDC humanitarian response (managing their consequences) is appropriate			
Strongly Disagree	Disagree	Agree	Strongly Agree
6	34	40	3

Source: Perception survey analysis; Particip Evaluation team.

Some visible SDC contributions to prevention

Determining impact of SDC contributions to prevention are challenging because it is hard to count disasters that do not happen or the lives which were saved. Nonetheless, every country visited produced an example for consideration. Myanmar safe school project developed safe school construction guidelines, aiming to retrofit/reconstruct existing schools and build new schools that are more resistant to hazards.

In this context prevention is understood to cover a broad range of activities and measures to avoid or mitigate existing and new disaster risks due to extreme hazardous events, whilst resilience is the ability of the local schools to resist, absorb, recover and sustain functionality (e.g. educational services) when subjected to extreme hazards. In Tajikistan SDC-funded first responder training has reportedly saved lives during a major transport accident (in 2019) and triangular structures installed on slopes are reported to have prevented avalanches from reaching the local communities.

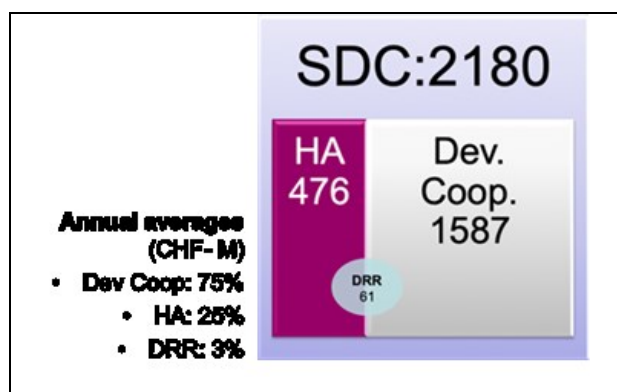
Recent disasters in Bolivia e.g. floods in the city of La Paz 2018 and landslides in the region of Yungas show an increased resilience. The establishment of risk management units in more than 100 of Bolivia's 400 municipalities is sustainable and contributes to IRM. DRR has been integrated into the Poverty Reduction Strategy in Peru which risk proof the strategy and assist in preventing future crisis

A significant investment in DRR from a relatively small donor

SDC has invested significantly in DRR. Out of a total SDC annual budget of approximately 2 billion CHF, the total Humanitarian Aid expenditure is estimated at 476 million CHF²⁵, or 25% of the portfolio reserved for humanitarian action (i.e. mainly response). According to the DRR Portfolio Analysis, both sides (HA and Dev. Coop) contribute to DRR-marked actions. On average, these DRR actions average 61 million/year allocated to DRR (since 2010). See small circle in Exhibit 25. This represents a significant investment in DRR from a relatively small but highly committed donor. At the above rate, DRR makes up approximately 3% of the overall annual funds.

²⁵ Source: Portfolio Analysis

Exhibit 25 Proportion volume of DRR



Source: Excerpts from global SDC statistics and DRR Portfolio Analysis; Particip Evaluation team

Value for Money

A majority of SDC respondents perceive that funded efforts offer SDC value for money. In relation to SDC three lines of action there is evidence that targeted DRR offers more value for money in terms of appropriate use of resources, achieving specific outcomes and attracting other actors and donor support. When experience gained from targeted DRR is capitalised and leveraged to inform mainstreaming and policy influencing this can be highly impactful and serve to ensure the longer-term impact when direct project support is scaled.

The qualitative Value for Money (V4M) Thematic Study explored 68 projects proposed by the four Departments as characteristic of their work in each DRR Line of Action. To little surprise, targeted DRR (and to a slightly lesser extent mainstreaming) actions offer SDC more tangible results than DRR-influencing actions (which have more indirect DRR results). This may be explained by scale as they typically feature focused field-based “direct” actions-most often employing a narrower zoom on a set of interlinked threats or a small geographical area.

The Basic Efficiency Resource (BER) analysis also underscored the economic value of outcomes achieved through Targeted DRR efforts funded by SDC.

The corresponding Credit Proposals and related documents were examined to score the four ‘E’s of V4M:

- **ECONOMY: Targeted DRR efforts** were more likely than Mainstreaming or Influencing to clearly invest in the right combination of human financial and other resources;
- **EFFICIENCY:** While Influencing efforts were generally more productive, **Targeted DRR projects** were more likely to leverage strategically;
- **EFFECTIVENESS:** Reach was strong for all Lines of Action; sustainability, however, was more likely for **Targeted DRR efforts**;
- **EQUITY:** Mainstreaming efforts were most likely to achieve visible equitable outcomes; while influencing may promote equity and inclusive voices, SDC influencing has challenges to reflect participation in any measurable way.

As one solution going forward, **targeted DRR projects** could be used to operationalise more holistic integrated programming that incorporate

current nexus thinking in innovative pathfinder projects that can be replicated by others.

The V4M analysis also compared and contrasted aggregated scores among the countries represented by the 68 projects, i.e., grouped by SDC priority, Whole of Government Approach and level of Fragility.

- DRR efforts organized in official SDC priority countries/regions appear to offer slightly lesser value than those in countries outside the official focus. This may be because those DRR actions outside the 'official scope' are more tightly directed to identified needs as they arose, as opposed to looking for the best actions inside an established list of countries, or a list established for an entirely separate set of reasons not reflecting DRR explicitly. These would be good examples of where to model innovative 'pathfinder' projects;
- There also appears to be spin-off benefits of working in a whole of government approach. Collaboration can build coherence and increase effectiveness of available resources. It is possible that the energizing dynamics in countries where Swiss actors are actively seeking synergies rub off on projects more generally.
- DRR actions may be establishing higher value for money in regions/countries that are less fragile. This may underscore the difficulty in making tangible progress in any sector in very fragile states, where both development and DRR may be most needed. It also leads to the need for SDC to better understand how to conduct DRR in areas of fragility and insecurity.

No golden ratio of development, DRR and humanitarian response

An integrated disaster risk management approach considers prevention and mitigation, preparedness, response (do no harm) and recovery (build back better) as complementary measures that need to be combined in an appropriate way and involve all stakeholders across the disaster–development nexus. In an integrated process **understanding the appropriate balance between the different measures is difficult to determine**. Measuring the impact of **dialogue and advocacy to influence** the formulation of international DRR policies is also difficult to attribute to any one particular actor. However, it is apparent from SDC policy documents and work programme that SDC is strongly committed to supporting and influencing the international DRR system through institutions at both regional and global levels. This was manifest in SDC leading role in the negotiations of the Hyogo and its successor the Sendai frameworks.

The former Deputy Director Humanitarian Affairs Marco Ferrari served as the chair of the intergovernmental group responsible for the drafting of the Hyogo Framework, and more recently Switzerland served as the de-facto chair of the European group engaged in the negotiations of the Sendai framework in both Geneva and Japan. Perhaps **more than any other government donor, the Swiss government provides a strong role in supporting international cooperation and coordination mechanisms** at global to national levels, including the May 2019 Global DRR Platform. SDC's third Line of Action - **mainstreaming DRR** - is also considered an

essential workstream to embed DRR thinking into internal and external sustainable development policies and practices.

Despite stakeholders noting ambiguity in the concept, mainstreaming activities were considered to be those most visibly promoting issues of equity and inclusion – often at the heart of vulnerability and marginalisation.

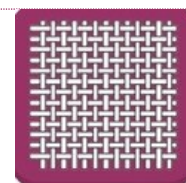
Is the investment in the IRM framework appropriately balanced to meet SDC strategic objectives?

While **preventing disasters is a development issue** and it is essential that DRR thinking and practice is applied in all programmes, there is **no “optimum” ratio** of humanitarian response verses DRR expenditure. The World Bank reports that the capital costs of constructing public assets (schools, health centres, roads, etc.) to ensure they are resilient and resistant to extreme hazards is typically 10% higher than a non-disaster proof building - significant, but not when taking a post-disaster reconstruction costs into account. This would indicate that in high risk disaster-prone countries, the integration of disaster risk reduction into sustainable development policies and planning may require an investment of up to 10% of the project costs depending on the nature of the service, product or asset. Not surprisingly, respondent comments on this subject varied widely with calls for greater country-level investment in targeted DRR projects to develop and demonstrate good practice, to more dedicated resources to support mainstreaming across relevant development sectors.

In terms of determining the appropriate balance between these objectives it is apparent there is **no one size fits all** and ratios will depend on country contexts and strategic opportunities as they arise. The effectiveness and impact of SDC’s DRR work is primarily determined by how well these investments are linked across the three Lines of Action and integrated into programming. For example, 2015 was clearly a benchmark year in terms of investments in **influencing** international policy negotiations (DRR / Climate / SDGs). In subsequent years the focus of influencing policies has been shifting to regional and national / sub-national levels – from policy formulation to implementation. Going forward it is possible that a more quantitative V4M analysis may be useful in informing programme design although this was not within the scope of this evaluation.

3.3.2 EQ.C2 on Sustainability

To what extent do/can SDC efforts result in or trigger sustainable outcomes?



Summary answer to the Evaluation Question

SDC confronts the same challenges as all other DRR actors to assure and measure sustainability. While SDC has the advantage of longer-term investments (for development actors), exit and hand-over strategies linked to DRR efforts were rare. There is still a dearth of visible handovers from HA to development actors. Nonetheless, Targeted DRR-funded by SDC shows promise for sustainable results.

Mixed views on sustainable DRR actions funded by SDC

Stakeholders consulted had mixed views on how sustainable SDC DRR actions are. A minority could propose concrete examples of work that would be continued once SDC funds ended. Most (88%) survey respondents, however, agree that SDC investment in DRR generally leads to sustainable outcomes (12 out of 77 strongly agree). Distributed by Line of Action, 50% respondents perceive that Targeted DRR is the most sustainable, while 47% and 32% propose DRR mainstreaming or influencing, respectively.

Longevity of support one factor of sustainability

Most informants agree that sustainable actions require sustained investment and one factor contributing considerably to the efficiency and sustainability of SDC's DRR actions is the **longevity of the support**. SDC development projects are regularly designed to be implemented over 12 years in three phases of four years. The different phases allow for adjustments to local findings. The DRR programme in Bolivia that ran from 2005 – 2018 implemented many efficient actions on targeted DRR and mainstreaming. Agriculture, food security and water management projects in Chad are also about 12 years divided in three phases which is also seen as contributing to efficiency in DRR by developing and introducing e.g. short cycle crops, improving access to water and reducing conflicts on natural resources.

As another example, it took about 12 years of work in Tajikistan to create awareness that Integrated Watershed Management has a positive effect on DRR and vice versa. It also permits moving from Targeted DRR to mainstreaming of lessons learnt and good practices into local and national level plans and legislation. As mentioned in other chapters there are good examples from Bolivia, 140 Risk Management Units, Peru, DRR integrated in poverty reduction strategy; Morocco, application of IRM principle; Chad, integration of food security in agro-silvo pastoral law; Myanmar, upscaling of construction of safe and child-friendly schools; India, upscaling of vulnerability assessment from one to all states; Cambodia, installation of Early Warning System. These mainstreaming examples all strengthened national governments in risk prone countries by establishing structural risk-informed solutions

Short time-spans of HA funding not conducive to sustainability unless worked into a handover

In other cases, e.g. the 18-month Eco-DRR project in Eastern Chad, HA's shorter lifespans are serious limitations for DRR efforts and impact. HA usually operates with relatively short-term emergency response; for structural reasons it can be difficult for HA to hand over projects to South Cooperation (SC) which is embodied in this quote:

"There hasn't been a long-term project regarding ecosystem rehabilitation around the refugee camps. Normally, humanitarians should create the link with development for them to take up the task, but this bridging is not always established between these two actors." As informants in Chad expressed: *"Between phase 1 and phase 2 of the project, I have seen a lot of change: the introduction of a strategy to combat bush fires, surveillance of the pastoral situation, the presence of a small fund for emergency action, drinking water is also a new activity, and a pilot approach to integrate animal and human health".*

A longer-term perspective makes it possible for awareness raising and training to have an effect because there is time for learning and reflection.

*Sustainability
and scale*

There is also evidence of many DRR projects that are contributing to **DRR solutions at the local or micro level** such as the construction of spreading weirs in Chad, small dams in mountains in Bolivia, and support in Morocco for early warning. These actions are limited geographically but can potentially make important differences for vulnerable rural populations, preventing future disaster as a consequence of droughts and floods.

At the **regional level**, SDCs partnership with ASEAN on the Asian Social Forestry and Climate Change Programme (ASFCC II) contributed significantly to food security among member states. Less tangible but real and possibly longstanding results are also achieved by SDC at the **global level**, through its role as board member and active participant of key institutions and processes including the UNFCCC, GFDRR, the Adaptation Fund (AF), the Green Climate Fund (GCF), the Global Environment Facility (GEF), and the Organisation for Economic Co-operation and Development (OECD).

Exit Strategies

One aspect of sustainability is captured in the successful **exit strategies or important handovers** between Humanitarian Aid and a Development Cooperation. In Bolivia SDC supported a DRR programme for 13 years from 2005 – 2018. Since 2018, HA has handed over possible follow actions to SC. The ET did not get the impression that SC were planning any follow actions though.²⁶ is no longer present in the country. SDC efforts in LAC will reportedly also be phased out in the coming years. Despite many sustainable results, there are concerns about the consolidation of certain activities. Many partners struggle with no visible SDC exit strategy in place i.e., to inform if South Cooperation or another partner will continue these activities. In Morocco, the SCO is closing with no visible exit strategy to provide partners and government institutions a possible hand-over of the projects. In Chad, HA implemented an 18-month project on ecosystem rehabilitation around refugee camps. It was clearly too short to establish sustainable results but instead of continuing the project with SC financing, lessons learned were integrated into another existing project overlapping geographically with the ecosystem project. This integration was happening in the beginning of 2019, so it was not possible for the ET to assess whether this solution was successful

²⁶ Staff from the SDC country office was not available for interviews but indicated a SDC contracted consultant to inform about the DRR programme in Bolivia

Challenges for sustainability

The assessment of sustainability is hampered by constraints in **monitoring and evaluation** on DRR. Sustainability is often highlighted through an assessment at the local level on a case by case basis by the SDC staff and implementing partners. There are challenges to compile evidence due to various factors. Firstly, the frameworks for Cooperation strategies and sector projects rarely have indicators specifically designed to monitor and evaluate the overall outcomes and impact of DRR. Secondly, the team learned about the difficulty in developing and fragile countries to get access to data i.e. those not controlled directly by the project (e.g., Horn of Africa efforts).

Some key informants point to **weaknesses in the overall SDC approach** relating to creating **local ownership** with a point of departure in local knowledge and solutions. One key informant that has worked for decades with SDC said bluntly:

*“SDC acts like ‘they come, they know, and they do’. By the end of the day it doesn’t change anything in terms of risk [management] at ground level”, and “SDC needs less to bring solutions...and [more to] help communities craft local solutions”. Some stakeholders explain that the SDC “portfolio now is maybe less participatory because of a **stronger link to government institutions.**”*

These statements were voiced by some key informants that know SDC very well for a long time. Although this opinion was not voiced in general, the ET finds that these few strong statements ought to be considered by SDC.

4 Conclusions

As many are inevitably interlinked, for analytical clarity we group the conclusions into the following three clusters supported transversally by multiple evaluation questions:

Cluster A: Unique achievements and Swiss skills in DRR

Conclusion 1: Meaningful contributions in all three DRR Lines of Action

Conclusion 2: Swiss expertise features unique strengths that promote DRR

Conclusion 3: Useful focus on multi-level approaches

Conclusion 4: SDC Investment in DRR strong and wide, but patchwork

Conclusion 5: DRR-related objectives achieved under many names

Cluster B: Unclear and fragmented vision

Conclusion 6: DRR Guidance does not propose an end goal that Development actors can share'

Conclusion 7: No common understanding of DRR threats and priorities

Conclusion 8: Complex organisational structures/modalities stifle DRR synergies

Cluster C: SDC loosing reputation as DRR leader

Conclusion 9: Complex, crowded and growing playing field

Conclusion 10: Challenges to capitalize on DRR learning.

4.1 Cluster A: Unique achievements and Swiss skills in DRR

4.1.1 Conclusion 1: Meaningful contributions across three DRR Lines of Action

SDC has funded valuable DRR projects representing all three Lines of Action; the greatest value for money was found to be offered by Targeted DRR efforts.

This conclusion is based mainly on the second EQ set: B1, B2, B3 and B4, plus EQ-C1.

Influencing DRR: SDC supports a global enabling environment characterized by multiple frameworks and policies (e.g. Sendai and Global Platform for DRR) aiming to promote coordination and synergy among partners. Without a doubt, SDC efforts influenced and have continued to strongly influence international DRR policies, frameworks and mandates, especially among multilateral institutions. The Swiss role as an advocate for DRR is perceived strongly at the global level and within the Sendai Framework for Action. SDC influences through advocacy, technical assistance /secondments and serves as a longstanding dependable donor to multilateral partners. The combination of technical secondment and financial support is considered by informants to be a particularly effective way to influence and steer institutional partnerships. However, as detailed in the Cluster C conclusions (see below), Switzerland's multilateral DRR efforts suffer from decreasing visibility of leadership in an increasingly complex global environment.

Targeted DRR: SDC has strong capacity to efficiently implement Targeted DRR actions at national and local levels, reducing risk or preventing a specific hazard or crisis from becoming a full-scale disaster. This includes SDC's climate change action efforts. Targeted DRR efforts often occurred without being recognised as part of a greater goal of resilience building (i.e., many food security or drought resilience activities in e.g. Chad, Myanmar, Horn of Africa). However, whether labelled DRR or not, valid progress in Targeted DRR has been made. The phases of preparedness, prevention and "knowing the risk" from the "risk staircase" have contributed equally to the effectiveness of DRR,

while risk transfer has benefitted from testing innovative approaches, but too soon to be prominent in the SDC portfolio. At the level of Cooperation Offices, the pragmatic approach, strong technical assistance, tailored local designs and participatory implementation build good Targeted DRR projects. SDC remains a strong and supportive DRR partner and has contributed regularly to strengthen local and national institutions. SDC actions generally take partner country strategies sufficiently into account in a DRM perspective while also lobbying to influence through improved risk governance efforts. While SDC is praised by many informants for its capacity to apply participatory methods and build on local knowledge, others warn that this capacity is being eroded as SDC gradually switched the weight of focus from communities to governments or from supporting local to regional/global levels. This is an issue if people-centred DRR remains a Swiss goal. Capacity development in DRR figures high on the SDC radar as one way to instil in partners sustainable cultures of risk reduction. In the Value-for-Money analysis, Targeted DRR efforts were more likely than Mainstreaming or Influencing to invest in the right resources, to leverage other resources strategically, and to lead to sustainability.

Mainstreaming DRR: There are many examples of Targeted-DRR action that has led to DRR mainstreaming into government policies, plans, legislation and strategies (e.g., India, Myanmar, Chad, Bolivia, Nicaragua, Morocco) which also contribute to enabling environments that lead to sustainability. Mainstreaming has evolved in an organic and opportunistic way where enabling environments and strong relationships exist with authorities at national/local levels. SDC has designed the CEDRIG, with strong potential to risk-proof development programming and mainstreaming DRR. The most recognised mainstreaming actions are concentrated in the water, infrastructure and agriculture/food security sectors. Although SDC has a strong focus on decentralisation and local governance and almost all, if not all, country strategies have an intervention area (domain) subjects related to peace building, conflict solution, decentralisation and governance. However, even though SDC works closely with government institutions on DRR, the DRR work does not seem to be integrated into the domain on governance in the country strategies e.g. in the Horn of Africa SDC works with local governments in Somalia but the issue of DRR is not part of that work.

4.1.2 Conclusion 2: Swiss expertise features unique strengths that promote DRR

There is a clear set of themes that come naturally to the Swiss and that lend themselves perfectly to DRR. However, as they are scattered arbitrarily across the portfolio, the Swiss unique expertise is not given an opportunity to shine.

This conclusion is based mainly on EQs B1, B2, B3 and B4.

A specific Swiss DRR-niche has been carved by geo-politics and environmental history. As a reminder the niche is composed of strengths that come naturally to and also are a comparative advantage for Switzerland. Part of Switzerland's comparative advantage lies in the fact that Geneva is a global humanitarian centre and the birthplace of the Geneva Convention. The Swiss government is considered a neutral and honest broker and a compelling convener. These facts combine to provide Switzerland a legitimacy and access to expertise qualified to undertake conflict-sensitive (and do-no-harm) programming that few other donors are doing or are able to do.

The Swiss DRR-niche includes above all the following four:

- Water and watershed management;
- Eco-DRR, especially in mountainous²⁷ landscapes;
- Risk governance (global, decentralisation and including but not limited to fragile, conflict sensitive geographies), and
- Risk transfer (through risk financing, insurance, etc.).

These are themes that the Swiss are naturally drawn to and are doing very well already in many cases, and that lend themselves perfectly to, and are quintessential features of, DRR.

4.1.3 Conclusion 3: Useful focus on multi-level approaches

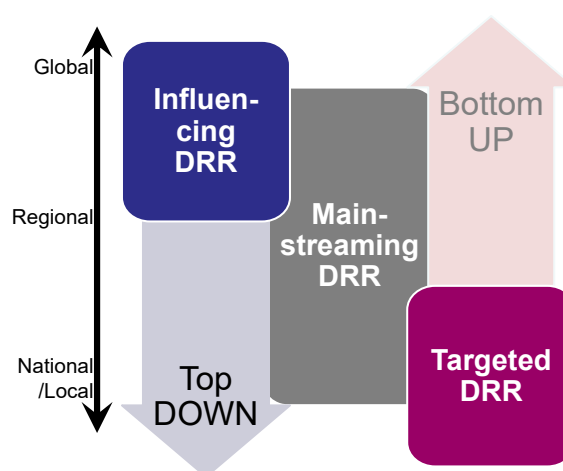
While interesting DRR actions were funded at three different levels (local, national and regional/ global) no whole-of system thinking was found to enhance the portfolio. The three DRR Lines of Action (once widely understood and embraced) hold the foundation for a robust whole-of-system framework to promote DRR.

This conclusion is based mainly on EQ B-2 to B4.

Policy priorities and programme strategies for DRR are set within a complex web of relationships at multiple levels, between SDC headquarters, SDC Cooperation Offices and recipient country governments. From the complexity, however, the Lines of Action may serve as a lens to conclusively and lucidly establish levels and linkages (See below):

- **Influencing on DRR policies** currently takes place most clearly at Global and Regional levels by design (related to international agreements i.e. HFA and Sendai Framework for DRR); influencing aims to filter down to strength enabling environments for DRR.
- **Targeted DRR** is composed of several measures and actions applied through a large range of sectors leading to enhanced resilience at national and local levels. It provides SDC the learned practice and evidence base required both to influence and to mainstream policy.
- **Mainstreaming:** yet not clearly defined by SDC, appears to be feasible at all levels; DRR is worked into global policies and integrated with sectoral community actions, as well as through the risk-proofing approach applied in project/programme design (i.e. CEDRIG).

Exhibit 26 Multi-directional DRR efforts



Source: Particip Evaluation team

The interlinkages between the levels of intervention can be **both top-down and bottom-up**. There are many examples where SDC support has funded bottom-up processes – where local initiatives are fertile opportunities for mainstreaming at a higher level. SDC's engagement at the top level (i.e. influencing at global/regional level) is strong, but the top-down processes (i.e.

²⁷ It is noteworthy that SDC has decided to close out many offices where mountain landscapes are a hallmark e.g., Bolivia (all offices in South America with be closed by) and Morocco.

influencing) or proof of global agreements influencing concrete action at the national and local levels is rare to date. Both are often supported in the same country, keeping a focus on communities and people, while also strengthening enabling environments at national levels; e.g., in Morocco, Swiss investment has contributed to a gradual improvement in national legislation and structures that promote integrated risk management demonstrating a strong shift from reactive to preventive thinking, despite visible deficits and ongoing lethargy; at the same time meaningful local eco-DRR approaches promote sustainable practice from the ground up.

The common long-term support package of SDC to DRR partners (i.e. 12 years) strongly increases the chances for this trickle-up/bottom-up approach to materialize and meld because it takes generations to build sufficient awareness in the society at large and capacity among government officials. Uptake of the new DRR approaches and techniques demonstrated at the local level through the DRR projects, however, requires a national authority or unit that can champion DRR. This is often a big challenge and has strong parallels to SDC architecture (see below): DRR “authority” is vested in those responsible for humanitarian response. Within SDC this is the HA Department; at country level this is the National Disaster Management Authority (most often linked to Civil Protection).

Regional influencing by SDC is growing due to the establishment since 2018 of Regional Focal Points in Lima and Bangkok, corresponding with increasing engagement with regional government bodies such as ASEAN. This bodes well for building regional capacity, nurturing a culture of risk reduction and keeping SDC poised to manage the consequences of a sudden onset disaster or crisis.

4.1.4 Conclusion 4: SDC Investment in DRR strong and wide, but patchwork

Significant Swiss resources have been dedicated to DRR, covering a wide range of themes and geographies, but are too scattered to achieve global impacts and synergies.

This conclusion is based mainly on EQ-A1, EQ-A2 and EQ-C1.

SDC has made and continues to make considerable investments in DRR using the full range of institutional elements and operational modalities at its disposal. SDC has invested significantly in DRR. Out of a total SDC annual budget of approximately 2 billion CHF, funding breakdown of SDC annual averages indicates that Development Cooperations together receive 75% and Humanitarian Aid 25%. Pulling on both budgets, DRR makes up approximately 3% of the overall annual funds (source: DRR Portfolio Analysis). To anchor this in an historical anecdotal perspective of international aid financing from 1991 to 2010²⁸ all donors combined, natural hazard-related funding (humanitarian response and DRR) makes up roughly 3% of total aid. Among that portion, DRR financing weighs in under 1% but hovered since 2003 at close to 10%.

SDC investments in DRR since 2010 have covered a wide landscape: they have included a focus on 14 different types of actions, 13 types of hazard or crisis events, and at least 114 countries or regions (DRR Portfolio Analysis).

However strong they are in themselves and however rich the learning is that they produce, DRR efforts lack coherence as part of a global overarching SDC strategy. Even at SCO level, DRR efforts are largely patchwork or lack a systematic approach to achieve higher impacts. While some project proposals are developed in the field, a good number of DRR efforts appear to respond to opportunities suggested from HQ or funds that become available.

²⁸ ODI, 2013. Financing Disaster Risk Reduction: a 20-year story of international aid (1990-2010).

4.1.5 Conclusion 5: DRR-related objectives achieved under many names

There have been clear achievements in all targeted thematic and geographic areas, but SDC's engagement in DRR in fragile areas is tentative and hesitant.

This conclusion is based on all EQs, but above all on EQ-A2, EQ-C1.

Overall, Strategic Objective (SO) 2 in 2017-20 Federal Dispatch (*"Prevent and manage the consequences of disasters and of fragility; promote conflict transformation"*) has been at least moderately achieved and SDC efforts have contributed to all three to varying degrees. While extremely difficult to quantify in terms of both global targets (i.e. related to levels of mortality, number of people affected, economic loss and damage to infrastructure and services) and internal targets (DRR-marked actions), there is strong qualitative evidence across SDC Departments that prevention, management of the consequences of crises and to a lesser extent DRR in conflict (fragile) settings have been achieved. While all stakeholders interviewed unanimously agree that SDC managed the consequences of crises effectively (and abundantly), there is strong divergence of opinion within SDC on whether the balance between SDC investment in response and investment in DRR is appropriate.

DRR in fragile areas is a proven and growing need, a cutting-edge concept uncrowded by many donors. The Risk Analysis map featured in the 2018 SDC DRR Guidelines directs readers to conflict/fragile areas and the overall investment of SDC in fragile conflict-affected regions substantially increased in the 2013–16 period. Swiss-funded DRR efforts in fragile contexts, however, are often perceived to be an after-thought. While SDC's formal position holds that DRR is reserved for natural hazards, a significant number of stakeholders consulted feel SDC's engagement in DRR should include conflict, protracted crises and peacebuilding, etc. The ability to undertake DRR interventions in conflict-affected areas to support peace and reconciliation is in full alignment with the Dispatch language, is in line with Swiss strengths in the area of governance and is not monopolized by other donors. SDC is obliged to direct half their funding overall to fragile contexts and the evaluation identified examples of solid SDC-supported DRR related work in fragile contexts such as Myanmar, Chad and Tajikistan (much lower on the fragility scale).

4.2 Cluster B: Unclear and fragmented vision

4.2.1 Conclusion 6: DRR Guidelines (crafted by humanitarians with insufficiently clear Lines of Action) does not propose an end goal that Development actors can share

SDC promotes DRR as a 'risk management' approach – which is in stark contrast to a set of integrated efforts leading to an ultimate, more positively slanted and shared end-result, such as 'resilience'. Although the HA/DRR office promotes integrated risk management, it is not integrated into development policy and planning.

This conclusion is based mainly on EQs A1, A2, B2-4.

The current DRR Guidelines offer overarching principles and provide a catalogue of good DRR practice. But, the DRR Guidelines do not adequately support Development Cooperation departments to secure systematic and widespread integration of DRR in the SDC projects. CEDRIG (described by the DRR Guidelines) is both better known and more directly useful to risk-proof development actions and few staff outside HA consult the DRR Guidelines for project design or implementation. Because of a loose description of

three DRR Lines of Action (LoA), fewer staff still are able to categorise (or relate) their activities by DRR Line of Action or type of activity i.e. prevention, preparedness, risk transfer, etc. While tagging or marking actions by DRR line or type of action is not a goal in and of itself, the lack of a wide and deep-seated shared understanding of these distinctions underscore DRR as a vague target for SDC with no one higher than the Departments showing interest to bring it into focus. Fortunately, SDC has already planned to make use of CEDRIG—now compulsory²⁹.

The SDC DRR Guidelines and HA's companion DRR Operational Concept document are designed in a humanitarian mindset. While this is understandable because they were developed from and sit inside the Humanitarian Aid Department (of the SDC four), it has set DRR up to serve as a management tool without clearly identifying a clear vision with a well-identified end goal. While resilience is mentioned in the first paragraph describing the purpose, the Guidelines promote DRR as a 'risk management' approach – which is in stark contrast to a set of integrated efforts leading to an ultimate, more positively slanted and shared **end-result, such as “resilience-based or risk-informed development”**. While DRR is only one of many paths to resilience, this topic may be the missing convening concept to strengthen linkages. In fact, SDC has already recognised this publicly—SDC is credited with the choice of the theme of the Global DRR Platform 2019 – “Resilience Dividend: Towards Sustainable and Inclusive Societies”. What may be needed is to clarify concepts and the hierarchy of priorities.

Finally, the guidelines provide limited incentives and instruction on what SDC staff should do to adequately integrate DRR, leaving many to consider DRR “a cumbersome add-on”. While an integrated Disaster Risk Management (IDRM) approach is mentioned, the guidelines also fail to provide a clear grasp of what is intended by 'Integrated' DRM. CEDRIG is also not yet systematically applied even inside HA and the Global Programme for Climate Change.

4.2.2 Conclusion 7: No common agreement on DRR threats and priorities

Without clarity of definitions, concepts and priorities and in the absence of an overarching theory of change/end-goal, the SDC DRR agenda is not consistently applied and SDC is not getting the optimal alignment and impact of its resources.

This conclusion is based on EQs A1, A2 and C1.

Evidence suggests that despite many efforts to establish a clear position (DRR Guidelines since 2008 updated in 2018 and an Operational Concept in 2017 for HA), there is **no unified SDC understanding of DRR** and the term benefits from no consensus inside the house; DRR signifies widely different things for different actors and levels. There are distinct differences in interpreting the concept between HA and development cooperation and also between the HQ and the field. While individual staff members had an in-depth understanding of specific modalities, issues or tasks at hand, there were very few people with the sufficient transversal experience to have a broader **systems-wide understanding** of how the different organisational elements and work streams can build synergies and optimise impact for DRR. The challenges of implementing an integrated approach across a complex dual mandated organisation was further compounded by different interpretations of what the three Lines of Actions actually meant, together with a lack of clarity in terms of the concepts, definitions and compartmentalized scope of SDC's DRR work.

²⁹ As per Communication of Director Sager to all staff, 30 April 2019

In general, SDC Cooperation offices and partner projects react rationally to contexts and identified needs, seeking funding wherever it can be found and disregarding to which entity a particular “threat” belongs. They are not encumbered with territorial distinctions and SDC promotes a wide range of DRR actions and events that are nearly always defended by some level of context/hazard analysis. While SDC staff at multiple levels expressed the need to put boundaries on how SDC defines the term, others preferred no boundaries beyond ‘what makes sense in this/our context’.

It is noteworthy that while the scope of the 2015 Sendai Framework Action (SFA) has been broadened to encompass both natural and man-made hazards including environmental, technological and biological hazards, it does not explicitly include fragile contexts, conflict and protracted crises. In the lead up to the Sendai conference, Switzerland lobbied for a more explicit recognition of the relationship between disasters, fragility, conflict and displacement although during the negotiations this was deemed to be too politically-sensitive and no references to conflict, protracted crisis / fragility were made in the final adopted framework

Reflecting the primary focus of the Sendai framework the 2018 SDC Guidelines include, as its very first statement, a DRR focus on “natural hazards³⁰”. This self-imposed limitation of SDC (i.e., to natural hazards) appears to be driven by the need to provide focus and delineate boundaries between separate but interconnected institutional mandates and policy frameworks. In reality these boundaries are interconnected, as is the fundamental relationship between disasters and development, resilience and sustainability. People live in a complex interconnected risk landscape, where the failing to include consideration of fragility and conflict in the design of a DRR strategy could be problematic if goals and objectives do not reflect the context in which a strategy will be pursued.

Strategies which inadequately consider conflict, risk creating potentially negative consequences on dynamics of peace and conflict. This would contravene the SDC Dispatch objective “*Prevent and manage the consequences of crisis and disaster, and of fragility; promote conflict transformation*”. As a minimum, DRR strategies intended to be implemented in conflict contexts should be conflict sensitive, as indeed was the case in Myanmar. Perhaps more importantly when taking a holistic multi-risk approach to DRR is the need to differentiate between an “extreme” event and the ongoing chronic shocks and stresses that can be considered the “norm” in the specific region. Disaster management is primarily concerned with extreme rather than average conditions, that seriously disrupt the functioning of a community or society and causes losses that exceed the community's or society's ability to cope using its own resources.

While a singular focus on natural hazards may be strategic to build capacity, **such a stance is not conducive to an integrated system-wide approach to reducing risk**. In fact, according to the Guidelines/Operational Concept, risk analysis is explicitly promoted through a “multi-hazard approach”.

A review of SDC objectives embodied in Swiss policies and strategies, revealed that integration of DRR concepts and terms was largely absent. Evidence for influencing within Back-to-Office-Reports (i.e., in multilateral dialogues or processes) is also limited. In contrast, DRR seems to be gaining traction within Cooperation Strategies, rising to the same level as humanitarian response, and more frequent than both climate change and the humanitarian-development ‘nexus’.

³⁰ 2018 SDC DRR Guidelines, p5: “Disaster risk reduction (DRR) deals with the effects of natural hazards”.

4.2.3 Conclusion 8: Complex organisational structures/modalities stifle DRR synergy

In the absence of a coherent organisational strategy, inter alia, the current structures, modalities and cooperation between HA and Development Departments are not conducive to promote DRR more fully than they do today. Whole of Government work is feeble, But promising.

This conclusion is based mainly on EQ-A2, but also EQ-B3.

SDC has a complex organisational structure with a range of institutional elements and modalities to engage across the wider DRR architecture. The architecture poses considerable challenges, not least because operationalising an effective integrated disaster risk management approach across humanitarian and development departments requires a high level of coherence, cooperation, communication and transversal learning between different parts of the organisation with different ways of working, many with national governments and through bilateral and multi-lateral partnerships.

A substantial number of stakeholders across SDC find the current architecture uncondusive to promote DRR. One concern regularly voiced was the physical separation: Humanitarian Aid Department (home to the DRR office under the Multilateral Division) has its own building and the three development cooperation departments (Global, South and East) and all other SDC offices share the main building a few kilometres away. But, there is more than just a wall between HA and development. HA and Development have an entirely different culture, language and practice (including implementation modalities and partnerships) that join to challenge real synergy.

SECO is conducting some extremely relevant work on DRR that seems to be happening in parallel to SDC, without reaching true synergy. There are frequent discussions and exchanges on Sendai, but it is rare to see synergy in the field, with co-financing or two projects that set out by design to reap shared benefits for populations at need.

4.3 Cluster C: SDC loosing visibility as a DRR leader

4.3.1 Conclusion 9: Complex, crowded and growing playing field

SDC's DRR efforts suffer from decreasing visibility in an increasingly complex global environment.

This conclusion is based mainly on EQ-B3.

While still seen as an honest broker, credible player, compelling convener, SDC is not the DRR leader that it once was at the global level. There are multiple reasons for this – many beyond Swiss control, such as their size/volume among increasingly numerous DRR-related actors, a crowded playing field. In fact, it may well be thanks to SDC's strong and sustained efforts that DRR attracted so many new actors taking up various efforts and forging new ground across the disaster cycle. The nexus and migration issues have also brought new players to the field adding confusion with high level political interests. While very similar to DRR, climate change adaptation efforts are “hogging” the investment and subsequently attracting more human resources than DRR. Even between 1991 and 2010 — at the start of this evaluation's focus—DRR donors were dwarfed by Japan (who contributed 64% of all DRR funding) and Switzerland was not among the top 11. Today, without clear recognition and promotion of SDC's comparative advantages in DRR, it may be even harder to hold a spot at the table.

4.3.2 Conclusion 10: Challenges to capitalize on DRR learning

A 'learn and let go' attitude: SDC strongly enables – but does not cherish and nurture – DRR learning.

This conclusion is based mainly on EQ-A2, EQ-C2.

Touted systematically for its technical expertise—recognised from multilateral boardrooms to small villages where a Swiss DRR 'backstopper' came once and left behind memorably good advice — it would be a stretch to suggest that SDC is not a learning institution. SDC learns, and lends knowledge, intensively and creatively. But, SDC does not optimally retain most of that knowledge. Setting aside the rich learning by regularly rotating civil servant staff, it is largely the Expert Group/Roster (SHA) members seconded to DRR projects or partners that do the learning for SDC. And that learning stays with them. There is no apparent strategy or process (beyond DRR Network learning events, end-of-mission reports or 'lunch lectures') to capitalize on the wealth of DRR knowledge held by SHA Experts.

Another learning factor is encapsulated in monitoring and evaluation. Despite impressive efforts to create a DRR Portfolio Analysis (i.e. for Sendai reporting), SDC has not defined any indicators to monitor the coverage or assess the effectiveness of **specific DRR lines of action**: Targeted DRR, mainstreaming and influencing. The Aggregated Reference Indicators aligned to the 2017-20 Dispatch³¹ generally monitor individuals or government entities benefiting or building capacity linked to SDC-funded DRR efforts. Indicator frameworks in Cooperation strategies are loosely linked to DRR; monitoring mainly assesses progress on outcome indicators defined e.g. in agriculture and food security but not on the level of risk reduced or threats prevented. Because each Line of Action is only vaguely defined, a number of projects go under the radar and are not captured in any database. While this does not detract from the merit of the individual projects, these factors combine to make it nearly impossible to assess the overall effectiveness of the SDC investment.

³¹ https://www.shareweb.ch/site/DDLGN/Documents/SDC-Guidelines-Use-of-Aggregated-Reference-Indicators_EN.pdf. Under DRR Priority Theme:

HA 5. Humanitarian aid - DRR measures: yy persons (M/F) benefitting from locally implemented DRR measures;

HA 6: Humanitarian aid - DRR management system xx governmental entities have adapted/modernized/established their disaster risk management system in line with the Sendai framework and related to it, persons have built their capacity in disaster risk management

5 Recommendations

The team offers **two recommendation scenarios** to help SDC prepare the critical foundations for a more concise and impactful strategic approach for DRR. It is understood that radical institutional change is challenging; reform will take courage, political will and time. Scenarios allow SDC to explore two scenarios based entirely on the evidence: i) the more strongly recommended '**Game changing**', bolder track, and ii) a more '**Gradual**' scenario suggesting what can be done without major reform. Both scenarios, however, require unified and strengthened commitment for DRR among SDC leadership. While the chosen path may be a combination of the two scenarios, they could also be seen as sequential steps.

Across the gradual and the game-changing options, key recommendations emerging from the conclusions are presented in two sets: i) **Strategic recommendations** that prepare SDC foundations for a more concise and impactful approach for DRR; ii) **Operational recommendations** that contain critical components that are instrumental to put the strategy in place.

Exhibit 27 Summary of Recommendations

Level	Scenario A: Gradual	Scenario B: Game Changing	Links to conclusions
Strategic: Prepare the foundations	0A. Gain high-level political commitment for DRR reform.		All conclusions
	1A. Articulate links between the HA end-goal and those of Development Cooperation Departments.	1B. Establish common end goal: i.e. "contribute to resilience".	C1, 3 and 6
	2A. Re-articulate global (shared or co-financed) priorities for action.	2B. Set priorities more deliberately: reclaim a Swiss niche.	C1 and 2
	3A. Develop a DRR Strategy Concept Paper.	3B. Develop a shared strategy.	C5
Operational: Build or retro-fit the structure	<i>General approach for scenario A: Face the 'wall' dividing HA and Development.</i>	<i>General approach for scenario B: Break down the 'wall' dividing HA and Development.</i>	
	4. Integrate from the inside out (walk the talk) through risk-informed internal policy and cooperation strategies.		C4, 6 and 7
	5. Clarify scope and DRR Lines of Action.		C5, 6 and 7
	6. Align human resources to systematise DRR learning.		C8 and 10
	7. Develop a more insightful whole-of-house partner strategy.		C8 and 9
	8. Nurture innovation by charting a path towards the Swiss DRR niche.		C9 and 10

5.1 Strategic

Assuming in this case that form follows function (and structure, strategy), this cluster sets the stage; it builds the foundation.

Evidence was very strong to insist that any further improvements in SDC's DRR performance will require a unified and strengthened commitment for DRR among SDC leadership at the highest levels. Since this is a pre-requisite for every recommendation, we refer to it as *Recommendation "0"*: **Gain high-level political commitment for DRR reform.**

5.1.1 Recommendations 1A and 1B: Redefine End-Goals

Summary recommendations 1A and 1B	
SDC to articulate a unifying risk-proofed end-goal (e.g. resilience) recognised by all departments. Subsequently (or as a start) facilitate inclusive dialogue to clarify the role of DRR in achieving that end goal, and/or to determine where the synergies lie (and to what extent they can jointly contribute to reduced risk).	
<p>The first recommendation will require SDC to (re)articulate a shared end-goal. This could be done in two ways (1A and 1B – see below). The starting point for both scenarios is the current Department-specific end-goals, extracted as articulated in key SDC documents.</p> <p>While steps in Scenario A (Gradual) will help DRR become more clearly understood as the means to something much bigger, such as sustainable development, or resilient societies, those in Scenario B (Game-Changing) accepts that DRR is not a standalone concept and developing a DRR-specific Theory of Change is not sufficient.</p>	
<i>1A (Gradual). Articulate links more clearly between HA and Development Cooperation Departments end-goals</i>	<i>1B (Game-Changer). Establish a common all-SDC end goal with "resilience" as one example</i>
<i>Main responsibility: HA/DRR office or if needed a neutral broker</i>	<i>Main responsibility: the full SDC 'house', SDC/HQ and if desired an external Change Manager.</i>
<p>Implementation would require the following:</p> <ul style="list-style-type: none"> • Greater recognition that the current 'DRR end-goal' is encapsulated in a complex Strategic Objective (Ref: 2017-20 Dispatch) and that a clearer articulation between high-level objectives could both enhance DRR and establish synergies between HA and Development Cooperation Departments. • Guided cross-department exchanges to map the respective current end-goals and to determine where the synergies lie (and to what extent they can contribute to reduced risk). Currently, HA end-goals seems to include objectives closely related to prevention/reduced risk & managing consequences and Development 	<p>Implementation would require the following:</p> <ul style="list-style-type: none"> • A clearer recognition of an SDC position on the fundamental relationship between disasters and development, that a risk management approach facilitating full integration across the disaster cycle from short term relief to resilience-based development is an appropriate conceptual framework to transcend the development – humanitarian divide. • SDC acknowledgement that resilience is one of the exemplary key convening concepts, a defining characteristic of sustainable development that connects both development and humanitarian actors. In a dynamic socio-ecological system development cannot be sustainable unless it is resilient to shocks and stresses. The social, economic and environmental systems we live in are configured by extreme events. When "disasters knock

<p>Cooperation Department end goals appear to include globalisation conducive to government, poverty alleviation and reducing economic disparities.</p> <ul style="list-style-type: none"> Continue DRR business as usual, leaving the determination of any additional boundaries in scope of DRR actions to a required holistic risk analysis, refreshed in each and every country/context. 	<p>down development” they expose strengths and weaknesses and unique pathway insights not only to “build back better” but also to “build better before”.</p> <ul style="list-style-type: none"> SDC willingness to take steps to deliberately transcend the humanitarian – development divide and support an integrated risk management approach. This would likely include learning from other donors undergoing the same processes, which could require hiring an organisational “Change Management” specialist to support this process. Agenda 2030 may serve as a solid basis to establish a common end-goal.
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5.1.2 Recommendations 2A and 2B: Setting Priorities

Summary recommendations 2A and 2B

SDC to establish priorities deliberately, jointly defining across departments a set of soft boundaries (see important caveats below) that make sense as a ‘Swiss DRR niche’. To start, develop a whole-house Theory of Change, and later, identify credit proposals that can be actively co-managed by multiple departments synergistically (e.g., risk financing, insurance, cash, eco-DRR).

Once links are consolidated in the “Gradual” Scenario (A) or a common end-goal is established in “Game-Changer” Scenario (B), it is time to revisit and re-establish the **priorities for action** that will help reach those goals. The two scenarios are not mutually exclusive.

<i>2A (Gradual). Identify DRR priorities for action shared/co-financed by SDC Departments</i>	<i>2B (Game-Changer). Set priorities more deliberately: jointly define a set of soft boundaries that make sense for SDC (a ‘Swiss DRR niche’)</i>
<i>Main responsibility: DRR Focal Points in Cooperation Departments guided by HA/DRR office</i>	<i>Main responsibility: the house, led by SDC/ HQ</i>
<p>Implementation would require the following:</p> <ul style="list-style-type: none"> Jointly revisit priorities (i.e. Lines of Action) highlighted in the current DRR Guidelines to determine which of them could be more deliberately taken up by Development Cooperation Departments, and vice-versa. Identify shared interests that can be explored together more synergistically (risk financing, insurance, cash, eco-DRR). Co-finance: guided exchanges to identify multiple specific actions that three of the four SDC Departments can co- 	<p>To hold on to the small but influential reputation, it is time for SDC to seek and establish a tighter focus, portrayed in a whole-SDC Theory of Change. Implementation would require the following:</p> <ul style="list-style-type: none"> SDC to strategically recognize that SDC cannot “do everything everywhere” and agreement that more deliberate focus on specific boundaries even if ‘soft’ would enable SDC to create greater value for money drawing on proven Swiss expertise. <ul style="list-style-type: none"> One aim is to become a more visible champion in the increasingly crowded DRR sector. A more compact thematic target may enable deeper (as opposed to wider) influence in a whole-system-approach.

<p>finance, or jointly manage as pilots or long-term actions.</p> <ul style="list-style-type: none"> • Meanwhile, continue to impose no thematic or geographic boundaries on DRR actions, other than insisting on a strong multi-hazard risk assessment for each credit proposal. 	<ul style="list-style-type: none"> ○ A priority Swiss-niche would allow SDC to do what it does best/most naturally while contributing more innovatively and meaningfully. • Swiss-niche contributions would not be singular stand-alone DRR efforts. Rather, they would target Swiss expertise to identify needs in a whole-of-system approach. • Moreover, it is critical to note that accepting the deliberate development and marketing of a ‘Swiss DRR niche’ would not obviate or alter <i>in any way</i> the need for: <ol style="list-style-type: none"> 1. Humanitarian response when/ wherever required, in line with humanitarian principals; 2. Careful contextual analysis prior to any investment; nor 3. The need to seek/lobby for partners appropriate to address needs that are identified in sectors or geographies outside the established Swiss-niche. <p><i>ATTN: SDC is encouraged to establish a position that makes sense for the identity and skillset-even if it goes beyond the Sendai or other international agreements.</i></p>
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5.1.3 Recommendations 3A and 3B: Develop a Strategy

Summary recommendations 3A and 3B

SDC to develop a new shared strategy that more visibly unifies the whole “house” (in it, explore the best place for DRR e.g., as a transversal theme). Until that moment, SDC to document learning from DRR pilots above leading to a DRR Concept Note.

At this point, while in Scenario A (“Gradual”) a simple concept note may suffice, in the Scenario B (“Game Changer”), the SDC Theory of change is developed with a shared end-goal and a set of inter-linking priorities that are risk-informed (or beyond) and resonate with all current Departments (or future geographical offices). While the evaluation team agrees that a “strategy” will not resolve every concern or weakness, it will help consolidate all key elements in a coherent and logical framework, with risk reduction as one integral and integrated component.

<i>3A (Gradual). Develop a DRR Strategy “Concept Note”</i>	<i>3B (Game-Changer). Develop a shared Strategy</i>
<i>Main responsibility: all Cooperation Departments guided by HA/DRR office</i>	<i>Main responsibility: the full SDC “house”, led by SDC/HQ</i>
The implementation of this recommendation would involve the following:	A full strategy, with its visionary and operational features is hereby carefully charted. In such a strategy, it makes little sense for DRR to be a stand-alone concept. This strategy would differ from other SDC strategies as it would be developed jointly by all Departments (or any future constellation of entities inside SDC,

<ul style="list-style-type: none"> • Build on the priorities articulated in recommendation 2A above, to document a strategic concept for DRR. • Learn from pilots implemented or financed jointly by multiple departments to orient the strategy paper. • Commission an exchange visit or study with pertinent donors (e.g. DFID) to learn how they are dealing with identical issues and parallel aims. • Gain inspiration from the more fluid way that development priorities identified in SDC Cooperation Strategies are integrated with risk reduction; it is here that the opportunities and barriers to integration can offer the most insightful lessons. 	<p>aligned to a shared Theory of Change). The implementation of this recommendation would involve the following:</p> <ul style="list-style-type: none"> • Develop and document a single holistic, system-wide strategy for SDC that would include the full suite: Theory of Change, priority actions, Human Resource and partner strategies, and Monitoring and Evaluation, Accountability and Learning. • Anchor the strategy development in rigorous systems thinking. Greater synergy between partners at multiple levels will require an even more structured allegiance to system-wide approaches, checking for sectoral/ horizontal and vertical impacts, with SDC acting not only to fill gaps where they add value but to lobby for other partners to do the same. SDC will continue creating bridges between governments and people (enabling state/non-state environments) for a deeper and more sustained DRR impact. • Apply the Whole of Government Approach, bringing SECO and DHS into the discussions systematically when feasible, as well as visibly into the Theory of Change (i.e. SECO presence could feature as an assumption).
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5.2 Operational

The five operational recommendations presented below would each be featured as separate components of the above SDC strategy or concept paper. They are expressed as actions that directly affect SDC operations. Before presenting the operational recommendations in detail, we start by discussing the general approaches that could be considered to deal with the “wall” dividing HA and Development Cooperation in SDC.

5.2.1 Approach: what to do about the ‘wall’

No one denies the presence of “a wall” between HA and Development Cooperation in SDC. While in Scenario A (Gradual), SDC faces the wall and decides how best to scale, pierce or tunnel below it, the more game-changing Scenario B puts an end to the wall or breaks it down. Breaking down this wall has been the quintessential goal of humanitarian and development actors for more than twenty years. In sequence, LRRD³², DRR, resilience, and most recently the ‘nexus’ discussions have also been introduced with roughly the same aim. While not abandoned, they have each failed in turn. The game-changing Scenario B will be a hefty challenge requiring cautious tact. Scenario A contains valuable, more gradual steps that present lower lying fruit along the same path. SDC has long held the reputation of being a pioneer, daring yet cautious; if any donor can break down the wall between HA and Development, SDC can.

³² Linking Relief, rehabilitation and development (LRRD) was a European Union ‘slogan’ since at least 2000.

Approach for Scenario A: Face the 'wall' – build a better ladder, earhole or tunnel	Approach for Scenario B: Break down the 'wall' dividing HA and Dev
Main responsibility: SDC/HQ guided by HA/DRR office	Main responsibility: SDC leadership, may also require legal reform
<p>Future gains in DRR efficiency and effectiveness depend, to a large extent, on how well SDC instruments are able to work in a coherent and mutually reinforcing way across the humanitarian - development nexus to unlock synergies and build connections. Here the wall remains standing, and SDC will need to get very clever at building ladders, earholes and or tunnels. The implementation of this recommendation would involve strongly refining the engineering behind the following equipment to make sure the 'wall' does not inhibit DRR impact:</p> <ul style="list-style-type: none"> • Ladders are visible; they allow staff to scale the wall to conduct useful face to face exchanges and build direct synergies. But scaling the wall requires athletic ability and determination. The DRR Network can be considered a ladder. SDC should explore how to streamline or Cluster the networks of DRR, water, food security, climate change and the environment. These themes are so closely connected in the field (e.g., Myanmar, Peru) that there is little value in sustaining separate networks (note: SDC may be exploring this since April 2019). • Ear/eyeholes drilled through the wall permit very focused access (the size of the hole may only allow staff to hear or see, but not both at the same time). Perspectives remain very constrained and it is difficult to keep those on the other side attentive for long periods. DRR Guidelines and CEDRIG or other instruments are among SDC's DRR earholes; while binding, they do not motivate or provide sustained incentives for DRR. Reform of them is required to provide unifying messages. • Tunnels under the wall are more flexible but they are often not officially recognised as they are underground, out of sight, and depend on very driven individuals who singularly champion the theme, investing 	<p>The implementation of this recommendation would involve the following:</p> <ul style="list-style-type: none"> • High level decisions on potential reform of the institutional structure, e.g. on legal reform, independent budgets (see the recommendations from the recent nexus evaluation), parallel management structures (for example, geographic Departments and a SHA/SKH/Roster that is more evenly used by all), lines of responsibility and human resources inter alia. • SDC to remove physical structures that support the 'wall' between development and HA and stifle DRR synergies. Today this includes the separate buildings for HA and development actors (there appear to be plans for this in 2023). • DRR may be best packaged as one of the Transversal Themes in SDC, just like Gender. The DRR office and network would still have its <i>raison d'être</i> for a period that lasts until DRR is fully anchored. • Continue the actions started in Scenario B that enhance collaboration between HA and Development (i.e., DRR/CCA). • Build on now-established examples of other donors also exploring how to break down the wall.

substantial energy to transmit messages across the nexus. **SHA Experts** while officially recognised to play key DRR roles, often become suddenly invisible once their jobs are complete. SDC should explore ways to reform human resources to capitalize on DRR learning (see Recommendation 6 below).

The following four recommendations can apply to both scenarios. While generally feasible without major reform, the tenor or depth of the actions may be very different depending on the chosen scenario.

5.2.2 Recommendation 4: Integrate from the inside out ('Walk the Talk')

Summary recommendation 4

SDC to "risk proof" all high-level documents and Cooperation Strategies, even retroactively if possible. Continue to promote CEDRIG as a risk-proofing instrument, eventually applied to all development and humanitarian actions.

While SDC already influences Mainstreaming of DRR externally, their influence would be more impactful if a unified position was held inside SDC, with DRR integrated throughout the house.

4. Integrate from inside out ('Walk the Talk'): demonstrate full integration inside SDC before promoting DRR mainstreaming externally.

Main responsibility: SDC/HQ DRR office / Network with support

The implementation of this recommendation would involve the following:

- Ensure that all **SDC-funded development actions** contribute to reducing risk by explicitly articulating in the above strategy how this is done.
- Influence internal policy more systematically across the house by requiring the DRR Network or another such entity to **risk proof all high-level documents** (policies, strategies of Category B level). Apply learning from SDC's Gender mainstreaming experience.
- Systematically **risk-proof all Cooperation Strategies** (regional or country); this appears to have been officially proposed in April 2019. SDC Cooperation strategies should use CEDRIG to conduct risk screening and in case the screening reveals serious risks, a detailed risk assessment.
- Organise **exchange visits** between DRR staff at regional hubs, to promote transversal learning and heighten mainstreaming efforts across the organisation. Use the **regional hubs** more strategically giving regional DRR / rapid response advisors a more explicit role in breaking down/ overcoming the challenges associated with the existing wall, guiding pathfinder projects in the Swiss Niche, etc.

5.2.3 Recommendation 5: Clarify scope and Lines of Action

Summary recommendation 5

Beyond humanitarian response, SDC to set geographic DRR priorities based on evidence that ranks countries by risk level (i.e. neutrally, regardless of political priorities). SDC to establish clarity on the DRR lines of action to help HA and development departments recognise when they are, or should be, contributing to them. Alternatively, adopt an OECD-inspired marker approach to SDC-funded actions that will also support Sendai reporting.

DRR gains require a very clear scope to consolidate the strengths of all SDC actors. While the recommendation 4 above highlights one Line of Action (mainstreaming), all three DRR Lines of Action would benefit from a more careful articulation, starting with some concrete steps below.

5. Clarify DRR scope and lines of action.

Main responsibility: currently, the HA/DRR office; for transformational change, include one delegate from each Development Cooperation

Implementation would involve the following:

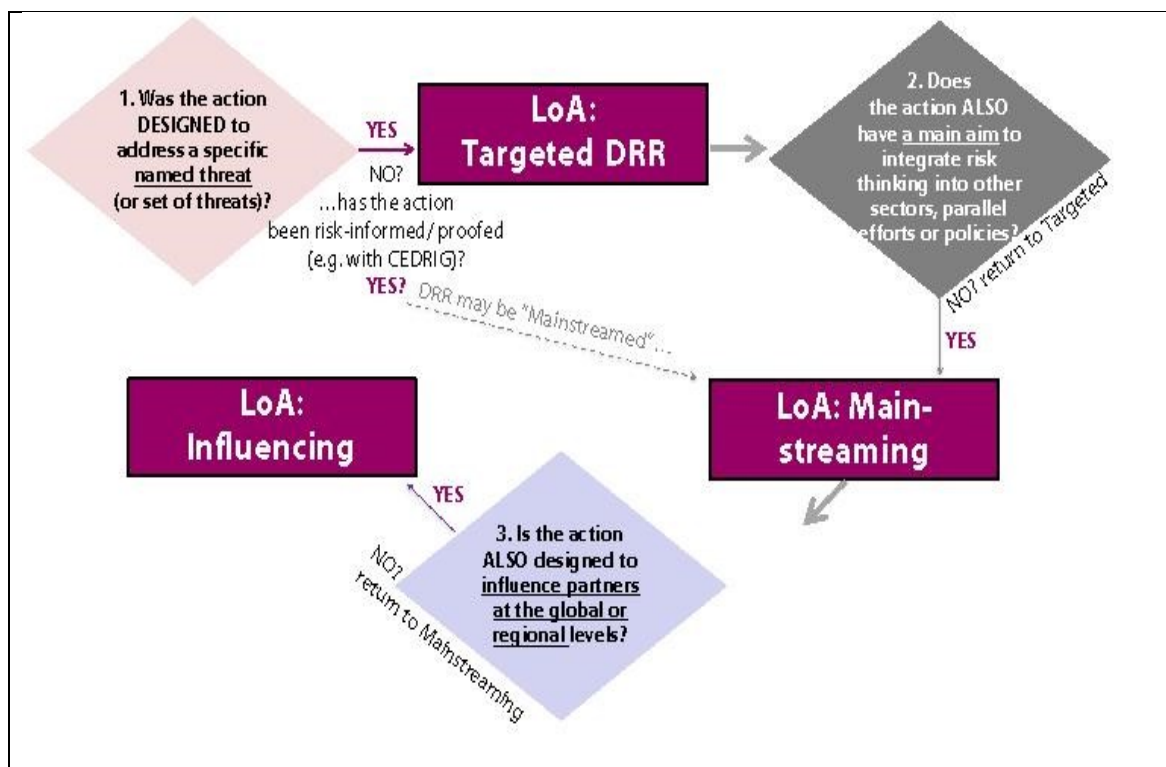
- Be more deliberate and focused in **selection of geographical targets** for DRR or resilience. Reconcile SDC priority maps and programmes (i.e. either redraw the priority areas based on a different vision of Swiss specificities and comparative advantage or redirect DRR programming more systematically to areas featured on a preferred risk map). This does not pertain to humanitarian response; but beyond that, dare to limit geographic scope of action.
- Develop a **simple Flowchart or Checklist** to harmonise and help SDC actors distinguish between the three Lines of Action. This will also help development actors explore their own work through a DRR lens. In line with recent directives about use of CEDRIG, if none of the questions in the decision tree can be answered with “yes”, this could constitute a “red flag” during credit proposal design. The first question can also be worked into the DRR Marker process being organised by the DRR office relating to Sendai Framework for Action.
- Determine and document how the three Lines of Action systematically and strategically connect **across the three levels** (global, regional, national/local), and what implications this holds for operations. For example (consider also
- Exhibit 26 in Conclusions):
 - bottom up through Targeted actions i.e. eco-DRR in communities and
 - top down with Influencing at global and risk governance at national and local government levels.
- Use a newly determined Swiss niche to be **deliberate and focused in selection of priority actions** within each Line of Action.
- Shift focus from the current DRR limited to environment hazards to a **broadier understanding of resilience to extreme shocks and stresses** of all kinds (natural and manmade, i.e., including DRR in conflict / fragility contexts)³³. If DRR cannot be managed by SDC holistically to this extent, at the very least strong synergies need to be crafted between DHS and SDC.
- Insist on **flexibility and context-dependence** to determine the localised scope of DRR. i.e. systematically include conflict as a hazard addressed through Targeted

³³ Until the wall disappears, this could also be a way to proportion work between the DRR and the Climate / environment Networks i.e. the former to focus on resilience to conflict, insecurity and geological hazards and the latter to focus on climate /environment hazards.

DRR action whenever appropriate to the context (i.e. fragile states and migration source countries).

- Rethink the **'influencing' Line of Action**; consider, alternatively, updating the DRR Guidelines to align with OECD proposing a simpler approach using markers (significant or principal) rather than classifying in DRR targeted, mainstreamed or influencing. Also, make a deliberate decision now to gradually reduce a focus on policy and increase the focus on implementation (ref: Sendai Target E, national level).

Exhibit 28 An illustrative SDC DRR Line of Action Decision Tree



Source: Particip Evaluation team

5.2.4 Recommendation 6: Organise human resources to systematise learning

Summary recommendation 6

SDC to employ SHA experts more regularly to support DRR in development projects. SDC to capitalize on SHA and secondee learning by providing all DRR-related employees more visible systematic roles inside SDC to consolidate and share their learning. SDC to equip regional hubs more strategically to promote learning.

While human resources relating to DRR are recognised as a huge asset for SDC, much of the learning is not retained or fully capitalised. This in part is due to human resources processes but also various elements of SDC's monitoring, evaluation, accountability and learning (MEAL) strategy.

6. Organise human resources to systematise DRR learning

Main responsibility: HA/SHA, DRR Network and SDC generally

To systematize learning processes and capitalize on experience, the implementation of this recommendation would involve the following:

- Develop a **more powerful human resource strategy** that seizes the strengths of

SDC staff rotation to develop and enhance the broader systems-wide perspectives of DRR.

- Equip **regional hubs** more strategically to promote learning. For example, provide them a learning budget and guidance on specific research or piloting they can do to produce knowledge in the 'Swiss DRR niche'.
- **Proactively anticipate how to offer technical support** when embassies have to take over the humanitarian/development dialogue (i.e. in countries such as Morocco that are merge SDC and embassy) with no expert staff. This can also hold strong implications such as loss of complementarity, increase costs due to short term response and challenged access due to loss of partnership and presence (e.g., Indonesia).
- Identify or develop **DRR orientation and training modules** required to be completed by at least one person in each department or division (HA included). DRR can be learned but must be incentivised or required. Develop and market among appropriate staff, targeted training modules such as in the use of CEDRIG.
- Use **SHA experts to support DRR in development projects** by establishing a given number per year or cycle to be seconded to institutions that have their focal point within one of the Development Cooperation Departments (ex WB, IUCN, UNDP).
- **Use secondees** (including but not limited to SHA Experts) **more strategically and proactively** to produce specific learning and/or enable targeted innovation within the areas identified above as the "Swiss niche". Do not wait for secondee requests from partners, but market them as the "DRR foot soldiers" of the new Swiss strategy. Encourage more avid use of them by Development departments; e.g., set aside a certain number of them for each department.
- **Capitalize on SHA and secondee learning:** Once they finish their tours of duty, provide all DRR-related SHA and secondees more visible systematic roles inside SDC to consolidate and share their learning. Nurture the learning by offering Swiss secondees "extra points" when they apply for SDC staff positions. Give them even more a visible role or responsibility in the thematic networks.
- **Stronger monitoring:** Reform the internal information system to ensure it is useful to track progress in DRR investments, with more intuitive and reliable CCA/DRR markers. Build on the strong DRR Portfolio Analysis conducted in 2018 to report to Sendai. Explore how to build an evidence base to measure the trickle down (and counterfactuals) from the heavy DRR investment at Influencing level (i.e. global) to resilience building (i.e., reporting on each Swiss niche skill set) at national/local levels. Explore extended cost-benefit approaches to be able to address value for money in SDC's DRR programming more frequently.
- **Plan and regularly conduct forensic analysis:** disasters and crises serve to expose strengths and weaknesses, limits and boundaries, critical interdependencies and linkages, and priorities that may not be readily apparent in 'normal' times. When 'knocking down our development', disasters also provide a unique opportunity to explore how to make development and countries safer, more resilient, and sustainable. To capture this learning, it is essential that post-disaster recovery efforts are informed not only by a damage and loss assessment (Dala), but also by a causal or forensic analysis that seeks to understand the underlying risk drivers and feeds them into planning processes. No society can develop safely unless it learns from things that go wrong.

5.2.5 Recommendation 7: Develop a more insightful partner strategy

Summary recommendation 7

SDC should identify and enhance DRR among a set of partners that are valued by all departments (as opposed to further exacerbating the development/humanitarian rift when each department nurtures a different set; those uniquely mandated for DRR do not apply here). SDC should also develop missing **guidance** to SCOs about where and how to identify or cultivate appropriate DRR **partners and champions in national governments**.

Once the HR is aligned to produce and retain the most DRR learning possible, SDC may be ready to build even greater capacity externally, among partners.

7. Develop a proactive (not reactive) rationale in the selection of multilateral and other partners and in relationship management.

Main responsibility: SDC/HQ more generally

The implementation of this recommendation would involve the following:

- Reinforce, or develop new monitoring, evaluation, accountability and learning (MEAL) loops or techniques that capitalise on relationships with partners at multiple levels, e.g. global funding to WB/GFDRR should give SCOs more weight/leverage to influence the same partner at national levels. Without any earmarking, SDC influencing at global level should be able to filter down to hold partners to accepted standards at national level.
- Be more selective in choice of multilateral entities and how to manage them: make them **visible partners of SDC – not of one department**. For all dual-mandated (i.e. development and disaster) multilaterals, streamline SDC relationship management efforts by moving it to one central office, not housed in a specific department. This move could further promote cross-fertilization by requiring stakeholders to pass messages through the same “neutral” unit. Additionally, HA/Multi-H manages relationships with GFDRR, but Global Cooperation manages relationships with the World Bank. Since DRR is mandated to GFDRR, there is greater need, and SDC would have greater impact influencing DRR in the WB more directly (e.g., social protection, environment) but no DRR secondments have ever been targeted there.
- Develop missing **guidance** to SCOs about where and how to identify or cultivate appropriate DRR **partners and champions in national governments**. This can also be informed by an analysis of the balance of DRR investment between global and local levels.
- Cultivate stronger DRR relationships with civil society and NGOs, key Swiss niche areas have a growing number of actors that may complement them, e.g., START network in risk financing. While a strong partner of SDC at the policy level, GNDR also has untapped potential in the localisation agenda.
- Cultivate **new DRR relationships** with those not mandated to conduct DRR (the ones who need it the most as opposed to UNDRR and GFDRR). Stronger partnerships with environmental entities would also be strategic to promote DRR related to natural hazards: IUCN, Wetlands, GGGI. Lastly, partnerships with the **private sector** could be enhanced in line with SECO, e.g., UNIDO (who has recently re-established dialogues with UNDRR on industrial risk). Another missed opportunity is with Cash Learning Partnership (CaLP) to strengthen DRR linkages with social protection, private sector engagement and cash for assets.

5.2.6 Recommendation 8: Nurture innovation while charting a path to the Swiss DRR niche

Summary recommendation 8

SDC should develop and launch each year at least one innovative pilot (here called “pathfinder”) project to which more than one department can actively contribute (from design to evaluation) thereby pushing Switzerland forward on a specific DRR pathway (i.e. within the Swiss DRR niche).

Last but not least, a more careful and deliberate selection of innovative efforts in the Swiss niche can contribute significantly to DRR while also bringing SDC back into the limelight.

8. Steer ‘pathfinder’ pilot projects to explore risk reducing efforts at the front line of Swiss expertise, hence nurturing DRR innovation within the Swiss niche.

Main responsibility: For now, HA/DRR office

The implementation of this recommendation would involve the following:

- Identify and refresh each year an SDC **DRR “Learning list”**, building on a newly established SDC niche; crowd source a list of DRR “things we want to learn” across the SDC network (e.g. social protection, risk insurance or eco-DRR in which multiple Departments may be interested).
- Deliberately steer funding and targeted DRR / direct action projects to the learning list as pilots. Take risks to enhance learning in these ‘**Pathfinder projects**’, demonstrating nexus thinking, capitalizing and connecting the appropriate Expert Groups and secondment modalities.
- Develop a system through which **SCOs can compete to host** one of the Pathfinder projects, thereby also contributing directly to the learning cycle.

Annexes

Annex 1: List of people interviewed

<i>Last name</i>	<i>First name</i>	<i>Organisation</i>	<i>Position</i>
Abdelkarim	Brahim	Comité Départemental d'Action Batha	Secrétaire ANADER, Chad
Adouti Hassan	Habib	Association pour le développement régional de Batha	Coordinateur, Chad
Ahmed	Hussein	Aga Khan Foundation (AKF)	Partnership and Policy Officer, Tajikistan
Allemine Annoiur	Mohamat	PREPAS	RRB, Chad
Angulo	Lenkiza	Programa PACC	Coordinator, Peru
Aouddou	Saïd	FAO	Animateur, Morocco
Asqas	Bouchra	Ministère de l'Intérieur	Chargée de la Coopération Internationale, Morocco
Azdad	Moustapha	FAO	Morocco
Balderrama	Melina	Universidad Católica Boliviana	Coordinadora PRRD Cultura de Resiliencia, Bolivia
Bangerter	Olivier	SDC	Team Lead UNO
Barandun	Patricia	SDC	UNDP / Global Institutions Division
Basabe Rodriguez	Pedro	SDC	Sr. Regional DRR/CC Advisor: Bangkok, and Rapid Response Advisor, Thailand
Baubion	Charles	OECD	Risk Governance Expert, Morocco
Beauvaunné	Daihme	Comité Départemental d'Action Batha	SISAAP, Chad
Bertelsbeck	Frank	SDC	Resp. for DRR, Division HA/Africa
Bessler	Manuel	SDC	Dep. DG, Head of HA Dept and Head of SHA Unit, Ambassador
Besson	Philippe	SDC	Head, Multilateral Division, SHA
Beutler	Philippe	SDC	SDC/DRR
Bloesch	Urs	OCHA/UNEP	Expert consultant, Secondement, Participation to UNEP/OCHA Missions, Joint Environnemental Unit
Bodov	Gulrat	Aga Khan Health Services	Asst. Manager in Rasht, Tajikistan
Buerli	Markus	SDC	CRM: Forests, Climate and Food Security / Global Cooperation / Global Program Food Security
Cador	Olivier	AFD	Directeur Manager, Chad
Campbell	Bruce	SDC	WFP / Multilateral Division and FAO / GC:GP Food Security, Rome
Carrasco	Naraya	World Bank	GFDRR and link to WB: Secondment and now direct employee
Channellière	Marc	AFD	Chargé de projets de développement rural, Chad
Chávez	Ángel		Peru
Chiapparino	Manuela	GFDRR	Team Leader, European Donors Relations

Chkirni	Malika	FAO	Animatrice, Morocco
Close	Konrad	IOM	Head of Sub-Office - DRR Lead, Myanmar
Conti	Corinne	SDC	Swiss Mission Geneva, HA / Multilateral Division
de Riedmatten	Anne	SDC	IFRC Swiss Mission Geneva, ICVA / SPHERE/ CERAH
Demenge	Corine	SDC	Deputy Head of Cooperation Tajikistan, Tajikistan
Doornbos	Bernita	UNFCCC-REDD	Peru/ Indigenous Peoples-GEF
Downs	Miriam	SDC	SDC long time programme officer there, Central America
Dr Sounnou Houssovou	Jean	GIZ	Conseiller Technique Principal, Chad
Dr. Saidov	Abdurashid	Aga Khan Health Services (AKHS)	Regional Manager in Rasht), Tajikistan
Dr. Sithu		ASEAN Secretariat	Head of Disaster Management and Humanitarian Division, Thailand
Eberschweiler	Clémence	PREPAS	Cheffe de mission Adjointe, Chad
Eggli	Stephan	SECO	Disaster Risk Finance and Insurance Program DFRI / SEDC / Macroeconomic Cooperation, and Caribbean Catastrophe Risk Insurance Facility (CCRIF)
El Haquat	Samira	Agence Bassin Hydrauliques (ABH)	Director Agence Bassin Hydrauliques, Morocco
Faizulloev	Firdavs	UNDP	Disaster Risk Management Program Manager, Tajikistan
Fedouaki	Anas	Haut-Commissariat aux Eaux et Forêts	Ingénieur forestier représentant, Morocco
Felber	Hans-Rudolf	SDC	Deputy Country Director at Swiss Cooperation Office, Chad
Flury	Manuel	SDC	Head Food Security, African Risk Capacity ARC: Global Cooperation / Global Program Food Security
Frey	Benjamin	SDC	Head of Cooperation Morocco, Morocco
Frisch	Toni	SDC	Former Head of SHA, Seconded
Gass	Thomas	SDC	Assistant DG/SDC, Head of SC, Ambassador
Gnägi	Adrian	Embassy of Switzerland	Deputy Director, Morocco
Graf	Willi	SDC	Head of Cooperation Chad, Chad
Guelker	Harry	Action Aid Cambodia - DRR Lead	Project Manager, Thailand
Guihini Dadi	Mahamat	SDC	Coordinateur domaine agriculture et Sécurité Alimentaire, Chad
Gujan	Regina	SDC	Team Lead DRR, Deputy Head, CADRI (UNDP) / Humanitarian Aid / Multilateral Division"
Haag	Justine	GIZ	Former Seconded, Morocco
Haeny	Selina	SDC	SDC Gender Mainstream focal point

Hansen	Andreas	Caritas	Programme Manager, Tajikistan
Hoehne	Oliver	SDC	Swiss Mission Geneva
Hussein	Abdel-aziz	Comité Départemental d'Action Batha	Président, Chad
Jaggi	Martin	SDC	Heads of Cooperation, Peru
Jesús Avalos	Grinia	SENAMHI	Peru
Jitton	Rolando	PNUD	Ex-Coordinador PRRD Primera Respuesta, Bolivia
Kamal	Adelina	AHA Centre	Executive Director, ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management, Thailand
Kassam	Shinan	Caritas	Director, Tajikistan
Kaufmann	Manfred	SDC	Programme Manager, Domain Global Cooperation, Division Climate Change
Khamis Arami	Youssef	Delegate	Délégué Développement Rural, Chad
Khudoyorbekova	Zaynura	Aga Khan Agency for Habitat	Head Knowledge Management and former Coordinator COSE Project, Tajikistan
Kjaergaard	Erik	SDC	Secondment, Philippines
Kodirov	Saidali	Aga Khan Foundation	IHHI 2 Project Coordinator), Tajikistan
Kremer	Pierre	IFRC	Head of Partnerships, Asia –Pacific Office KL Malaysia
Kull	Daniel	World Bank	Advisor to WB
Kunz	Kurt	Embassy of Switzerland	Swiss Ambassador Indonesia, Thailand
Lafir	Mohamed	Action Aid Myanmar	Resilience Lead, Thailand
Lyoubi	Mouna	Embassy of Switzerland	Chargée de programme – Changement climatique, gestion des ressources naturelles et gestion des risques, Morocco
Madi	Kirsi	UNDRR	Director
Mahamat	Islaka	Comité Départemental d'Action Batha	Développement Rural, Chad
Mandra	Chris or Cristiano	SDC	Secondment, Pakistan
Mani	Rémadji	SDC	Programme Officer Agriculture and Food Security, Chad
Mansurova	Rano	ACTED	Director, Tajikistan
Maria	Augustin	World Bank	Senior Urban Specialist, Morocco
Martin	Peter	SECO	Peru
Maselli	Daniel	SDC	Policy Advisor, focal point SDC CC&Env Thematic Network,
Mauchle	Fabian	SDC	Junior Regional DRR/Rapid Response Advisor, Thailand
Mbav César	Tshilombo	UNHCR	Représentant Assistant Opération, Chad
Mbeurnodji	Lucien	Ministère de l'Elevage	Conseiller chargé des relations extérieures et de la coopération internationale, Chad

Members		Union des éleveurs de Batha Ouest	Chad
Mohammed	Faouzi	Ministry of Interior	Secrétaire Général, Morocco
Molin Valdes	Helena	UNDRR	UNDRRUNISDR/Climate
Montembault	Sylvie	UNDRR	Regional Advisor DRR, Thailand
Muñoz	Carlos Enrique	SDC	Regional DRR/CC Advisor, Rapid Response Advisor, Peru
Myambaye	Frédéric	GIZ	Coordinateur Nationale de Mise en Œuvre, Chad
Myint	U Kyaw	Red Cross Society	Director - State, Myanmar
Nakayma	Akio	IOM	Chief of Mission, Myanmar
Namakova	Mohijahon	Mountain Societies Development Support Program (MSDSP)	Rasht Regional Manager, Tajikistan
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Annex 3: Targeted DRR examples

Category	Description s and examples of what SDC does*
Prevention	<ul style="list-style-type: none"> Prevention of landslides in Bedak village through tree planting in Tajikistan; Promotion of earthquake resistant reconstruction in e.g. Haiti; Elaborating of safe and child-friendly guidelines for school construction in Myanmar.
DRR resilience for	<ul style="list-style-type: none"> GERTS project in Chad constructed 64 spreading weirs in river beds. The spreading weirs assist in increasing the groundwater level so that the water in the boreholes also increasing. This gives more water including for vegetable gardens. The peasants can now grow vegetables from January to June where before it was only about two months. This improves nutrition, income for the family and in general the livelihood. In the PACC project in Peru SDC support the resilience at the micro level building small water reservoirs for rural families in the mountains and to store water in wetlands for use later for irrigation. SDC supports the storage of water in suitable place to prevent water crisis. In Chad SDC supported UNICEF with WASH initiatives to avoid cholera outbreak in relation to floods. Eco-DRR can be seen as one subset of DRR for resilience.
Preparedness highest scores in the Sendai Framework for DRR (38%)	<ul style="list-style-type: none"> Support to CEPREDENAC in Latin America (regional body for disaster prevention) to reinforce collaboration between countries, promoting regional and national drills; In Central America SDC supports national and local governments as well as grassroots communities to organize, train and equip brigades and committees, help to build contingency plans, drills and roundtable exercises, among other activities to be ready to react against emergencies. The main goal at regional level is to support a coordinated, effective and timely response to disaster. In Peru, SDC through the project Glaciares trained different stakeholders on glacier lake outburst floods. It was preceded by glacier monitoring and data collection to be able to forecast the glacier development in the future. There will be more glacier lakes that will be formed that provoke landslides and avalanches; Urban Search & Rescue (USAR) in Morocco obtaining their INSARAG certification in 2014, as the first African country with a certified team; Capacity building of fire brigades to be USAR teams in La Paz, Bolivia. In Latin America SDC developed an accreditation process according with INSARAG guidelines for local Urban search and rescue teams (USAR team). Installing flood surveillance equipment surveillance in Fés, Morocco.
Know the risk/ understanding risk	<ul style="list-style-type: none"> In the India Himalayan adaptation programme, SDC conduct vulnerability assessments using the IPCC framework with vulnerability and exposure. The goal is to strengthen the resilience of mountain communities' socio-ecological systems. Elaboration of a country-wide map on land use in Myanmar using a multi-stakeholder process and exploring vulnerability to floods; In Central America (Nicaragua) SDC promotes applied research about risk and climate change adaptation in vulnerable areas in coordination

	<p>with DRR bodies and communities, with aim to know the risk and to transfer this knowledge to users.</p> <ul style="list-style-type: none"> • Actions to Know the risk were clearly part of the DRR programme in Latin America (Climandes) • Few actions were carried out in Chad in order to generate knowledge on risk of disasters, suggesting some inconsistency in the design of DRR projects.
Risk transfer/ Risk financing	<ul style="list-style-type: none"> • SDC supports the African Union's Africa Risk Capacity seen by SDC as an innovative pilot initiative that is still under-development and where the right way to support risk transfer is being discussed among donors and development banks. • In the framework of the Disaster Risk and Financing and Insurance (DRFI) with WB, SDC/ SECO provides basis for discussion with governments on how the Government can cover certain risks within the budget, but also on where to seek support. The participating countries are Colombia, Georgia, Indonesia, Morocco, Peru, Serbia and Vietnam. 1) The quality and coverage of insurance of public assets has improved in Colombia and Peru, and of private assets in Morocco. 2) Significant capacity at the technical level and a systematic understanding of disaster risk financing across government institutions has been built. 3) The program helped prepare the issuance of sustainable development bonds that collectively provide US\$1.36 billion in earthquake protection to Chile, Colombia, Mexico and Peru. This is the largest sovereign risk insurance transaction ever and the second largest issuance in the history on the catastrophe bond market. • Introduction of the tool MyResilience to conduct cost benefit analysis on investment and risk reduction/aversion in Bolivia;
Risk governance Among those who know Targeted DRR best, only 13% perceive contributions to "GOVERNANCE"	<ul style="list-style-type: none"> • Establishment of risk management units in 140 of 400 municipalities in Bolivia; • SDC GC CC supports a project in India called Strengthening State strategy for climate action. All the states have strategies for climate action. In this project SDC/FDFA helps three states on how to prioritize and implement CC action plans. DRR is also covered e.g. in the areas of forest fires, glaciers and landslides. There is technical backstopping. UNDP implements the project and work with the Swiss experts. • MyResilience is a new initiative that has been developed in Bolivia. It's a tool box project. It's a strategic cost benefit approach that was developed in Switzerland to see how much benefit you can get out of an initiative. How can you calculate the cost of a given investment from e.g. glacier lakes and then what is the benefit for the people in the danger zones and what are the assets? It gives ranking in terms of costs, so it helps to politically prioritize the investments and will also be introduced in Peru.
CCA	<ul style="list-style-type: none"> • There are many projects with strong links between CCA and DRR. There are good examples from Myanmar, Bolivia where the interlinkage between CCA and DRR works well and contribute to preparedness and resilience. • The regional project Climandes efficiently combined climate change adaptation (CCA) and DRR providing meteorological services to Peru and the wider Andean region that increased the knowledge of risk;
CCM	<ul style="list-style-type: none"> • SDC's support to the Climate and Clean Air Coalition that works to reduce Hydrofluocarbons, black carbon and methane, substances with extremely high climate change potential. This effort has strong links to CCA and

	<p>creating resilience as black carbon also contributes to air pollution and the aerosols are linked to extreme weather events;</p> <ul style="list-style-type: none"> • Seen by key informants as having little relevance to DRR or being difficult to integrate with DRR actions, 55% of respondents suggest that CCM promotes SDC's DRR principles, and quite a bit fewer report the opposite. • Support to the charcoal sector in Tanzania: the link to DRR is rather unclear.
DRR in Recovery	<ul style="list-style-type: none"> • Global Facility for Disaster Reduction and Recovery (GFDRR) implemented by the WB is supported by SDC • No specific projects in recovery were identified or studied
DRR in Response	<ul style="list-style-type: none"> • None found specifically • Assumed it may be portrayed in “do no harm” in humanitarian response

Annex 4: Elements of mainstreaming and their current use by SDC

	<i>Description of concept</i>	<i>Field examples</i>
Risk screening/ proofing	In CEDRIG, Risk Screening is the first and minimal step or module (CEDRIG light) before “detailed risk assessment”) of the analysis process. While 42% survey respondents agreed that to qualify as mainstreaming, there must be at least a risk screening in the design phase of a project or programme,	SDC has several projects in Bosnia that do not directly address DRR. However, “when there is a new project, we do the risk scoping. Since 2014 SDC Bosnia has begun looking at these issues which is also protecting the SDC investment and making partners more resilient”.
Risk assessment	<p>Risk Assessment is the second Module of CEDRIG (CEDRIG operational). Up to 81% of survey respondents find that a risk assessment should be done in the design of a project document –and must be applied for mainstreaming to be achieved.</p> <p>To determine the risk profile for a location, area or country, the nature and extent of risk is assessed by analysing potential hazards (multi-hazard approach) and evaluating existing conditions of physical, social, economic, institutional and environmental vulnerability and the available coping capacities. (DRR Guidelines).</p> <p>At the project level risk assessment should include an analysis of the hazard in the geographical context where the project is planned to be implemented but also an assessment of the risks taking into account the economic, social and cultural context that might affect the degree to which these hazards are a risk for the successful implementation of the project and to created resilience among the beneficiaries.</p>	<ul style="list-style-type: none"> • In Bolivia SDC has applied the Swiss developed tool MyResilience to the Bolivian context. Based on a cost/benefit analysis, the objective of the tool is to assess whether a public investment is sustainable in relation to DRR. It supports the government’s decision on making it mandatory that the Ministry of Finance screen public investment for DRR compatibility. • One project’s goal is to reduce vulnerabilities to climate-induced hazards and to foster regional cooperation on CCA challenges in the South Caucasus. It develops national level multi-risk maps and risk profiles, multi-risk preparedness and response plans for 10 municipalities and provide training for 50 government officials as well as mountain forums on CCA and scientific exchanges. • In the India Himalayan adaptation programme the goal is to strengthen the resilience of mountain communities. SDC did vulnerability assessments in the Indian Himalayan region using the IPCC framework on vulnerability and exposure. The vulnerability assessment was done for one district; then, India decided to scale it across all 12 Himalayan states, using the same framework. • There are also examples where the risk assessment should have been done more holistically e.g. on Congo where SDC had supported a hospital in Bukavu, but it was not prepared for the sudden ebola outbreak. Regardless of whether epidemics are considered DRR, an integrated risk-proofed approach would have given thought to this more proactively. <p>“Do no harm” as another risk-reducing concept is also promoted/mainstreamed by CEDRIG (Part 2)</p>

DRR lens applied to a technical sector	<p>Up to 71% of survey respondents report that when DRR is applied to a technical sector, this also qualifies as mainstreaming. Most SDC respondents (81%) recognise water as the sector where integration of DRR has taken place. Thereafter follows shelter/ infrastructure (68%) agriculture/food security (65%) and governance with 39%. Protection is the sector where fewest can recall an example of integration of DRR.</p> <p>Often the approach used successfully by SDC is to work at the local level with communities or local authorities conducting capacity building and raising awareness, how to apply new methods e.g. in agriculture and food security or demonstrating new tools or ways of constructing for better water management.</p>	<p>Observations in the field and in project documents confirm that a DRR-lens is most frequently applied to the water sector, agriculture or shelter/construction sector. The area where DRR is least applied is in protection. In Peru SDC mainstreamed DRR into the national poverty reduction strategy, mainly in relation to production of food and conservation of water. The main outcome was on how the water was to be used and to introduce small changes, small dams of natural materials using ancestral knowledge, so that people will have more water despite droughts and will need to migrate less often to the cities.</p> <p>SDC contributed to the process of elaborating the agro-silvopastoral law in Chad and integrating agriculture and food security considerations. In Myanmar SDC with the assistance of the regional DRR advisors in Bangkok has developed customized DRR guidelines for construction of schools and have constructed some schools for demonstration purposes. The Government of Myanmar has now turned these guidelines into national guidelines and intend to construct 3000 schools using these guidelines.</p>
DRR mainstreamed in national level plans, policies, strategies or legislation.	<p>The awareness raising and demonstration of DRR practice sometimes leads in the most successful cases lead to recognition and acceptance at a higher level and to mainstreaming of DRR in legislation and policies.</p> <p>Over one third (39%) survey respondents find that if DRR is visible in an official document it also qualifies as "mainstreaming".</p>	<ul style="list-style-type: none"> • Mainstreaming of DRR in poverty reduction strategy in Bolivia. • In Morocco the Swiss investment has contributed to a gradual improvement in national legislation and structures that promote integrated risk management and demonstrate a strong shift from reactive to preventive thinking, despite visible deficits and ongoing lethargy.
DRR mainstreamed in regional or global policies and strategies (influencing)	<p>SDC influences the international DRR policy system and institutions at regional and global level, which in turn aim to reduce risk in disaster-prone countries and enhance institutional partnerships. (DRR Guidelines)</p> <p>The influence of SDC can lead to enhance mainstreaming of DRR i.e. improved wording in global policy frameworks, international conventions, technical and financial support policies of global institutions.</p>	<p>Evidence is strong that SDC has contributed to enhanced global frameworks for DRR through their role in the Sendai Framework negotiations, chairmanship of Organization for Security and Co-operation in Europe (OSCE), board member and active participant of key institutions and processes including the UNFCCC, the Adaptation Fund (AF), the Green Climate Fund (GCF), the Global Environment Facility (GEF), and the Organisation for Economic Co-operation and Development (OECD), Switzerland influences and contributes to ongoing climate negotiations.</p> <p>Through the DRR regional advisor in Bangkok. SDC has influence the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) and its work programme 2016-2020 which is legally binding and covers the whole cycle of DRM.</p>

Annex 5: Operational elements and modalities employed by SDC

	Description and Appreciation	Challenges
SHA DRR and Environment Expert group	A highly valued body (or roster) of human resources comprised of DRR advisors, technical assistance for SDC and partner projects, sourcing of secondments to key partners and shorter-term rapid response deployment within disaster / crisis response missions. An effective way to influence institutional policy and operational modalities at SCO/country level particularly when combined with the provision of financial support.	<ul style="list-style-type: none"> Significant investment is required to keep the roster up-to-date, retain members and bring in new members There is a lack of short and medium-term secondments Use of secondments is not very "strategic": it mainly fills identified gaps and requests from partners and is not proactive to produce knowledge There is currently no bridge to more permanent jobs for secondees (including SHA Experts). A vast majority of deployments are by the HA Department.
Staff rotation	FDFA employs job rotation to move staff across Departments and offices throughout their career (for various reasons). This builds a wider cross-departmental perspective, promotes flexibility and keeps staff interested into staying with SDC over the longer term. When used strategically, this fits well with the need to build a more holistic systems-wide DRR perspective at the humanitarian - development nexus.	<ul style="list-style-type: none"> Staff rotation has reportedly resulted in a lot of internal staff turnover, loss of knowledge and large gaps in institutional memory. While it brings fresh blood to "rejuvenate" certain domains, it can also put people in positions who lack the minimum basics needed to perform on Day 1. An example of lack of continuity of staff was cited in the constant changing of DRR focal points with the Development Cooperations or divisions.
DRR Network	The DRR network has its home in the Humanitarian Aid Department, the only network managed by them. The DRR network orients a group of in-house practitioners that promote and share knowledge to relevant SDC members and partners and highlight good practices. The DRR network is led by a focal point in HA and the activities are funded by multiple yearly projects which also supports the NGO DRR network, backstopping and learning events. Most respondents valued the DRR network as a source of knowledge and good practice (more so by Development actors than by the Humanitarian Aid respondents). Several key informants expressed satisfaction with the knowledge sharing and learning events carried out by the DRR network (SECO,	<ul style="list-style-type: none"> Several respondents perceive that 12 thematic networks represents too many issues to be anchored within the operational divisions; While also home to excellent synergies (CEDRIG), the overlap between climate change and DRR networks merits streamlining. Because gender and governance³⁴ are mandatory within SDC, it was felt these issues were accorded a higher priority than DRR; many stakeholders call for DRR to also be mandatory. Over time the networks are perceived to have become too bureaucratic and struggle to work "in the triangle" more transversally with other networks The issue of complementarity versus competition between the different networks was raised by a number of

³⁴ SDC has a policy on Policy on Democratisation, Decentralisation and Local Governance since 2016 current under redevelopment: https://www.shareweb.ch/site/DDLGn/about_us/SitePages/Home.aspx.

	Bosnia).	informants, with a particular challenge noted for DRR promotion within the Development Cooperation Departments.
Operational modalities	In support of the different operational modalities SDC has developed a range of funding modalities that are applied in a flexible manner. This can support the transition and linkage of project interventions across the disaster risk management cycle - from short-term response to early recovery (build back better) and longer-term development (build better before). SDC programme interventions in Chad and Myanmar are examples of this integrated disaster risk management approach - an important aspect of SDC's work.	<ul style="list-style-type: none"> • In some countries (e.g., Bolivia, Morocco) no transition from humanitarian to development funding is planned and in these contexts it will be important to ensure programme interventions have a well-designed exit strategy to support a planned withdrawal of SDC support. While Georgia is often touted as an example of excellent handover between HA and South Cooperation, the effort is too young, and no documents were available to the team.

Annex 6: Perception survey overview

		Personal Perceptions: LEVEL of AGREEMENT (4: Highest; 1: Lowest)																	
Respondents	ENTITY	LoA understood best		The Climate Environment and Disaster Integration Guidance (CEDIG) is a relevant and effective tool to support DRR Mainstreaming, for money", SDC investment in DRR leads to SUSTAINABLE outcomes, SDC is INNOVATIVE in its efforts to reduce disaster risk															
		Targeted DRR	Mainstreaming DRR	Influencing DRR	SDC efforts have PREVENTED FUTURE disasters/crises	SDC efforts have HELPED to MANAGE the CONSEQUENCES of disasters/crises	The BALANCE between SDC investment in preventing future crises and SDC humanitarian response (managing their consequences) is appropriate	SDC is currently a global leader in DRR	The term DRR is understood and used in a similar way throughout SDC	The current SDC "organisation structure" (architecture) is CONDUCTIVE to an adequate promotion and delivery of DRR	My efficiency contributes to reducing disaster risk in a Targeted manner	My efficiency contributes to Mainstreaming DRR	My efficiency Influencing partners on topics related to DRR	My efficiency contributes to DRR	My efficiency contributes to DRR	My efficiency contributes to DRR	My efficiency contributes to DRR	My efficiency contributes to DRR	My efficiency contributes to DRR
ENTITY	GRAND TOTAL	95	37%	38%	24%	305	329	248	278	263	253	326	316	320	321	311	310	303	282
	SDC/HA-SHA	34	35%	38%	26%	309	335	252	274	356	253	266	323	335	317	344	311	300	277
	SDC/Development Departments	36	26%	51%	23%	307	325	249	272	303	276	249	297	309	307	300	316	312	288
	SDC/South Coop (SC)	14	29%	43%	29%	308	331	244	273	279	250	256	300	300	300	289	313	322	300
	SDC/Global Coop (GC)	13	31%	46%	23%	300	323	231	282	308	277	250	291	291	308	300	320	290	282
CAPACITY	SDC/Eastern Coop (EEC)	9	22%	56%	22%	313	322	271	263	322	300	243	300	338	313	313	317	325	283
	Other Swiss Government	8	38%	38%	25%	286	338	233	320	329	243	229	300	300	300	300	286	283	286
	External	16	63%	19%	19%	300	320	253	279	320	275	238	346	323	308	321	310	300	279
	Programme/Project Mgmt	49	35%	37%	29%	316	333	253	275	332	266	251	312	327	318	334	308	305	279
	Leadership & Advisory	45	43%	45%	12%	292	329	240	279	322	265	258	323	314	300	311	309	298	280
LEVEL	Head/Deputy	29	38%	34%	28%	292	325	246	286	319	258	250	313	308	300	296	318	304	288
	Sector Advisor	12	42%	50%	8%	291	333	233	273	325	273	267	333	320	300	325	300	291	273
	Other	4	50%	50%	0%	300	300	250	275	300	233	267	333	333	333	333	300	300	300
	Organisation headquarters	58	31%	40%	29%	300	330	241	267	321	256	247	313	315	309	316	308	300	269
	Non-HQ	36	46%	44%	10%	314	334	256	290	333	269	271	320	331	302	330	321	297	294
GEOGRAPHY	Field-based (working in one country)	29	48%	31%	21%	311	325	262	296	332	281	259	320	328	321	327	309	312	304
	Regional (responsible for multiple countries)	7	43%	57%	0%	317	343	250	283	333	257	283	320	333	283	333	333	283	283
	Global	36	28%	33%	39%	297	331	241	270	333	253	254	313	320	318	329	300	289	266
	Rest of the world	58	50%	34%	16%	308	326	248	284	317	262	250	315	313	309	311	311	300	289
	Asia/Pacific (or country)	23	35%	57%	9%	305	332	247	279	318	277	263	319	341	294	328	322	328	306
FOCUS	CEE (or country)	14	36%	43%	21%	323	329	292	277	343	292	264	325	331	333	331	318	323	291
	Latin America and/or Caribbean (or country)	8	75%	13%	13%	325	338	243	314	325	257	257	317	329	329	300	333	300	317
	Africa (or country)	8	25%	38%	38%	288	313	238	250	300	225	225	314	263	263	275	283	271	250
	MENA (or country)	5	80%	20%	0%	300	320	220	300	300	260	240	300	300	325	320	300	280	280
	Man	56	34%	41%	25%	312	336	250	281	331	267	251	322	327	317	325	311	302	283
KNOWLEDGE	Woman	38	42%	34%	24%	294	319	245	273	317	258	257	306	310	300	313	308	304	279
	Targeted DRR	35	37%			297	331	241	279	259	242	315	325	304	307	304	304	296	274
	Mainstreamed DRR	36	38%			306	325	250	278	282	261	331	310	334	327	316	325	319	304
	Influencing DRR	23	24%			316	333	258	274	238	256	332	310	320	379	311	294	285	262

Annex 7: Thematic case studies

Case study 1: Climate Change and DRR: adaptation (CCA) & mitigation (CCM)

Main Questions: To what extent are Climate change (CC) and DRR effectively linked in the portfolio? To what extent are CC Mitigation (CCM) actions intertwined with DRR principles? What opportunities and challenges make the DRR/CCM-CCA synergy more effective to reduce risk?

Introduction: Many organisations now accept that CCM reduces risk, thereby making CCM a qualified DRR-relevant activity, in addition to CCA. This brief thematic study on climate change and DRR explores the present effort of SDC to integrating these two topics and what opportunities and challenges they provide to make reduction of disaster risk more effective

Links to EQs: Links generally with EQ B2.

Projects studied

The evaluation team identified 85 projects based on the Portfolio Analysis carried out by SDC that integrate both CC and DRR to some extent (a vast majority are in CCA, not mitigation). In the period of 2010 – 2017, these projects represent a total of 57,299,669 CHF invested.

- 13 projects have been marked as Targeted DRR (8,053,616 CHF equivalent of 14%).
- 16 projects have been marked as Influencing DRR policy (5,870,962 CHF equivalent of 54%).
- 56 have been marked as mainstreaming DRR (23,366,090 CHF equivalent of 41%).

While targeted DRR projects constitute a relatively small part of this subset of the SDC DRR portfolio, this is the same pattern as within the overall SDC DRR portfolio (i.e. the main proportion goes to the influencing Line of Action and the smallest to Targeted DRR projects).

While support to **influencing** includes policy-oriented activities such as CHF11.5 million to the Global Fund for DRR (GFDRR) managed by the World Bank and CHF 2.1 million to the UN Institute for Training and Research (UNITAR), the SDC focus also supports more concrete DRR activities. One such activity features dialogue between youth at schools in Malawi and in Switzerland about climate change, and a similar effort in Morocco. In Mozambique GFDRR has implemented a Hydromet program with WMO to improve climate data for early warning and a programme for emergency resilient recovery to rehabilitate or reconstruct key dikes, weirs, irrigation systems, drinking water infrastructure, and schools. Hence, much of the activities marked in the portfolio analysis as influencing, are also Targeted DRR. Large sums (4.2 million CHF) have also been allocated to regional institutions i.e. the Southern African Development Community (SADC) and its Regional Vulnerability Assessment and Analysis programme which aims to strengthen national and regional vulnerability analysis to inform policy formulation, develop climate-proofed programmes and emergency interventions. SDC has furthermore committed 95 million CHF to the Green Climate Fund (GCF) of which 29m CHF were disbursed from 2015 to 2017. GCF supports a number of integrated projects where CC and DRR are integrated such as early warning systems and integrated flood management systems.

Switzerland seeks to influence these bodies by chairing or co-chairing management modalities. Switzerland is represented on the GCF Board through a constituency with the Russian Federation. The co-chairmanship of the Private Sector Advisory Group (PSAG) provides Switzerland effective leverage to influence the further development of the GCF in terms of enhanced private sector engagement. These positions also give SDC a vantage point in relation to informal monitoring of the development in the organisations which can be particularly relevant for relatively new organizations with potential to become the main player in CC financing. Compared to Targeted DRR and Mainstreaming, the amounts allocated under the heading influencing are much bigger. As mentioned above a large part of these amounts go to implementing DRR related projects. In order for SDC to detect whether the investment in influencing is efficient, there should be a clearer distinction between what goes to influence policy and decision-making and what goes to projects and the results of influencing should be communicated clearer within SDC so that there would be a better common understanding on how Targeted DRR, mainstreaming and influencing are actually linked.

Findings analysis

/ An SDC-designed tool to promote the integration of CC and DRR in the project portfolio is the 2012 Climate, Environment and Disaster Risk Reduction Integration Guidance (CEDRIG); it aims to improve resilience and reduce impacts in both development cooperation and humanitarian aid. In this study we look at how SDC has internally integrated or mainstreamed CC and DRR inside the portfolio. There is good evidence that CEDRIG is appreciated as a tool but that it is not fully applied. One reason is because it is considered time-consuming; often more than five days effort is required, including risk assessments either at programmatic level or project level depending on the case. CEDRIG conceptually addresses the overlaps and synergies between climate change adaptation (CCA) and DRR, as well as environmental issues, and differences between the concept of climate change mitigation in relation to DRR and mitigation of the negative impacts on the environment. CEDRIG uses the definition of mitigation as a reduction of GHG emissions or the enhancement of sinks, reinforcing that climate change has a potentially negative impact on both development and humanitarian aid.

The internal process of mainstreaming CC, DRR and environment into projects and programmes using the CEDRIG risk assessment tool, is described in fairly good detail in the guidance. It advises that participatory workshops should be carried out with support of field experts that can be internal from SDC or external consultants. The DRR Network and Climate Change & Environment Network are both indicated as resource tools for the CEDRIG process. There is a clear procedure including support structures for the internal integration CC and DRR in SDC's programmes and project documents; yet, key informants suggest the communication and consultation process could still be improved, noting that in many cases coordination depends on personal relations. The networks are used for sharing information not only within but also between networks e.g. the CC&E Network consulted the Water and DRR networks to get input for designing a new project along the Yangtze River in China.

While reliance on good personal relations is both normal and desirable, it doesn't exclude the necessity to look at structural ways to enhance coordination. Recognising this, the CC&E and DRR networks are elaborating a manual for facilitators focusing on training facilitators. This initiative as well as the growing concern about the impact of climate change has prompted to the management of SDC to launch training of CEDRIG facilitators in South Africa in June 2019.

Many informants recognize that CC and DRR are often treated in separate silos--more so at HQ, than at the country office level. Several key informants suggest that the four networks on DRR, CC&E, food security and water should be merged. Without going as far as merging the network, a first step in the process of improving coordination between the networks is the decision of the SDC management from December 2018 to launch a pilot project to create a cluster of the four networks that are related to Peace & Governance. This pilot project will give guidance for potential clustering of the other networks. The evaluation team agrees that the cluster approach could contribute to dismantling the silos and building CC and DRR projects with enhanced integration between short- and long-term initiatives and securing that DRR is systematically considered in CC projects.

Links between CCA and DRR actions in the SDC portfolio:

There are many relevant examples of valuable links, especially in Targeted DRR actions. In Myanmar, the process is pragmatic, analysing the local context and natural resource management (NRM). In Southern Myanmar SDC supports fisher communities prone to floods and cyclones. The effort aims to find solutions using community-based co-led tools allowing sustainable NRM to contribute to the resource base and livelihood building thereby better preparing communities for floods and cyclones. In Bolivia and Peru, the approach has been more programmatic.

In Bolivia, the 2005 to 2018 DRR programme has implemented many activities including awareness raising and capacity building, better water management and construction of small-scale infrastructure e.g., dams and bridges and thereby promoting stronger resilience within mountain communities. In Peru, the CLIMANDES project supported the production of climate services by SENAMHI "to reduce the risks of climate change in development planning, convergence of the guiding principles of climate change adaptation (CCA) and disaster risk reduction (DRR)".

The evaluation agrees that CLIMANDES has played a transformational role for SENAMHI, helping this institution build human and infrastructural capacities needed to provide climate information services. In Morocco, investment in climate change shows promise of at least partial synergy with DRR since 2014, when Swiss efforts succeeded in getting climate change and gender aspects articulated within the community development plans in eight communities of one district. In 2015, Global Cooperation (GC) funded the Morocco participation in CoP 21 and UNFCCC/ Paris, Youth Arena and Climate Trophy, all guided by the SDC local staff who manage DRR.

At the regional level, ASEAN member States have adopted a framework strategy to address climate change and food security for the Southeast Asian Region up to 2020; SDC supports the implementation of the strategy through the regional DRR hub in Bangkok. The ASEAN-Swiss Partnership

on Social Forestry and Climate Change (ASFCC II) is known to contribute significantly to food security in member states recognizing that policy support, capacity building and knowledge management are highly relevant for sustainable forest management and CCA in the region.

In other projects such as ecosystem management in Macedonia, sustainable charcoal production in Tanzania, and flood warning systems in Morocco all provide potential linkages between CCA and DRR, but respective documents were less straightforward or informative about the links (either project documents written from a DRR stand point or do not mention climate change, or vice-versa. Implementing a more systemic approach to CCA/DRR integration is likely to enhance these efforts.

Alignment of CCM actions with DRR in SDC portfolio:

One of the only examples identified of a strong integration between climate change mitigation (CCM), CCA and DRR lies in the work of the UNEP's Climate and Clean Air Coalition (CCAC) that SDC supports financially and strategically through the GP Climate Change, who is also co-chairing the CCAC. The CCAC Coalition works on a specific set of pollutants (or greenhouse gases) i.e. HFC, black carbon and methane which are main air culprits with huge global warming potential. An October 2018 IPCC report addresses mitigation of aerosols³⁵, aiming to reduce these pollutants and contribute to cleaner air quality. There is a double benefit both for health and environment, reducing global warming and the effects of climate change. While DRR is not the focus of the cooperation, there are indirect benefits for risk reduction and resilience through reduced emissions and improved health in urban areas. Applying this approach at the local level, SDC in Peru funds a project for clean air and climate change with a shift to soot-free buses, electrification and improvement of the regulation for trucks.

A large majority of evaluation informants confirm that CCM does not seem relevant for their work in DRR and that they are not giving priority to identify actions where CCM and DRR converge. Some question whether there is policy or guidelines on how to integrate CCM into DRR work. Some refer to CEDRIG, underlining that it is more important to work in an integrated way and secure that one action on DRR does not have negative effects on greenhouse gas emissions or CCM efforts and vice versa. Interest is growing in CEDRIG.

In many countries with support from different partners including SDC, the CCM focus is on implementing the Nationally Determined Contributions (NDC). In Peru, SDC works with the Ministry of Environment to implement the NDC coordinating across different ministries. SDC has also supported NDC processes in India with a risk assessment using IPCC methodology as the basis of prioritizing actions; the Government of India decided to upscale this approach to all 12 states.

In Chad, SDC has supported UNHCR with secondments (short-term advisor and consultants from 2010 to 2015) mostly focused on studying the use of biomass in and around 12 refugee camps that established as a result of the Darfur conflict in 2007. The SDC-funded studies and reports on biomass

³⁵ Aerosols: suspension of very small airborne solid or liquid particles that can stay in the atmosphere up to several hours and with links to extreme weather events.

use, fuel wood and viable renewable energy and natural gas alternatives form part of a line of studies supported by UNHCR partners. The first 2010 study concluded that while basic needs of refugees and IDPs are being well managed the “situation with domestic energy remains problematic.” The area of renewable energy and ecosystem rehabilitation is a promising opportunity for DRR, CCA and CCM integration with potential to create a base for long-term sustainability. (Only in 2017 did SDC launch a pilot 18m project in three sites around the refugee camps).

In other countries like Bolivia, SDC has supported projects with reforestation and planting of different forms of vegetation due to their potential to prevent erosion and mudflows. However, these activities have not been assessed from the angle of CCA and CCM. In other cases, like the Sustainable Charcoal project in Tanzania, projects often directly and successfully support REDD+³⁶ objectives, but DRR and CCA have not been explicitly integrated in the efforts.

SDC supports social forestry concepts for more than three decades in East and Southeast Asia by fostering capacity building and research. The ASFCC established a functional network to bring these results to the policy level. The role of populations depending on forests in addressing climate change has meanwhile been widely recognized. The budget has been / will be distributed to partners in the project for research, advocacy, capacity building and knowledge management. Support was given to five countries to prepare their Readiness preparation plans for REDD+. While climate change is fully integrated in the support proposal, DRR is not mentioned.

Conclusions

In conclusion, there are few initiatives that explicitly recognize the links between DRR and CCM but there is not clear guidance nor a systematic approach to integrate the two concepts. Such an integration should not be forced but should explore potential where it makes most sense, i.e. as in the fragile contexts with ecosystem degradation in Chad. In order to identify additional synergies between CCM and DRR it would be necessary to draw in expert in renewable energy, links between biomass use and ecosystem rehabilitation and reduction of air pollutants drawing on the experience from the support to the Climate and Air Pollution Coalition.

There are many good examples of projects integrating CCA and DRR i.e., pragmatic approach of integration in Myanmar, the PACC and PRRD projects in Bolivia and support to SENAHLI in Peru. CEDRIG is a good tool to guide the internal process of the integration of CC and DRR in SDC's projects and programs.

However, it does not offer many concrete examples of integration, especially not on CCM and DRR. Clustering of the DRR, CC&E, food security and water networks can further assist in dismantling existing silos and contribute to sharing and learning about good practices.

SDC supports the relevant global organisations i.e. GCF, GFDRR and several UN organisations in which the integration of CC and DRR should take place in the both formulation and implementation of projects. The

³⁶ Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD+) was first negotiated under the United Nations Framework Convention on Climate Change (UNFCCC) in 2005.

effectiveness of this integration should be monitored by SDC through the established procedures and Switzerland's position in governing bodies. SDC also supports regional organization such as SADC and ASEAN which provide excellent opportunities to influence formulation of regional strategies and policies on CC and DRR and support relevant project.

Case study 2: Value for Money (V4M) in SDC DRR Efforts

Main Questions: What is the relative Value for Money (V4M) of the various SDC priority targets and actions (refer to actions in Study above)?

Which actions have the most favourable Value for Money? Why? If feasible, does efficiency differ between types of countries (priority/non-priority country; with/without WOGA, fragile/stable, with/without disaster risks)?

Introduction: Recently, Value for Money (V4M) has re-emerged in the vocabulary of public spending as a backlash to the financial crisis. A standardised definition of V4M is usually a combination of four “E”s: economy, efficiency, effectiveness and equity often perceived as a framework to prove that an organisational approach is appropriate and comparatively valuable, to justify choices and inform options.

Links to EQs: Links generally with EQ Set “B” Implementation.

Description and methods

The four SDC departments proposed a “Short List of projects” that they believed to contribute to each of the three lines of action (ref DRR Guidelines 2018). Documents relating to these projects and specific SDC staff who the departments associate with each were queried to establish perceptions on value of the input/output of each, as well as on perceptions (of staff or when absent, team scores on) the project’s economy, efficiency, effectiveness and equity.

It is critical to note that this study has no ambition of measuring impact in any quantitative or statistical manner. Using multiple ways to calculate value (4 Es and BER, see below) help explore “value” from multiple perspectives to compare very different efforts such as targeted, mainstreamed and influencing actions. In summary, this study produced multiple analyses as perspectives on V4M:

- 4 E analysis: using both an evaluator-scored review of project documents and when available project-specific scores by targeted survey respondents;
- Basic Efficiency Resource (BER) analysis graphically compares input (programme resources including human, time invested and finances) and perceptions of output (real and perceived) drawing on the scores from the 4-E analysis;
- A parallel financial analysis was attempted but budget/expenditure files the team could access contained insufficient detail to allow us to produce 'Total cost-to-transfer ratios' (TCTR).

Projects studied

At the beginning of the evaluation, SDC Department representatives were each asked to propose a sample of projects they are familiar with (6 per department) that reflect each of three SDC DRR Lines of Action (Targeted DRR, Influencing and Mainstreaming). When it became clear that the exercise was challenging, the team made it more flexible until it received a mix of 68 projects tentatively proposed for a variety of different reasons. The team classified the set of 68 by funding source and line of action they were most well-known for (even if a project contributed to all three DRR Lines of Action. The first task the team conducted was to confirm that each project did feature some element in the line of action for which it was proposed. For nine of the 68 projects, SDC staff familiar with them completed an online

survey to share their perceptions. For the 59 others the team examined the project documents to score qualitatively each of the V4M questions under study.

LoA Dept:	HA	GC	SC	EC	
Mainstreaming	9	3	16	6	34
Targeted DRR	6	1	9	5	21
Influencing	9	1	2	1	13
	24	5	27	12	68

Scoring

Either through the e-survey or as a systematic document review, each of the 68 projects³⁷ were examined and scored on the categories below, using the scores of: strongly agree (4) | agree (3) | disagree (2) | strongly disagree (1) (or NA / I don't know). Averages of the scores are featured in the exhibits.

Inputs:

- **ECONOMY/THEORY of CHANGE:** actions invested in the “right” types of partners to achieve the change and used the 'right' resources.
- **ECONOMY/COMPETITIVENESS:** Costs were kept reasonably low while maintaining quality.
- **EFFICIENCY/LEVERAGING:** The project strategically used and mobilised resources (i.e. the ideas, skills, funds and resources of other individuals/organisations, as well as its own skills, knowledge and networks).

Outputs:

- **EFFICIENCY/PRODUCTIVITY:** The project brought about the outputs it set out to.
- **EFFECTIVENESS/REACH&DEPTH:** The project produced reasonable reach (numbers of people benefiting) and depth of change (systematic, in relation to the level of investment).
- **EFFECTIVENESS/SUSTAINABILITY:** There is evidence to indicate likely sustainability of the actions.
- **EQUITY/PROCESS:** The project appropriately targeted or ensured the participation of most vulnerable groups.
- **EQUITY/OUTCOMES:** The intervention promotes equitable benefit of appropriate/different benefitting groups.

Findings /results

While none of the quantitative scores produced (as described above) have meaning in themselves (it was not intended as a pure quantitative analysis), the study aimed to seek patterns that demonstrate relative value for money. In this light, it compares the scores for the eight E-E indicators across/between the: three lines of action; different sets of SDC priority countries/regions (using the 21 overall SDC priorities, the 16 HA priorities, the 9 EC priorities compared to 10 projects that are global—or 20 outside all SDC priorities, see annex of Terms of Reference); countries known to have some or no WOGA (i.e., with SECO and SDC); different levels of

³⁷ See Annex 2, under “project documents” for the list of 68 projects.

natural hazard risk (using Inform index, 2018); and lastly classes of fragility (using Fund for Peace, 2018).

Lastly, scores were later averaged across input and output indicators, allowing a BER analysis.

Among the **lines of action** (See Exhibit 29 below), Targeted DRR actions appear to be the most economical by investing in right types of partners, the most efficient by managing those resources strategically and the most effective by far in terms of contributing to sustainable outcomes. Mainstreaming actions (in a very close second place) offer value for money above all in their equity (through targeting and equitable benefits) but also through effective reach and depth.

Exhibit 30 shows similar data, aggregates across the other contexts.

- The **SDC priority** offer a different peek at Value for Money. Interestingly, projects that were either global or outside the SDC priorities attract the highest appreciation in terms of economical partners, efficient outputs and reach. The 21 SDC set scored highest among the four groups, in equitable targeting and effective sustainability.
- The 12 projects staged in countries known to have some **WOGA presence** (i.e., with SECO and SDC) have substantially higher scores than the average of the 56 without. This is the case for three of the four “Es” –leaving only equity in which the projects in non-WOGA countries score higher.
- There is no apparent pattern among **levels of natural hazard risk** except that for six of the eight indicators, one of the highest risk classes holds the highest average. This may indicate that targeted efforts where needs are highest brings the heaviest value for money.
- When comparing average scores of projects in countries within specific **classes of fragility** (using Fund for Peace, 2018), seven of the eight V4M indicators have the highest averages in the least fragile classes (the lowest of the six classes to which countries in this set of projects were assigned).

Averaging the same 4E scores in a slightly different way (called the BER analysis) enabled the team to compare inputs to outputs for each project. Such a comparison is portrayed graphically in Exhibit 3 below, and it enables a comparison again across the three DRR lines of action. Therein, the yellow dots representing Targeted DRR projects are the most tightly grouped toward the top right corner of the scatterplot. The blue Mainstreaming dots are a little more disbursed, with some slightly scoring at higher output but also lower-valued input and output. In essence, this analysis suggests that Targeted DRR actions offer SDC the greatest economy of resources, or the highest output-for-input invested.

Analysis and conclusions

While not conclusive, the findings and patterns above suggest that:

- To little surprise, targeted DRR (and to a slightly lesser extent mainstreaming) actions offer SDC more tangible results than DRR-influencing actions (which have more indirect DRR results). This may be because of scale as they typically feature focused field-based “direct” actions--most often employing a narrower zoom on a set of interlinked threats or a small geographical area. The BER underscores the economic value of outcomes achieved through Targeted DRR efforts funded by SDC;
- DRR efforts organized in official SDC priority countries/regions may offer slightly lesser value than those in countries outside the official focus. This may be because those DRR actions outside the ‘official scope’ are more tightly directed to identified needs as they arose, as opposed to looking for the best actions inside an established list of countries, or a list established for an entirely separate set of reasons not reflecting DRR explicitly. These would be good examples of where to model innovative ‘pathfinder’ projects;
- There may also be some spin-off benefits of working in a whole of government approach. Collaboration can build coherence and increase effectiveness of available resources. It is possible that the energizing dynamics in countries where Swiss actors are actively seeking synergies rub off on projects more generally.
- DRR actions may be establishing higher value for money in regions/countries that are less fragile. This may underscore the difficulty in making tangible progress in any sector in very fragile states, where both development and DRR may be most needed. It also leads to the need for NRC to better understand how to conduct DRR in areas of fragility and insecurity.

While none of the trends above are considered ‘significant’ in a statistical manner, the patterns do hold some interesting insights that support value for money in Targeted DRR, based on identified needs in countries regardless of priority but likely to derive benefits from a WoGA. Furthermore, SDC is likely to derive greater value from DRR in higher risk, less fragile settings. This may indicate the need for SDC to consider a more fine-tuned package tailored to increase value of DRR efforts in fragile contexts.

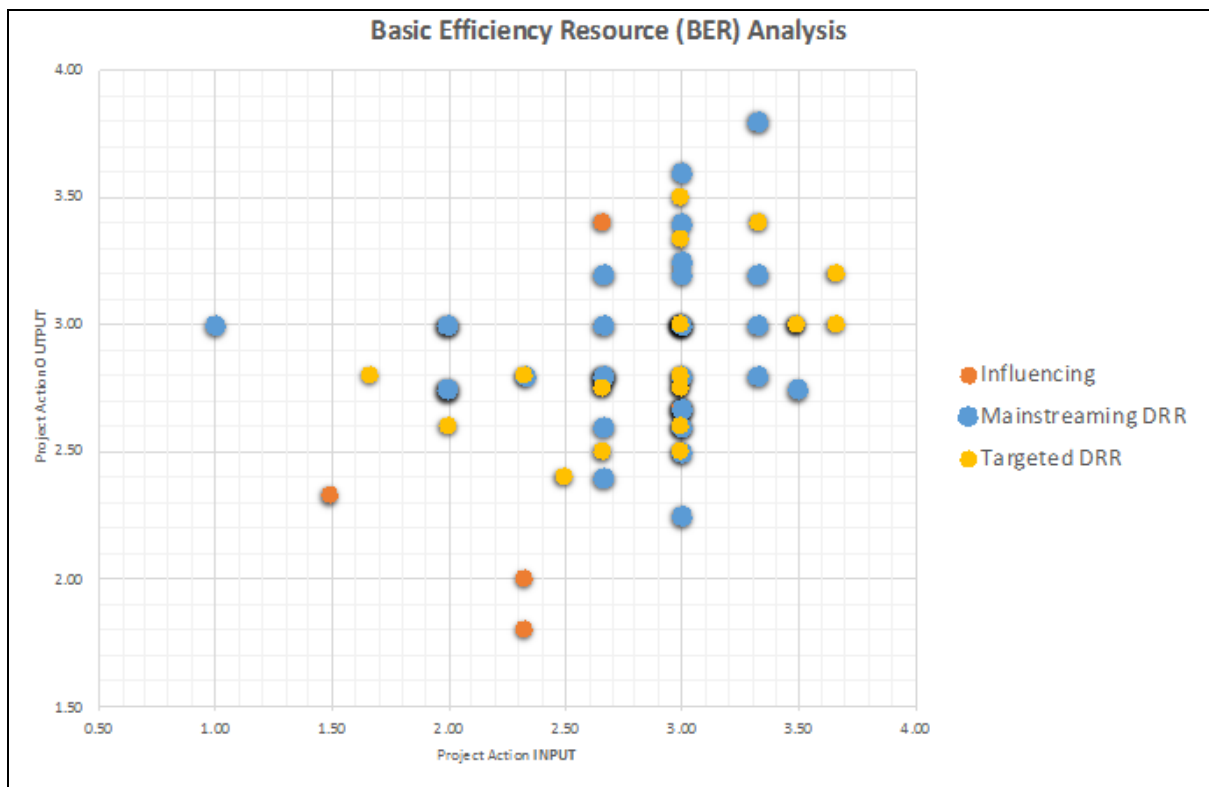
Exhibit 29 Comparing V4M across Lines of Action

	LoA	Influencing DRR	Mainstreaming DRR	Targeted DRR	Grand Total
	N. Projects	13	34	21	68
ECONOMY	THEORY of CHANGE: The project invested in the "right" types of partners to achieve the change and used the 'right' resources.	2.85	2.91	3.05	2.94
	% Disagree	23%	15%	14%	16%
	COMPETITIVENESS: Costs were kept reasonably low while maintaining quality.	2.67	2.65	2.64	2.65
	% Disagree	23%	21%	24%	22%
EFFICIENCY	LEVERAGING: The project strategically used and mobilised resources (ie the ideas, skills, funds and resources of other individuals/organisations, as well as its own skills, knowledge and networks.)	2.67	2.76	2.95	2.80
	% Disagree	23%	24%	14%	21%
	PRODUCTIVITY: The project brought about the outputs it set out to.	2.89	2.73	2.69	2.75
	% Disagree	15%	32%	19%	25%
EFFECTIVE-NESS	REACH & DEPTH: The project produced reasonable reach (numbers of people benefiting) and depth of change (systematic, in relation to the level of investment).	3.00	3.06	3.00	3.03
	% Disagree	8%	3%	10%	6%
	SUSTAINABILITY: There is evidence to indicate likely sustainability of the actions.	2.70	2.72	2.95	2.79
	% Disagree	23%	32%	14%	25%
EQUITY	PROCESS: The project appropriately targeted or ensured the participation of most vulnerable groups.	2.55	2.94	2.70	2.80
	% Disagree	46%	18%	43%	31%
	OUTCOMES: The intervention promotes equitable benefit of appropriate/ different benefitting groups.	2.86	3.07	3.00	3.02
	% Disagree	15%	12%	10%	12%

Exhibit 30 Value for Money across other contexts

		SDC PRIORITY SET				WOGA _{U.S.}		Natural Hazard Risk				Fragility Index (None/Global: N=26)						
	LoA	16 HA	21 SDC	9 EEC	NO PRIORITY	Yes	No	Very High	High	Medium	Low	Very High Alert	High Alert	Alert	High Warning	Elevated Warning	Warning	Stat
	N. Projects	3	30	5	30	12	56	6	14	13	8	2	1	12	10	12	4	1
ECONOMY	THEORY of CHANGE: The project invested in the "right" types of partners to achieve the change and used the 'right' resources.	3,00	2,86	2,80	3,03	3,17	2,89	3,00	3,08	3,00	2,63	3,00	3,00	2,67	2,89	3,25	2,75	3,00
	% Disagree																	
	COMPETITIVENESS: Costs were kept reasonably low while maintaining quality.	2,67	2,41	3,00	2,80	3,14	2,56	2,00	2,70	2,88	2,00	2,50	3,00	1,50	2,57	3,14	3,33	2,00
	% Disagree																	
EFFICIENCY	LEVERAGING: The project strategically used and mobilised resources (ie the ideas, skills, funds and resources of other individuals/ organisations, as well as its own skills, knowledge and networks.)	3,00	2,73	2,50	2,90	2,82	2,80	2,50	2,93	2,92	2,63	3,00	2,00	2,50	2,90	3,09	2,50	3,00
	% Disagree																	
	PRODUCTIVITY: The project brought about the outputs it set out to.	2,00	2,57	2,33	3,05	2,83	2,74	2,20	2,60	2,67	2,00	2,00		2,00	2,63	3,00	2,67	
	% Disagree																	
EFFECTIVE-NESS	REACH & DEPTH: The project produced reasonable reach (numbers of people benefiting) and depth of change (systematic, in relation to the level of investment).	3,00	3,04	3,00	3,04	3,09	3,02	3,17	3,08	2,92	3,00	3,00	3,00	3,08	2,89	3,09	3,00	3,00
	% Disagree																	
	SUSTAINABILITY: There is evidence to indicate likely sustainability of the actions.	2,50	2,86	2,75	2,74	2,91	2,76	3,00	2,75	2,83	2,75	2,00	2,00	2,83	2,89	2,91	3,00	2,00
	% Disagree																	
EQUITY	PROCESS: The project appropriately targeted or ensured the participation of most vulnerable groups.	3,00	3,03	2,25	2,59	2,64	2,83	2,83	3,00	2,83	2,75	3,50	2,00	2,92	3,20	2,73	2,50	2,00
	% Disagree																	
	OUTCOMES: The intervention promotes equitable benefit of appropriate/ different benefitting groups.	3,00	3,07	3,20	2,91	2,91	3,04	3,25	2,92	2,08	3,13	3,00	3,00	3,10	3,00	3,00	3,00	4,00
	% Disagree																	

Exhibit 31 Basic Economy Resource across 3 DRR Lines of Action



Case study 3: Modalities: SHA/Secondments, Network, Consultative Group

Main Questions: Are the Swiss DRR networks and operational modalities (platform, groups and secondments) useful and adequate to promote DRR? Do these entities tap the necessary competences, manage knowledge and optimize synergies?

Introduction: SDC has a complex institutional architecture with a broad range of institutional instruments and operational modalities that function across the disaster-development continuum, at all administrative levels from global, regional, national through to local. SDC's institutional elements and modalities are designed to connect, contribute to and influence the diverse range of political, institutional and operational instruments that drive the formulation and implementation of international policies and procedures to manage disaster risk and strengthen resilience to disaster across all stages of the disaster cycle from prevention, preparedness, response, recovery through to longer term mitigation. The promotion of SDC's integrated disaster risk management approach includes actions to: influence global DRR frameworks (e.g. Sendai Framework); support to regional and national government entities to develop and operationalise DRR strategies, standards and plans; implementation of local projects to meet specific needs and develop good practices; and financial and technical support to multi and bi-lateral partners.

SDC has a strong commitment to international cooperation and a long history of working in partnership with multilateral and bilateral organisations at local, national, regional and global levels to support its strategic objective to prevent and manage the consequences of disasters and crisis. This partnership approach is well articulated in the SDC guidelines on DRR and in Swiss cooperation regional and country strategies which are the key documents steering in-country programme and project activities. Partnership engagement is strongly evidenced by the level of financial and technical support (secondments) it provides to its priority partners (national authorities, UN agencies, development banks, international organizations, IFRC, NGOs/ civil society, research institutions) both at global and regional levels and in partner countries. For example; ASEAN - Switzerland Partnership to support the implementation of the AADMER 2016-2020 Work Programme, which in 2018 received a "best strategic partnership" award from the Singapore government.

Importantly, the Swiss government also takes a leading role in supporting the overall coordination of international cooperation and partnerships at national, regional and global levels. Support to regional OCHA offices and financial assistance to UNISDR to facilitate the hosting of the GP-DRR May 2019 in Geneva are strong examples of this commitment.

Links to EQs: Links generally with EQ A2.

Findings results / **Institutional**

Whole of Government Approach (WoGA)

One of the guiding principles of the Sendai Framework is the full engagement of all State institutions of an executive, legislative and operational nature. In support of this principle the Swiss government has adopted a whole of government approach together with plans to further integrate SDC regional / national cooperation structures within the Swiss embassies. The combination of political, diplomatic, economic and development cooperation departments and offices working together can increase the coherence, effectiveness, impact and visibility of DRR, with

the potential to unlock synergies and support innovative forms of cooperation that were not immediately apparent.

Drawing on the Asia geographical study, it was apparent that a WoGA was being applied in a pragmatic and strategically opportunistic way. For example, the recent appointment of Ms Armida Salsiah Alisjahbana as Executive Secretary of the United Nations Economic and Social Commission for Asia and the Pacific provided an opportunity for the Swiss Ambassador to Thailand to present the SDC Regional DRR Advisor when making an introductory meeting with Ms Salsiah and highlight the priority that the Swiss government was placing on DRR across the region as well as its commitment to international cooperation and partnerships including support to the 2019 Global Platform for DRR in Geneva.

The effectiveness of SDC's DRR work to a large extent depends on how well it is linked with regional and national government strategies, plans and programme and is intrinsically linked to Switzerland's whole-of-government approach. Through this approach Switzerland has the comparative advantage of being a State, a donor and an implementing actor, where political and diplomatic services are important ways to build strong working relationships with regional and national government entities, laying the foundation for mainstreaming.

Notwithstanding the above, we consider the main interaction to be between FDFA, FOEN and FOCP, with very limited interaction with other Swiss ministries. For example, SECO cooperation is generally (but not exclusively) focused on more economically stable countries and is not operational in fragile and conflict-affected countries where HA often has more of an operational engagement than development SDC actors.

Swiss Cooperation Offices

SDC's institutional structure has multiple cooperation offices at regional and national levels. Within the four main departments of SDC the thematic lead on DRR is the overall responsibility of the Humanitarian Aid, although different departments and divisions have a range of responsibilities related to SDC's approach to DRR. Specific roles and responsibilities for the implementation of the three lines of action depends on the context and location of the activity. For example:

1. Influencing policy within the international DRR system is led by the Multi-lateral Humanitarian Affairs Division and primarily happens at the global and regional levels. Dialogue and advocacy actions are supported by the Consultative Group to foster a coherent Swiss policy position with various Swiss DRR actors and in close collaboration with SDC's multi-lateral partners.
2. With the adoption of the post-2015 global development agenda (DRR / SDG / Climate Change), increasing importance is given to the formulation and implementation of policies and programmes at regional and national levels. Swiss regional and a national

cooperation offices are well connected within the Swiss Embassy structures and well positioned to enhance cooperation and collaboration with regional and national government organizations in support of the delivery of regional frameworks and work plans. For example, the Bangkok regional DRR / RR hub has successfully established ASEAN Sectoral Dialogue Partner status through which it can support the policy dialogue, capacity development and operational components of the ASEAN AADMER work programme. Similar strategic and operational cooperation arrangements with the Pacific and Latin America regional organizations are being supported by the regional hubs.

3. Mainstreaming DRR across all SDC humanitarian and development programmes is the responsibility of the relevant geographical division who may nominate a DRR focal point supported by the regional / country DRR advisors, with inputs from the DRR network and the SHA DRR & Environment Expert Group as needed.

Targeted DRR programmes are implemented by direct interventions or through partner organizations under the coordination of the geographical divisions of HA, the SC and CE with backstopping and technical support available from field-based DRR advisors DRR network and SHA expert groups. With a physical presence and close proximity to regional partners and inter-governmental organisations, the DRR regional hubs are particularly well positioned to support mainstreaming activities, policy dialogue and capacity building, including rapid emergency response as and when needed. Depending on the country context, as the initial project needs transition from emergency response, to recovery and longer-term mitigation / risk-informed development, SDC institutional arrangements are flexible enough to support a transition of funding and management from HA Department to a Development Department. This provides potentially SDC with a range of exit strategies, including the ability to support project interventions across the disaster risk management cycle in support of an integrated risk management approach.

Importantly, field experiences gained from target DRR projects and mainstreaming within DRR and partner organisations can contribute to learning, formulate good practice, inform internal programme strategies and multilateral processes to influence external policies. The Myanmar Safe Schools programme is an example of an HA-funded targeted DRR project to reconstruct damaged schools that has contributed to mainstreaming DRR thinking into a broader multi-agency school construction programme with the support of SDC South Cooperation.

Operational Instruments & Modalities

SDC DRR Network

The DRR network is one of twelve thematic networks within SDC. The DRR network is an in-house group of practitioners that function to promote and share knowledge to relevant SDC members and partners, and to capitalize on experience and formulate good practices. Key Informants interviewed considered the DRR Network to be important for

institutional learning and knowledge management, serving to provide a good source of relevant information, expertise, good practice and training resources. The DRR network membership is open to both SDC and external actors / partners.

General feelings amongst respondents suggest that the 12 thematic networks / domains represent too many issues to be anchored within the operational divisions. Ensuring complementarity rather than competition between the different networks was raised, with a particular challenge to further promote DRR within the development cooperation departments. Many of the geographical divisions are in fragile and conflict-affected countries with a strong focus on the conflict and security network. A critical issue identified was transversal learning across the network domains, with suggestions to either merge or cluster networks where there were strong linkages. For the majority of the network domains, it is clear that the closer the efforts are to at-risk populations the clearer the nexus / relationships become, implying future network developments must be informed (and tools continuously refined) by a deeper understanding of the local context and local perspectives of risk.

Swiss DRR Consultative Group (CG)

A multi-stakeholder group jointly chaired by SDC / FOCP meets twice a year and/or as needed. The group is not active at national or regional levels but does engage in global policy steering processes. Respondents considered the consultative group to be an effective information exchange and coordination mechanism, serving to bring together a range of Swiss government departments and entities (e.g. FOEN, FOCP, SECO, MeteoSwiss, PLANAT), non-governmental, academic and private sector actors to develop “Swiss positions” in the lead up to key international events like the World Conference on Disaster Reduction in Sendai and more recently in inputting into the Swiss statement for the Global Platform DRR 2019. The CG helped prepare for the Global Platform (Switzerland was host, co-chair and participant with a Delegation): CG elaborated a joint Swiss input to the Global Platform, formed the Swiss Delegation, developed a Swiss innovation stand and at the end, also elaborated the joint Swiss Statement. The CG was able to draw on technical inputs and case study material from the DRR Network to support the drafting of policy briefings, although some respondents felt the Geneva meetings would benefit from a stronger physical presence of Bern-based SDC staff.

Swiss NGO DRR Platform

The NGO DRR Platform provides a rich and active thematic and technical exchange across non-governmental DRR policy makers and practitioners with particular expertise on community-based DRR. Similar to the SDC DRR Network, the NGO platform can enhance coordination and information exchange across members to reduce duplication and support the co-creation and uptake of knowledge. Some respondents felt relevance and added value of this platform is under-utilised by SDC field-based staff. The NGO DRR Platform would benefit from being better connected with other development actors and being more innovative in

working across traditional boundaries and stakeholder groups, with a tendency to follow conventional thematic silos.

The Swiss NGO DRR platform is represented in the Swiss DRR Consultative Group and individual members are also members of the SDC DRR Network. A recent independent evaluation concluded the NGO platform was generally an effective knowledge / policy dialogue platform and SDC HA have extended funding support to a four-year timeframe (not maximum, but with an evaluation on the relevance of the modalities of the Platform after another 4-year term – it may well be that the DRR topic is nicely mainstreamed and a special vehicle not needed any more.....).

SHA/DRR and Environment Expert Group

There are five thematic experts groups within SDC/SHA Humanitarian Aid Domain. The DRR and Environment group is part of the SHA unit managed in Bern (all expert groups are). The group represents a highly valued resource of DRR advisors and technical experts. The group can be swiftly deployed to provide technical advisory services to projects and programmes and for the sourcing of secondments to key partners and for shorter-term rapid response deployment within missions. Some of the respondents felt the pool of experts could be increased through shorter deployments and inclusion of more practitioners not only for deployment but also to inform policy dialogue and enhance policy– practice linkages. Significant and sustained investment is required to keep the roster up-to-date, retain members and bring in new members.

Secondment of SHA Experts: The DRR and Environment expert group is a primary source of secondees related to DRR. The placement of short and medium-term secondments within partners and organisations is an effective way to influence institutional policies and operational modalities particularly when combined with the provision of financial support. It is estimated that DRR Advisors / experts undertake around 40 assignments (secondments and other) per year, primarily short-term assignments (less than 1 year) sourced from the SHA DRR expert group.

Conclusions

SDC has a complex organizational structure with a range of institutional elements and modalities to engage across the wider DRR architecture from global to local level. The evaluation found that whilst all the different DRR-related groups and operational modalities were considered integral to the achievement of SDC strategic objectives, the institutional architecture poses considerable opportunities and challenges.

This was primarily because operationalizing an effective integrated disaster risk management approach across humanitarian and development departments requires a high level of coherence, communication and transversal learning between different parts of an organization with different objectives, funding and reporting modalities, and ways of working involving direct engagement with national governments and bilateral and multi-lateral partnerships. Going forward, for SDCs DRR investments to have an impact across the regions and support the delivery of the 2030 development agenda, it is essential that SDC has strong legitimacy and enjoys full cooperation and collaboration

among national and regional government organizations such as ASEAN or the Pacific Islands Forum. In turn, the effectiveness of SDC's regional and national offices to build constructive relationships with regional and national organizations is intrinsically linked to Switzerland's whole-of-government approach that fosters mutually beneficial political, economic, social and cultural exchanges. A substantial number of stakeholders across SDC found the current architecture uncondusive to promote DRR with a stronger recognition needed of the comparative advantage of regional hub offices to support SDC work at both strategic and operational levels. There was also a recognition that increasing the effectiveness of SDC's work will require stronger linkages between SDCs different institutional elements and operational modalities and networks. This could be achieved by forming a cross-department senior governance group to steer closer working and define collective outcomes. The governance group could be supported by an operational strategy that would provide a systems-wide overview that outlines the mutuality and critical interdependencies across SDC humanitarian and development departments, and operational modalities based on an understanding of comparative advantages. The strategy could complement and / or replace SDC DRR Guidelines and in effect provide a theory of change for SDC DRR work within the wider external development / disaster ecosystem that SDC seeks to engage, contribute and influence.

The implementation and continuous improvement of an SDC operational strategy will require a strong internal learning culture, supported by a human resource development strategy. An HR strategy could build on established good practices of staff rotations and secondments to fill knowledge gaps and craft wider systems-wide perspectives, that can strengthen linkages and synergies across traditional boundaries and thematic silos. For example, secondments could be used not only to fill identified gaps and requests from partners, but also to bring valuable experiential knowledge of partner's work back into SDC. This could increase SDC's internal understanding in key technical areas where there is a current "knowledge gap" and contribute towards building more effective partnerships. Developing a "two-way" capacity building and knowledge exchange would require a more strategic selection, engagement and retention of secondees within SDC human resource.

To support the building of synergies across separate development and humanitarian domains SDC could also benefit from adopting a more holistic multi-risk approach to DRR and resilience outcomes that enables at-risk people to cope with a range of foreseen and unforeseen shocks and stresses of all kinds (natural and man-made hazards), as one part of an overall concept of resilience.

Annex 8: Geographic case studies through the lens of the ‘Swiss DRR Niche’

The set of geographic studies below describes field-based findings and some recommendations organised by the themes which the main report recommends as **key areas where Switzerland and especially SDC should contribute to DRR in a more focused way**. For the purpose of this annex we call these topics the entry points for a **Swiss ‘DRR Niche’**.

Case study: Morocco

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Water and watershed management	<p>The Midelt Project on integrated water basin management issues has been a valuable project and merits support and replication, as well as show-casing in Bern and globally. Mainstreaming of DRR appears strong in the FAO/Midelt project. The “approche tous venant” permits a flexibility that adapts to local contexts in micro-basins, iteratively supported by Swiss reflection and skills in watersheds (through the excellent backstopping set up guided entirely by “Swiss” unique expertise).</p> <p>In HA-funded development work in Morocco which integrates or mainstreams DRR include the Swiss secondment of a WASH officer to Agadir (for the AGIRE project), who was also supported by a Swiss Programme Vert officer.</p>	<p>While the links to DRR are more visible in the project documents than they are recognized and articulated among staff and beneficiaries, the selection of geographies and the design of the program visited is solidly risk risk-informed (see also CEDRIG doc on exercise conducted by CC&E Network and students in Bern).</p>
Eco-DRR, especially in mountainous landscapes	<p>Legendary Swiss skills are readily aligned to mountain environments, livestock, watersheds and flooding (prevention/ response) common to Morocco. FAO staff (agro-silvo-pastoralist experts in mountain environments) are extremely well versed and active/contributing their technical perspectives/fields to the Midelt Project. The implementation of technical instruments (in Early Warning Systems Fes for example) that enhance the monitoring of flood risks and protect physical infrastructures (e.g. Midelt program) built in specific watersheds to protect populations downstream are good examples of disaster prevention.</p> <p>Natural resource management, in efforts also known as eco-DRR promoted certain species (Chene verte) for slope management that should thrive despite changing climate. While the model parcels are today fenced to protect them from transhumants, there was a</p>	<p>For further, more measurable sustainability of the Eco-DRR efforts, a handover of HA to South Cooperation (all the more with more localized efforts in parallel from Global Cooperation) could be a useful action to explore. For example, the FAO/Midelt project could be picked/scaled up by South/Global Cooperation for an even more probable durability of efforts.</p>

Entry point for Swiss DRR Niche	How the SCO work reviewed by the team currently contributes to niche	How a focus on the DRR niche could add value to cooperation strategy
	<p>sentiment that the fences may not be maintained, making the choice of species even more important.</p>	
<p>Risk governance (including fragile, conflict sensitive geographies)</p>	<p>SCO Morocco supports risk governance in many ways starting with the government's preparedness to respond. SDC supported the development of <i>Secouristes Volontaires de Proximités</i> (SVP) which was replicated by the Moroccan Ministry of the Interior in many cities, the Urban Search & Rescue (USAR, with Morocco obtaining their INSARAG certification and the first African country with a certified team). It also includes prevention: Swiss-supported probabilistic risk assessment and flood mapping laid the foundation for enabling environments leading to a National Strategy for Disaster Risk Management (through a secondment requested in 2014 by the Ministry of the Interior) and a Master's program for officers. SDC also supported to Government of Morocco's adoption of the "Integrated Risk Management" approach was made concrete by 2015 as manifest in the evolution of the National Disaster Fund towards annual funding of DRR initiatives (with 80 project proposals received in the first year). Swiss efforts have also succeeded in getting climate change and gender aspects articulated within the community development plans in eight communities of one Moroccan district.</p> <p>The SCO also seconded and renewed for two two-year terms one SKH expert with a strong DRR profile to support technical work in the Moroccan Ministry of Interior.</p> <p>Overall, Swiss investment has contributed to a gradual improvement in national legislation and structures that promote integrated risk management and demonstrate a strong shift from reactive to preventive thinking, despite visible deficits and ongoing lethargy.</p>	<p>While the volunteer (SVP) component of the DG Civil Protection was originally aligned to NGO entities (for decentralized support and replication), this seems to have been thwarted and redirected towards a preference for anchoring decentralized volunteers directly to DG. This is blamed on perceived complexities in providing insurance for volunteers. If it is a genuine problem, Swiss/Red Cross experience here may be useful and SDC could also draw on their historical experience in insurance.</p> <p>While the current SKH secondment may have been the perfect candidate in 2015, his contract was renewed (in 2017 for an additional two years) six months before the Ministry of the Interior made a formal request to SDC to identify someone with different, more strategic (i.e. less technical) profile. This was a request that the SCO was not able to change after the contract renewal had been signed.</p>

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Risk transfer (through risk financing, insurance, etc.)	<p>Since 2016, SECO has been investing in support to the GoM through World Bank to reinforce the risk proofing of appropriate insurance mechanisms for the population (habitat and cars, etc.). This effort is partially overseen under the OECD program also funded by the Morocco SCO. The Disaster Risk Finance Initiative (DRFI) effort in Morocco (60m out of the WB/Morocco's 200m USD) is playing a very important and pivotal role in risk management as it promotes the concrete operationalization of mainstreamed strategy by including the financial sector/ private sector as early as possible in DRR efforts. One example is the support of the National catastrophe risk insurance law (no. 110-14) which sets up a framework to make mandatory the extension of guarantee against disasters in property and motor insurance policies. The WB/SECO team is constantly being solicited by the Treasury and provides the GoM with tailored support at the great satisfaction of the partners. SECO-driven work on the FSEC (a solidarity fund for social transfers to poor and affected households) started rapidly thanks to the DRFI programme. The Ministry of finance decided to start to transfer sovereign risk by operationalizing the FSEC's function thereby promoting financial resilience aligned with the rest of the insurance sector efforts.</p>	

Case study: Tajikistan

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Water and watershed management	<p>The Regional ‘Cooperation Strategy for Central Asia 2017-2021’ has a domain entitled ‘Water, Infrastructure and Climate Change’ that includes DRR in it. SCO TA/support recommended moving from village to watershed and from hazard to habitat assessment. The Central Asia Energy and Water Development Program (CAEWDP) is a regional SECO effort, initiated in 2009 as a single-donor trust fund by SECO and the World Bank, it has evolved into a World Bank-implemented multi-donor trust fund financed by SECO, the DFID, USAID and the EC. The programme funds initiatives that support improvements in water and energy management and development, strengthen national and regional institutions and facilitate regional dialogue with a view to promoting energy and water security and helping to realize the benefits of regional cooperation to advance sustainable development and climate resilience. Furthermore, there is strong evidence-based / risk-informed development work (i.e. IHHI and NWRM efforts) which contribute to risk-informed infrastructure anchored in the development activities.</p>	<p>There are three projects to which two SDC departments contribute (co-financing with separate 7F numbers): Blue Peace Central Asia, IHHI, NWRM. Co-financed efforts merit more exploration (how the synergy gets started, is it only transitional, etc.) and this topic, along with work on shared projects (i.e., HA and East Cooperation) is featured among the recommendations in the main report.</p> <p>CODAN support was strong and visible in Rasht valley, but often without local hydromet/ EWS effort in same village; integration across various activities in the same project could promote additional shared benefits.</p>
Eco-DRR, especially in mountainous landscapes	<p>Hazards common to Tajikistan addressed by the SCO DRR portfolio include: avalanche, flooding, mud/landslides, earthquakes and slow onset hazards such as erosion/deforestation. Large integrated projects (i.e. IHHI and NWRM) include many DRR components with more recently a growing and valuable focus on eco-DRR as an entry point and key feature.</p> <p>A planned SDC-funded Caritas project will focus on NEWS/Hyrdomet and policy at related levels, with WMO (to be approved soon). This effort will promote DRR/preparedness in watersheds.</p>	<p>These efforts are valued by the evaluation team and we encourage them to continue, articulating them more and more clearly as linking ecology/environment with DRR and integrated risk management.</p> <p>With authorisation from both parties and interest from neighbouring communities, SDC could further explore funding modalities that enable more timely and seamless cross-border efforts (i.e. watersheds</p>

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
	Diversified agricultural production and protection of mountainous slopes (via pasture management, tree planting, etc.) leads to increased revenue across the portfolio.	spanning Afghanistan, Tajikistan and Kyrgyzstan).
Risk governance (including fragile, conflict sensitive geographies)	The National DRR Strategy was supported by a small but important SDC-funded UNDP project ongoing since 2014. The earlier version (2010-15, managed to be implemented 40%) was named 'DRM strategy' but this one aims "to align with Sendai", but it includes DRM, the whole cycle and 4 Sendai priorities. No government entity at any level could be booked for an interview. CoES (Committee of Emergency Services) and technical line ministries/entities seem systematically "included" in IP activities, but central government is still not fully committed/engaged in DRR; CoES recognizes that they are themselves not the right entity to address the whole range of DRM, but that their focus and main tasks are response and preparedness. National technical knowledge present but scattered and undervalued at political level.	Anchored in Pillar 2 (Governance, Institutions and Decentralisation) of the Regional Swiss Cooperation Strategy, DRR efforts could benefit from more direct support in governance. Efforts with NEWS/ Hydromet at central level have been relatively weak to date even though there is some interesting micro-level CODAN/CEWS work with communities. Cooperation with the newly appointed DRM Focal Point – the Deputy Prime Minister should continue to be sought and strengthened. Hydromet-related efforts are scarcely visible; the government entity responsible appears not to be a "client-oriented institution". The imminent Caritas project may support appropriate change here and should be supported. A SHA secondeo may be useful to catalyse DRR more strategically while also building capacity in a hydromet entity.
Risk transfer (through risk financing, insurance, etc.)	Among the private sector actors, Pamir Energy (PPP) now has a DRR unit, also thanks to SCO influence. The first transmission line from the hydro-power station and the city of Khorog was destroyed in a landslide obliging Switzerland to finance another line while considering DRR issues.	SDC could consider more actively micro insurance and disaster risk financing.

Case study: Chad

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Water and watershed management	<p>As a strong component in the Swiss support to drought-prone semi-arid and arid Chad, water and watershed management is seen not only as a means to reduce the risk of disaster but is also consciously applied in conflict management in the highly fragile conflict sensitive region. Chad is surrounded by countries with violent and protracted conflicts which impact on the stability of Chad and regular create an influx of refugees from neighboring countries as well as IDPs. Moreover, conflicts over land, water and other natural resources are common between pastoralists and sedentary peasants. These conflicts are increasing with low and erratic rainfall, presumably/expectedly increasing in a changing.</p> <p>SDC supports water and water shed management projects in Chad like ResEau, Prepas and Gerts.</p> <p>7F-07801 ResEau: Chad has important underground water resources but there is little knowledge about location, water quality, recharging of aquifers etc. The Ministry of Livestock and Water Resources requested the project which began in 2010. Maps have been produced for the eight provinces in the North, a database of data base of water resources (SIRE) created, a university course at master's level in hydrology established and the already existing database SITEAU was "cleaned up". In the second phase from 2015 – 2019 it's was the objective to map nine provinces in the central part of the country. Locally, in Batha province stakeholders are awaiting the maps because they assist in drilling; the mapping of water resources has permitted UNHCR and NGOs to increase their "positive" boreholes from 40 to 60%. The map also contributes to enhancing the general knowledge about the Chadian territory.</p>	<p>The technology of spreading weirs is applied in several countries in the Sahel and in other semi-arid and arid zones. However, it could be applied much more systematically and widespread.</p> <p>SDC should monitor closely the results of the spreading weirs in terms of water availability, production of vegetables, income-generation, food security and nutrition as well as possible barriers to the upscale of this technology. The results should be disseminated widely to various stakeholders to enhance its use.</p> <p>Options should be explored to mainstream good practices in water management including spreading weirs into the policies, planning and budgeting at the national and local level. In Chad, use of spreading weirs is already part of the development plans for agriculture and water but the Government of Chad does not allocate funds to its construction. In the support to mainstreaming, its therefore also necessary to address issues of budgeting for</p>

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
	<p>7F-08692 PREPAS: The 12-year project has the objective of improving livelihoods and food security for pastoralists, in line with two of the three domains that SDC supports in its country strategy namely: Citizenship, peace and prevention of violence and Agriculture and Food Security. The programme addresses the risk of drought by supporting the enhancement of pastoralist livelihood strategies, implemented in close coordination with the Ministry of Livestock. The overall objective for Phase II is to enhance the resilience of pastoralists. Mobility of pastoralists to access water and pasture is crucial for improving their livelihood but conflicts with other pastoralists and/or sedentary peasants over access to resources are frequent. Measures to adapt to a changing climate and to delay the descent of pastoralist from north to south is critical. Pastoralist corridors have been mapped, indicating boreholes at strategic points, usually close to populations. In phase II of PREPAS the water quality will be addressed.</p> <p>There are several financial and technical synergies between the GERTS and PREPAS projects. The two projects share the funding for the CRA and the CDA. The spreading weirs constructed by GERTS assist in increasing the groundwater level so that the water table in the boreholes opened by PREPAS is also increasing.</p> <p>7F-08038 GERTS: In the first and second phase from 2012 – 2018, 64 spreading weirs in riverbeds have been constructed. Phase III that has just begun will focus on the maintenance of the constructions and on consolidating the results with local authorities and farmers groups. There are several positive results of the project such as:</p>	<p>construction and maintenance e.g. in the country's midterm expenditure framework.</p>

Entry point for Swiss DRR Niche	How the SCO work reviewed by the team currently contributes to niche	How a focus on the DRR niche could add value to cooperation strategy
	<ul style="list-style-type: none"> • Recharging of the groundwater deposits; • Regeneration of vegetation around the river beds; • Extension and /or recuperation of arable areas; • Availability of water for a longer period during the year; • Job creation via income-generating activities; • Improved food security and nutrition; • Increased livestock herds; • Enhanced capacity on agriculture techniques; • Higher degree of sedentarism <p>The spreading weirs assist in increasing the groundwater level so that the water in the boreholes also increasing. This makes water available also for vegetable and fruit gardens, improving nutrition, income for the family and livelihoods.</p> <p>The approach from SDC is to follow the natural processes and create conditions for water harvesting. There is a real opportunity of knowledge transfer in terms of physical measures. It has leveraged other donors, now supporting the project with 10 million Euro over 3 years. <i>“GERTS is a project that gives hope that things can change for good. There is a real impact on water availability and the basis for agriculture production. The spreading weirs is a real game changer in the landscape”</i> according to SDC.</p>	
Eco-DRR, especially in mountainous landscapes	<p>7F-09189 Ecosystem rehabilitation: The ecosystem rehabilitation system is the only project that is formally defined as a DRR project. SDC SC has supported NRM and ecosystem rehabilitation since the nineties in Ennedi and Wadi Fira provinces. SDC HA has supported humanitarian issues since 2004 and expertise from HSA has been put at the disposal of UNHCR several times. In 2011 SDC and UNHCR began working together in Eastern Chad on sustainable management of ecosystems and NRM. Given the volume of refugees and IDPs, UNHCR had realised that the exploration of natural resources particularly fuel wood was not sustainable and that alternatives had to</p>	<p>SDC should whenever relevant apply an ecosystem approach in its effort to support DRR as well as applying the humanitarian - development nexus aiming to make projects sufficiently long-term i.e. at least 12 years to generate sustainable environment and natural resource management results.</p>

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
	<p>be found. Under secondments to UNHCR, SDC carried out a number of studies and provided technical assistance from 2011 – 2015.</p> <p>More than 10 assessments have been carried out by other entities than SDC on how to substitute wood fuel for cooking with other sources of energy in the refugee camps. Furthermore, at least six studies were carried out in the wider Darfur region on wood fuel, ecosystems and vulnerability. The conclusion of the first secondment report is that the basic needs of refugees and IDPs are being well managed by UNHCR and its partners. The situation with domestic energy remains problematic.</p> <p>A mission in 2011 supported by SDC identified three agro-ecological zones in the Eastern part of Chad for pilot projects in water and NRM. Based on the 2011 mission a feasibility study was carried out with the aim of designing a project on ecosystem rehabilitation in the agro-ecological zones. This study finally led to a project document that was approved by SDC with a funding from HA for 18m from mid-2017 to end of 2018. The rehabilitation of the degraded ecosystems and the future sustainable management was based on the elaboration and approval of local agreements (convention locales). In IGAs, the project support production of natural rubber. It was decided to integrate some of the activities and the experience from the rehabilitation project into the GERTS project.</p>	<p>UNHCR and the Ministry of Livestock would have wanted the project to continue around the refugee camps. SDC could explore ways to sustain activities in a WoGA or co-financing across departments.</p>
Risk governance (including fragile, conflict sensitive geographies)	<p>Risk governance is an integrated component in the SDC support to Chad because of the country's geopolitical situation, the fragility of the ecosystems in the Sahel and the related conflicts over access to natural resources.</p>	<p>SDC should continue to support risk governance in fragile states such as Chad.</p>

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Risk transfer (through risk financing, insurance, etc.)	<p>The African Risk Capacity (ARC) is a Specialized Agency of the African Union established to help African governments improve their capacities to better plan, prepare, and respond to extreme weather events and natural disasters. It is composed of the African Union Specialised Agency that sets standards for Disaster Risk Management and provides early warning, climate finance and contingency planning and a Sovereign risk pool and mutual insurer.</p> <p>SDC has supported this project since it started to help African countries manage their risk. Indirectly ARC also builds risk management capacity among central government and contributes to better livelihoods and prevention assuming that payouts are made in timely manner. There are about 20 countries with MoU already profiting from capacity development measures. At the moment, it is only drought insurance, but ARC is testing new modules to address flood, cyclones and epidemics.</p> <p>Chad has signed the establishment agreement and has become ARC member state. ARC Member States and are eligible to participate in and benefit from ARC's disaster risk management facilities, as well as contribute to the governance of ARC through the Conference of Parties.</p>	<p>As support to ARC is new and innovative, there is need to continue support to develop and consolidate the risk transfer products based on the Swiss expertise and experience.</p> <p>ARC is supported by SDC/Global Cooperation and this could be an area of greater synergy between departments.</p>

Case study: Thailand / Myanmar

<i>Entry point for Swiss DRR Niche</i>	<i>How the SCO work reviewed by the team currently contributes to niche</i>	<i>How a focus on the DRR niche could add value to cooperation strategy</i>
Water and watershed management	DRR mainstreaming is a feature of SDC projects such as the 'Coastal management in the Gulf of Mottama'	In post-conflict areas improving access to land and aquatic resources for rural populations, including IDPs, will be essential. This could include improved watershed management involving connecting and fostering collaboration between upland and coastal communities and creating a healthy balance between small holder famers/ fishermen and more export-orientated industrial agriculture.
Eco-DRR, especially in mountainous landscapes	Also in the project above	Greater emphasis on eco-DRR within existing agricultural, fisheries and natural resource interventions could strengthen both the provisioning and regulating components of local ecosystem services, with benefits for communities at risk from seasonal cyclones and associated flooding.
Risk governance (including fragile, conflict sensitive geographies)	SDC supports the Myanmar government in land use mapping. Myanmar has a long history of land grabbing. The map will bring the different realities to the surface and promote a multi-stakeholder process to deal with the conflicts.	Supporting policies and programs that promote inclusive and equitable access to land, with a particular focus on smallholder and landless farmers (including women and men of all ethnicities) can advocate for peace, democratization and protection. Inclusive mapping services can contribute towards improved risk management information and identification of particular vulnerable and exposed communities. Improved risk information can contribute to targeted DRR activities, including early warning systems and anticipatory/early action.
Risk transfer (through risk financing, insurance, etc.)	The team encountered an Emergency coordination mechanism for Mon State.	

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