Concept SRC International Cooperation

Disaster Risk Reduction



Swiss Red Cross

Abbreviations

CBDRM	Community-based disaster risk management
CCA	Climate change adaptation
EWS	Early warning system
DRM	Disaster risk management
DRR	Disaster risk reduction
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
Movement	International Red Cross and Red Crescent Movement
National Society	National Red Cross or Red Crescent Society
NGO	Non-governmental organisation
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable development goal
SRC	Swiss Red Cross
WASH	Water, sanitation and hygiene

Impressum

Graphic design and print:
graphic-print, Swiss Red Cross

Wabern, July 2019

Picture cover page:
Community-based early warning with radio communication, Olancho, Honduras
© Swiss Red Cross

Table of contents

1. Introduction 4
1.1 Scope and purpose 4
1.2 Strategic and institutional framework 4
1.3 Concepts and definitions 6
1.4 Building on experience 7

2. Context 8
2.1 Global trends in hazards, exposure and vulnerabilities 8
2.2 Opportunities and challenges in the humanitarian and development sectors 9

3. Objectives 10
3.1 Goal 10
3.2 Outcomes 10

4. Approach 13
4.1 Implementing targeted DRR programmes 13
4.2 DRR and CCA mainstreaming 18

5. Guiding principles 20

6. Cooperation and coordination 22
6.1 Cooperation within the Movement 22
6.2 Strategic partnerships and networks beyond the Movement 24

7. Quality management 25
7.1 Relevance and impact 25
7.2 Monitoring, evaluation and operational research 25
7.3 Capacity development and knowledge management 26

Annex 1: SRC policy framework 27

Annex 2: SRC DRR result chains 28

Annex 3: IFRC reference centres 29

1. Introduction

1.1 Scope and purpose

The mission of the SRC is to foster healthy living and improve the DRM capacities of particularly vulnerable people and communities. Strengthening the resilience of people and communities is the ultimate goal of all DRM-related SRC programming.

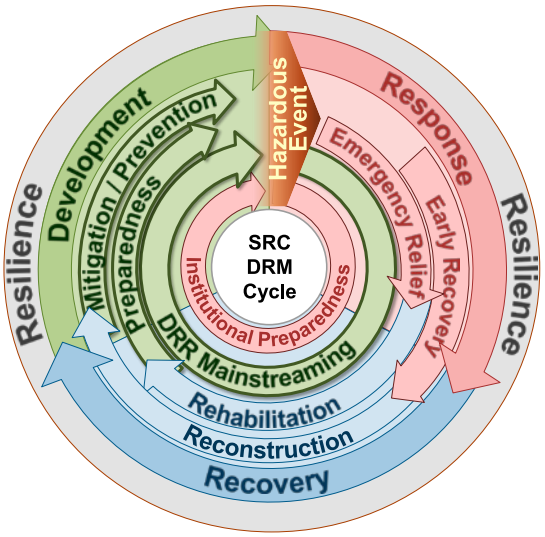


Figure 1: SRC disaster risk management cycle

The SRC applies an integrated multi-sector approach to DRM, orienting its action towards linking relief, rehabilitation and development. The present concept focuses on developmental aspects [Fig. 1: green arrows], including prevention/mitigation, preparedness and DRR mainstreaming. Response and recovery aspects and elements are addressed in the concepts on disaster management and recovery. It was drawn up with a view to reducing the risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters caused primarily by hydro-meteorological, geological and environmental processes and phenomena.

The concept's purpose is to establish the general framework of reference and action for SRC staff within the Department of International Cooperation. The concept also serves as a basis for alignment with and dialogue within the Movement and with partner organisations, authorities, donor agencies and other interested institutions.

1.2 Strategic and institutional framework

All SRC DRR programmes are based on the seven Fundamental Principles of the Movement[1] – humanity, impartiality, neutrality, independence, voluntary service, unity and universality – and guided by the policy frameworks of the IFRC and the SRC.

The IFRC Strategy[2] renews the commitment to humanitarian aid and calls for more action to prevent and reduce the underlying causes of vulnerability. Strategic aim 1 in particular reads as follows: «Save lives, protect livelihoods, and strengthen recovery from disasters and crises.»

1 The Fundamental Principles were proclaimed by the 20th International Conference of the Red Cross, Vienna, 1965. The link below refers to the revised text contained in the Statutes of the International Red Cross and Red Crescent Movement, adopted by the 25th International Conference of the Red Cross, Geneva, 1986: https://www.icrc.org/en/doc/resources/documents/red-cross-crescent-movement/fundamental-principles-movement-1986-10-31.htm

2 IFRC (2010). Strategy 2020: Saving lives, changing minds. Geneva.

The principal objective of the IFRC Framework for Community Resilience[3] is to ensure a common understanding of DRR within the IFRC and establish a foundation on which all IFRC programmes, projects, interventions and actions that help strengthen community resilience can be created, developed and sustained.

The DRM-related objectives of the SRC Strategy for International Cooperation[4] are that «particularly vulnerable and deprived people and communities receive appropriate support to meet emergency needs, have the capacity to prepare for and respond to disasters appropriately and are in a position to adapt to climate change.»

The SRC DRM Policy[5] is the guiding framework for all disaster-related programmes of the Department of International Cooperation, covering the entire spectrum of SRC response, recovery and development programmes.

The SRC Health Policy[6] provides health-related guidance for all SRC action, including health aspects in DRM.

For a comprehensive overview of the SRC policy framework, see Annex 1. In addition to the IFRC and SRC policy frameworks, the work of the SRC in DRR is guided by the following global frameworks in particular:

– the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (2015),[7] in particular SDGs 1, 5, 6, 9, 11, 13 and 15;
– the Sendai Framework for Disaster Risk Reduction 2015–2030;[8]
– the Paris Agreement on climate change (2015);[9]
– the Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere Project, 2018).[10]

3 IFRC (2014). IFRC Framework for Community Resilience. Geneva.
4 SRC (2013). Strategy 2020 for International Cooperation. Bern.
5 SRC (2016). Disaster Risk Management Policy. Bern.
6 SRC (2016). Health Policy. Bern.
7 United Nations (2015). Transforming Our World: The 2030 Agenda for Sustainable Development (document A/RES/60/1).
8 United Nations (2015). Sendai Framework for Disaster Risk Reduction 2015–2030 (document A/RES/69/283).
9 United Nations (2015). Paris Agreement. Available at: http://unfccc.int/paris_agreement/items/9485.php.
10 The Sphere Project (2018). The Sphere Project. Humanitarian Charter and Minimum Standards in Humanitarian Response. Practical Action Publishing, Rugby, United Kingdom.

1.3 Concepts and definitions

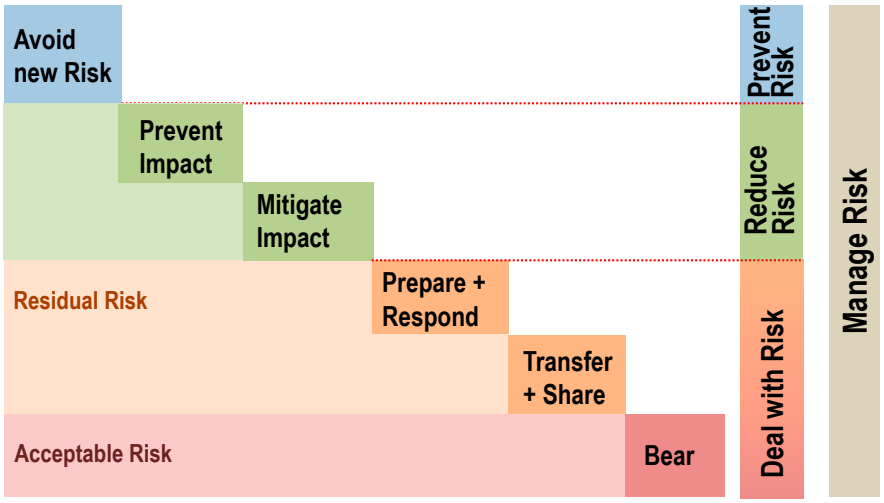


Figure 2:
Risk Staircase Model (adapted from SDC and Swiss NGO DRR Platform)

The SRC is conceptually guided by the Risk Staircase Model [Fig. 2] which is aligned with the Sendai Framework and sets out concise and logical sequencing for DRM strategies:

Prevent risk: refers to regulations and practices that avoid the creation of new risks (prospective DRM);

Reduce risk: comprises measures aimed at avoiding (prevention) or minimising (mitigation) the adverse impact of hazardous events (corrective DRM);

Deal with risk: residual risk is the risk that remains in unmanaged form, even when effective risk reduction measures are in place. It needs to be dealt with through preparedness, response, and risk-transfer and -sharing mechanisms (compensatory DRM). Since there is no such thing as a zero-risk community or society, the objective of DRR is to keep residual risk at an acceptable level that can be borne by the people and communities in existing social, economic and environmental conditions.[11]

The SRC understands DRM as a cyclical and comprehensive process carried out within an overall framework that comprises the core areas of disaster management, recovery and DRR. The focus of DRR is on developmental aspects, i.e. reducing underlying risk and encouraging preventive action before disaster strikes, including prevention/mitigation, preparedness and DRR mainstreaming (see also Figure 1 above).

11 Harari, N., Gavilano, A. and Liniger, H.P. (2017). where people and their land are safer: A Compendium of Good Practices in Disaster Risk Reduction. Bern and Lucerne, Switzerland: Centre for Development and Environment (CDE), University of Bern, and Swiss NGO DRR Platform, with Bern Open Publishing

Building of a gabion wall for slope stabilisation and protection of the access road, Choluteca, Honduras



1.4 Building on experience

The SRC's experience encompasses:

- a broad geographic range, the SRC having supported DRR programmes in Africa, Asia, the Americas, the Middle East, Central Asia and Europe;
- supporting National Society efforts to prepare for and respond to disasters;
- setting up and implementing comprehensive community-based DRR programmes in rural areas from a long-term perspective;
- more recently, urban DRR and resilience programming and a stronger emphasis on collaboration with institutional partners.

In the coming years, the SRC will focus in particular on:

- strengthening the National Society and other partner organisations in SRC programme countries, to complement and sustain DRR action;
- further integrating DRR and health (including WASH and nutrition), so as to effectively boost resilience;
- further promoting and supporting DRR mainstreaming in all programmes;
- supporting DRR and resilience initiatives in urban settings;
- adopting a stronger orientation towards integrated watershed management and nature-based solutions;
- closing the gaps between disaster preparedness and emergency relief by forecast-based financing and other innovative mechanisms;
- piloting innovative initiatives to apply risk-transfer mechanisms (e.g. micro insurance, micro credit, group savings).

2. Context

2.1 Global trends in hazards, exposure and vulnerabilities

The SRC considers the three global trends described below to be the most relevant for its DRR programming:

Climate change and global warming: The scientific community has furnished robust evidence that anthropogenic climate change is taking place and projected to continue during this century and beyond, leading to more frequent and intense hydro-meteorological hazardous events (i.e. floods, typhoons, drought, heat waves) and affecting the environment over the long term (i.e. increased water scarcity, food insecurity, disease patterns).[12] The nexus between poverty, governance and climate and disaster risk means that climate change and climate variability impacts are far greater in low-income and least developed countries and in those with fragile and conflict-affected contexts than in developed countries.

Population growth: The world's population reached nearly 7.6 billion in mid-2017, a leap of approximately one billion people in 12 years.[13] This significant increase adds to the pressure on natural resources, exacerbates environmental degradation, pushes poor people and population groups in particular to live in areas exposed to hazards, and fuels access conflicts. The growth is projected to continue, with the world's population reaching 8.6 billion in 2030 and 9.8 billion in 2050. Thus, the problems and conflicts related to the trend will most likely intensify.

Urbanisation: Rapid economic growth is concentrated primarily in cities and most countries are experiencing massive internal migration to urban areas. In 2018, 55 per cent of the world's population lived in urban areas, a proportion that is expected to increase to 68 per cent by 2050, with almost 90 per cent of this growth happening in Asia and Africa.[14] Some of these urban areas are particularly risk-prone (floods, earthquakes, violence), as urban development has often outpaced smart and safe planning. According to the World Bank, unplanned or poorly planned urbanisation, which puts more people and assets in harm's way, is the single largest driver of disaster risk.[15] Often, it is the poorest and most vulnerable people who are pushed to settle in riskier areas and benefit less from protection against hazards.[16]

12 Intergovernmental Panel on Climate Change (2018). «Summary for policymakers», in: Global Warming of 1.5°C. Cambridge, United States.

13 United Nations (2017). 2017 Revision of World Population Prospects. United Nations, New York. Available at: https://population.un.org/wpp/Publications/Files/WPP2017_KeyFindings.pdf.

14 United Nations (2018). World Urbanization Prospects. The 2018 Revision. United Nations, New York.

15 Jha, Abhas K. and Stanton-Geddes, Zuzana (eds) (2013). Strong, Safe and Resilient. A Strategic Policy Guide for Disaster Risk Management in East Asia and the Pacific, Directions in Development. World Bank, Washington, D.C.

16 Hallgatte, St., Vogt-Schilb, A., Bangalore, M., Rozenberg, J. (2017). Unbreakable – Building the Resilience of the Poor in the Face of Natural Disasters. Climate Change and Development Series. World Bank, Washington, D.C.

Footbridge enabling access during flood emergencies, Gaibandha, Bangladesh



2.2 Opportunities and challenges in the humanitarian and development sectors

The SRC considers the three opportunities and challenges described below as the most important with respect to its DRR programming:

DRR pays off: DRR is a cost-effective investment in sustainable development; indeed, there is mounting evidence of the economic benefits of targeted and integrated programmes aimed at preventing or reducing disaster risks.[17] Typical benefit-cost-ratios for risk reduction measures are between 3:1 and 15:1.[18] Even if a disaster does not occur for a long time, investing in DRR can unlock economic development potential and stimulate economic activities by encouraging households to save and build assets, promoting entrepreneurship and prompting firms to invest and innovate.[19]

Primary role of local players and lack of funding for their disaster preparedness: There is a growing consensus on the need to invest more resources in preparedness and resilience building,[20] in recognition that local and national players are the first responders. However, funding for disaster preparedness and risk reduction remains marginal, attracting less than 5 per cent of humanitarian and 1 per cent of development funding.

Increased access to technology: New technologies, global connectivity (e.g. 7 billion mobile phone subscriptions worldwide, including 5.5 billion in developing countries; 3.2 billion Internet users, including 2 billion in developing countries) and new ways of gathering and organising data offer the potential for quick, large-scale and better targeted or improved mobilisation, assessment, coordination, communication and advocacy.

17 Shreve, C.M. and Kelman, I. (2014). Does mitigation save? Reviewing cost-benefit analyses of disaster risk reduction. Published at ELSEVIER, International Journal of Disaster Risk Reduction 10 (2014) 213–235.

18 United Nations (2015). Global Assessment Report on Disaster Risk Reduction 2015.

19 Overseas Development Institute and World Bank (2015). Unlocking the «Triple Dividend» of Resilience. World Bank, Washington, D.C.

20 United Nations (2015), op. cit., note 8.

3. Objectives

3.1 Goal

Informed by the global policy frameworks and guided by the DRM Policy, the goal of SRC DRR programmes is to

Strengthen the disaster resilience of vulnerable people, groups and communities

The SRC applies the IFRC definition of resilience. DRR is an essential element for enhancing the resilience of vulnerable people, population groups and communities to hazards and climate risks. Effective resilience strengthening requires a broader approach, however, one that integrates other key sectors and builds alliances with other development partners. The SRC assesses where its contribution will be most effective, identifying the best entry points together with the communities concerned, building relationships with other key stakeholders and linking them with the communities, and coordinating different types of intervention in order to be more effective and stimulate more lasting system changes.

IFRC definition of resilience:
The ability of individuals, communities, organizations or countries exposed to disasters, crises and underlying vulnerabilities to anticipate, prepare for, reduce the impact of, cope with and recover from the effects of shocks and stresses without compromising their long-term prospects.

3.2 Outcomes

The SRC supports local disaster preparedness, prevention and mitigation, ensuring that DRR is institutionally embedded in subnational and national disaster management policies, structures and budgets, in an attempt to foster the sustainability of its efforts.

SRC DRR programming strives for the three generic outcomes described below. They are reflected in the SRC impact model and respective result chains (see Figure 3 on the following page and Annex 2).

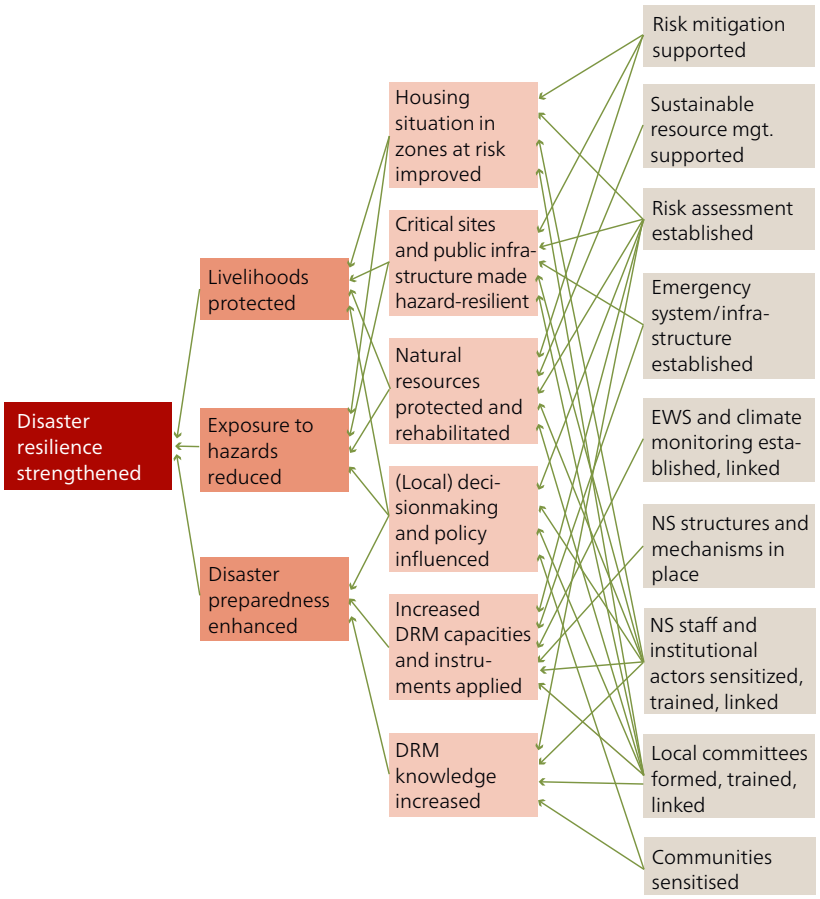


Figure 3:
SRC DRR impact model

Disaster preparedness enhanced

The SRC supports local initiatives designed to strengthen efforts to manage and respond effectively to future hazardous events. This encompasses promoting improved response and recovery mechanisms among communities, the National Society and other institutional partners.

Strengthened National Society preparedness capacity (i.e. institutional preparedness) stands at the core of preparedness action. Training, accompanying and equipping staff and volunteers enables them to apply their enhanced capacities and instruments, embed them into the response mechanism of the local government and other relevant partners and – in turn – play a proactive and recognised role in heightening disaster preparedness at the local level.



Water rescue simulation exercise,
Bajo Lempa, El Salvador

Organised, trained and equipped community organisations and institutional partners (e.g. municipalities, health centres and schools) add to their knowledge of hazards and risks, and, if wisely accompanied, will become locally active. They implement their disaster management plans, conduct awareness-raising activities in the wider community, put early warning and evacuation systems in place and will increasingly be able to act and manage local risks autonomously. Sensitised communities know what do to and where to go in the event of an emergency.

Exposure to hazards reduced

The SRC supports measures aimed at improving protection from hazards at individual and community level and acting on local policy and decision-making.

Capacitated and accompanied community organisations and institutional partners conduct risk studies, establish and maintain risk mitigation measures, and integrate risk management into their development plans and budgets. Sensitised farmers and families increasingly practice sustainable resource management and homestead protection. The result is better protection of settlements and public infrastructure, and rehabilitation of degraded natural resources.

Sound hazard, vulnerability and capacity assessments at the municipal, community and household level provide the bases for effective protection. They include both a participatory hazard and risk analysis as well as technical analyses.

Livelihoods protected

The SRC supports people in their efforts to secure their livelihoods before, during and after hazardous events.

It emphasises improving living conditions and restoring livelihoods in the aftermath of disasters, so as to enable people to resume a dignified and self-determined life. In DRR programming, the focus is not on protecting livelihoods but rather on enhancing preparedness and reducing exposure. The SRC promotes risk reduction activities that have a positive impact on livelihoods and livelihood protection.

4. Approach

The SRC supports DRR implementation in two ways:

implementing targeted DRR programmes: either as stand-alone projects or as part of an integrated, multisectoral project to reduce disaster risks and increase resilience (see point 4.1);

mainstreaming DRR and CCA: systematic integration of DRR and CCA into humanitarian and development programmes (see point 4.2).

4.1 Implementing targeted DRR programmes

CBDRM (or community-based DRR)[21] is the SRC's primary approach for all long-term DRR programming. The SRC understands CBDRM as a process of DRM in which communities at risk are managing or actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks in order to reduce their vulnerabilities and enhance their capacities.

The SRC works hard to ensure that CBDRM programmes are effectively contributing to strengthen the resilience of individuals, families, communities and local authorities to hazard and climate risks. In line with the resilience approach of the IFRC, the SRC understands a resilient community as one that:

– is knowledgeable, healthy and able to meet its basic needs;
– is socially cohesive;
– is connected;
– has well-maintained and accessible infrastructures and services;
– has economic opportunities;
– can manage its natural assets.

21 The SRC uses the two terms interchangeably.

The SRC CBDRM approach comprises six elements [see Fig. 4]:
An organised and mobilised community, together with sound hazard and risk assessment, form the basis for all further action (sections (a) and (b) below).

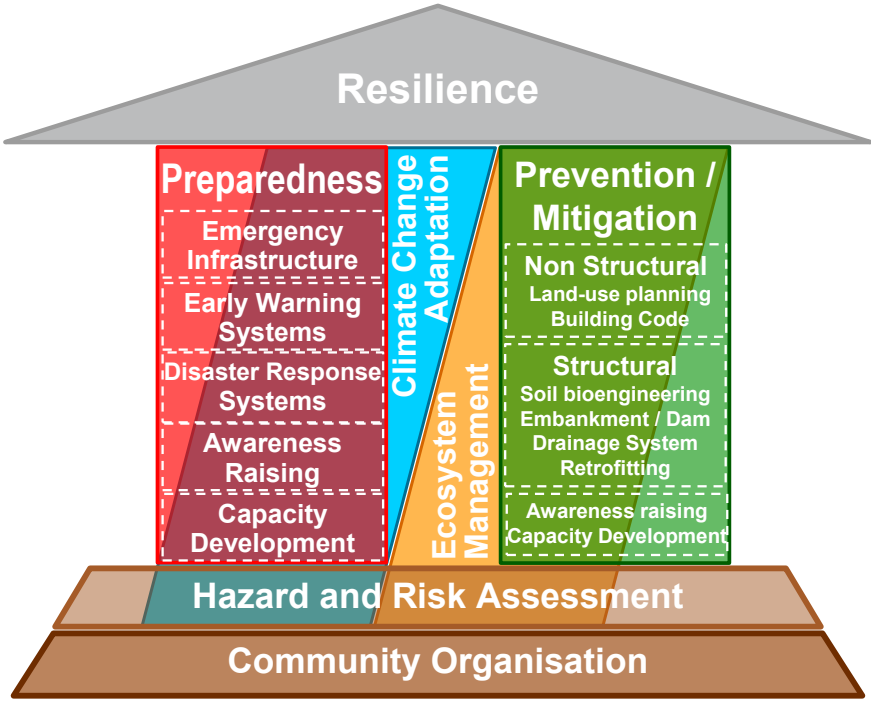


Figure 4:
SRC CBDRM Elements

Prevention/mitigation and preparedness form the two pillars of all CBDRM programmes (sections (c) and (d) below).

CCA and ecosystem management are incorporated where necessary and useful (sections (e) and (f) below).

In addition, the SRC aims to gain experience with regard to risk-transfer mechanisms. To this end, it will embed savings group activities and explore opportunities, in partnership with appropriate private sector entities, for integrating micro-insurance and micro-credit schemes into the CBDRM approach for the benefit of the communities.

(a) Community organisation

CBDRM measures are predicated on community mobilisation and organisation. Organised communities are crucial for the ownership, sustainability and replication of any measure to be implemented at the community level. Functional community structures are essential for awareness-raising and capacity-development activities. The SRC is committed to working with and strengthening existing structures (committees, community-based organisations, local boards, etc.). It aims to promote and facilitate a community empowerment process that allows communities to take autonomous action and exercise control over its members' lives – a particularly relevant aspect for communities that are geographically remote and isolated or that cannot count on reliable public services.

(b) Hazard and risk assessment

Holistic analyses and sound assessments of hazards and risks are based on historical evidence and future projections. The assessments entail the participative preparation of a historical profile of hazardous events that allows the community to be involved and identify more closely with DRR initiatives, on the one hand, and enhances the plausibility and calibration of the technical analyses carried out, on the other. Each analysis also includes a field morphological survey to support or verify the technical analyses. In the case of a good geospatial database, different aspects of hazard and risk (technical analysis) are calculated using geographic information systems and satellite data. The hazard and risk maps resulting from the analysis lay the groundwork for planning and prioritising risk reduction action. Cost-benefit tools are used to analyse the efficiency of the measures planned.

The SRC applies a combination of the three aspects of the assessment: community information, field work and technical analysis. The risk assessment process is described in detail in the respective SRC guidelines.[22]

Climate, hazard exposure and vulnerability are all dynamic concepts and change over time. As a consequence, hazard and risk analyses need to be repeated at regular intervals and DRM processes and instruments adapted accordingly.

(c) Preparedness

Support for local disaster preparedness is always aligned with existing disaster management policies and structures. Communities, local authorities and the National Society are helped to address any gaps. Established and/or strengthened local structures are linked to higher-level disaster management systems.

Sustainable community disaster preparedness comprises a number of essential elements: emergency committees, which, as the key players in the community and the drivers of all DRR

22 The SRC guidelines for hazard and risk assessment are to be finalized in 2019.



Family emergency plan for increased disaster preparedness, San Augustin, Honduras

activities in it, usually receive support in the form of capacity strengthening, equipment and linking to municipal authorities (e.g. civil protection);

capacity development, which entails training community groups and municipal and higher-level authorities, fostering linkages and strengthening DRM systems;

awareness raising, ideally conducted by the emergency committees, among individuals, families, school teachers and students, health staff and all other segments of the wider community, about DRR and CCA issues;

disaster response systems, including establishing disaster management plans, ensuring that they are linked to those of the authorities at the municipal and higher level, testing them at regular intervals in simulations und updating them if needed;

early warning systems that spread alerts downwards to all exposed and vulnerable community members («the last mile») and upwards to link with the higher-level system for effective information management;

emergency infrastructure in the form of emergency shelter including access, hazard-resilient drinking water and toilets, and extra space for animals.

(d) Prevention/mitigation

Structural measures usually take the form of community-managed micro projects carried out with SRC technical and/or financial support and deployed as a means of strengthening the management capacity of those involved. The focus is on affordable and environmentally sound solutions that are technically adapted to local skills and designs, and are based on locally available materials. SRC support requires cooperation and an in-kind or cash contribution from the communities and local authorities involved. The SRC supports the implementation of green (e.g. reforestation, soil bioengineering) and grey (e.g. check dams, drainage systems) measures alike, also combined as hybrid measures. Where appropriate, nature-based solutions and sustainable management techniques are promoted (see part (f) below).

Non-structural measures (e.g. resettlement of hazard-exposed homesteads, legal protection of micro watersheds, integration of DRR aspects into recovery and development planning and budgeting, or adherence to building codes) are mainly addressed through advocacy and policy dialogue.

(e) Climate change adaptation

To ensure that DRR initiatives sustainably reduce disaster risks, they must also consider future climate scenarios and how these will affect both the exposure and vulnerability of people and communities. For that, the SRC increasingly incorporates CCA into DRR, focusing on changes related to extreme events and climate variability. These are factored into existing risk assessment tools and subsequent measures. This means taking into account a wider range of future climate/extreme events than those reflected in the historical record.

Typical CCA aspects integrated into SRC CBDRM programming are:
assessments that consider future projections alongside historical events and integrate scientific findings with local knowledge;

preparedness, which involves integrating CCA and environmental health with DRR in public awareness and public education programming, integrating seasonal climate and weather forecasts into early warning systems and forecast-based financing, and factoring climate change into the life span of emergency infrastructure;

prevention/mitigation, whereby natural resources are managed with a view to stopping and reversing land degradation and improving access to drinking water, and climate change is factored into the life span of structural risk mitigation measures.

(f) Ecosystem management

Well-managed ecosystems are important for DRR and CCA, as degraded ecosystems exacerbate disaster risk by magnifying the impact of hazards and heightening socio-economic vulnerability.

To that end, the SRC increasingly strives to embed an ecosystem-based orientation in its CBDRM programmes, adding an ecosystem lens (e.g. watershed) to the CBDRM focus on administrative systems and boundaries. Typical measures to date include reforestation and soil-bioengineering techniques (i.e. the use of living plant materials to provide some engineering function) to stabilise slopes, stopping and reversing erosion, and improving water resource management. The measures yield multiple benefits beyond DRR and CCA – sustainable livelihoods, increased income, water and soil protection and rehabilitation, environmental health – thus converting once critical sites into areas of opportunity. The SRC is aware that ecosystems cannot provide physical protection against all hazards, and therefore promotes nature-based solutions primarily in the context of small and localised disaster risks, and hybrid or grey measures in contexts where they are more appropriate.



Terracing for water retention, soil protection and slope stabilisation, Léogâne, Haiti

The promotion of sustainable resource management as effective DRR and CCA measures yields co-benefits with, and is intrinsically tied to, economic opportunities for people and communities. While economic support as such is not part of the SRC's core business, the SRC generally acts as a facilitator, involving others with specific expertise in income generation, livelihood diversification or marketing. Under the following circumstances, the SRC can also assume a stronger implementing role:

– the expertise required for technical support is available in-house (SRC or National Society);
– support for economic opportunities is closely linked to DRR, CCA and sustainable resource management.

4.2 DRR and CCA mainstreaming

Mainstreaming DRR and CCA is essential for all project intervention areas that are exposed to hazards and climate risks. In line with the IFRC, the SRC understands DRR and CCA mainstreaming as considering and addressing risks associated with disasters and climate change in all its policies, programmes and projects. This requires an analysis of how potential risks and vulnerability could affect the implementation of policies, programmes and projects. Concurrently, it also calls for an analysis of how these policies, programmes and projects, in turn, could have an impact on vulnerability and exposure to hazards.

The SRC is committed to mainstreaming DRR and CCA at all levels – political, organisational, programmatic and individual – and in all response, recovery and development programmes, but to varying degrees and in different ways.

In response programmes, the SRC endeavours to ensure that assistance is provided in a way that helps people meet their immediate needs and, at the same time, builds their resilience to future disasters. SRC relief programmes help to ensure that existing risks are not worsened, new vulnerabilities are not created and future recovery activities are reflected at an early stage.

In recovery programmes, the SRC systematically applies a building-back-safer approach in all its reconstruction and rehabilitation work. As soon as the context allows, the SRC integrates further disaster preparedness and mitigation elements into its recovery programmes. DRR is key to effective programming because the population's recovery in a hazard-prone environment needs to be sustainable in the long term.

In development programmes, the SRC encourages governments, civil society and the private sector to understand and assess risks, apply appropriate climate and hazard risk-mitigating technologies and allocate the funds needed to mitigate risks to service provision and development gains. More specifically, for the health and water sector, the SRC:

– ensures that infrastructure constructed or repaired with SRC support is climate and hazard-resilient;
– promotes and supports initiatives to capacitate and equip staff in the institutions it supports, so that they are able to meet needs before, during and after emergencies;
– facilitates health and hygiene awareness-raising efforts that address the health impacts of climate and hazard risks.

In accordance with the IFRC, the SRC applies four steps for mainstreaming DRR and CCA in project cycle management. Using a DRR and CCA lens in the project cycle is an effective way of designing risk-sensitive and climate-smart programmes:

– DRR and CCA screening are applied during the identification stage;
– detailed assessments are conducted during the planning stage;
– adjustments are made during the planning stage;
– the monitoring and evaluation framework is developed at the planning stage and applied during the implementation stage.

The details are spelled out in the respective SRC guidelines.[23]

23 The SRC guidelines for DRR and CCA mainstreaming are to be finalized in 2019.

5. Guiding principles

All SRC programmes adhere to the guiding principles set out in the SRC Strategy for International Cooperation. Those principles are discussed in the paragraphs below in relation to their specific relevance for DRR programming:

Focusing on particularly vulnerable and deprived groups of people: Hazardous events have a stronger impact on the most vulnerable people and population groups than on other community members. The magnitude of the event does not really matter; because such people are highly exposed and vulnerable, small- and large-scale events have an equally devastating effect on them. In this regard, the SRC is committed to supporting and advocating for the most vulnerable groups and people as the main target group. It emphasises inclusiveness, ensuring that men, women, children, the elderly, the disabled, minorities, etc., can all participate in the capacity-building and decision-making process, so that their specific needs are addressed and they have equal access to safety.

Empowering communities and individuals: Communities and local authorities are the first responders when a hazardous event occurs. SRC DRR interventions facilitate the establishment of and work with local associations, village or community committees and school boards dealing with disaster risks. They strengthen and empower such entities to engage in bottom-up and decentralised DRR planning, budgeting and decision-making, and bolster their management and leadership capacities, making them reliable partners for the local authorities. Enhancing their capacities is crucial when it comes to achieving a substantial reduction in disaster risk and limiting loss of lives and livelihoods. Local knowledge, techniques and materials are used as much as possible.

Promoting gender equality: Women and men, girls and boys experience disaster risks and climate impacts differently; they often play different roles in preparing for, responding to and recovering from disasters. More women than men are killed during disasters and women are more affected than men in the aftermath because of gender roles and gendered divisions of labour. The SRC is committed to understanding the gender dynamics in communities it supports, so that DRR interventions can help address the gender-differentiated concerns and interests of women and men.

Promoting voluntary work: National Society and other community volunteers play a crucial role in DRR. Preparedness and mitigation work relies heavily on local resources, which usually comprise volunteers. Voluntary services are considered to be an integrated component of community preparedness systems. Valuing the volunteers' work and taking voluntarism seriously requires adequate training, supportive volunteer management and supervision, and involving volunteers in project management and decision-making.

Cooperating in partnership: Capacity development for partner organisations is a decisive prerequisite for programme sustainability, leading to co-creation and shared anchoring of strategies and mechanisms for enhancing disaster resilience.

Taking conflict-sensitive action and doing no harm: There are many interconnections between disasters, conflicts and fragility, and there is strong evidence that conflict and fragility heighten vulnerability to natural hazards and that climate- and natural-hazard-induced disasters exacerbate pre-existing or latent conflicts. When working in fragile contexts, the SRC integrates conflict-sensitivity into its DRR programming, looking not only for ways to do no harm, but also emphasising inclusive action and using DRR as a window of opportunity for working on fragility.

6. Cooperation and coordination

6.1 Cooperation within the Movement

The IFRC, in its support to the worldwide network of National Red Cross and Red Crescent Societies, has made it a priority to ensure that DRR is an integral part of its development work and that all its programmes promote DRR in an integrated and mutually supportive way. DRR is at the core of most National Society activities to address the specific vulnerabilities to which communities are exposed. The Framework for Community Resilience[24] builds a common understanding of DRR among all Movement partners. The IFRC reference centres provide conceptual support in key areas of interest and influence (see Annex 3 for details).

In recent years, the SRC has been striving to work more closely within the Movement in DRR and CCA, with a view to enabling the Movement to play a stronger and more effective role in reducing vulnerabilities and building resilient communities. SRC cooperation within the Movement in this specific area is built on three modalities, described below.

Alignment: The SRC aligns its operational approaches with those of the National Societies it is partnering with and works with IFRC guidelines and toolkits. In its cooperation with National Societies, the SRC endeavours to support its partners' relations and positioning with the national authorities responsible for DRM.

Coordination: Strengthening Movement coordination has become one of the key concerns of the SRC, in particular the Strengthening Movement Cooperation and Coordination (SMCC) initiative. It strives to be efficient and coordinated, utilising synergies and pooling resources to build a Red Cross/Red Crescent footprint in reducing disaster risks. For this purpose, the SRC engages in strategic and operational partnerships and builds alliances with like-minded National Societies. Working in consortia and contributing resources to well-established programmes of other Movement partners are increasingly important means by which the SRC achieves good cost-efficiency ratios. The SRC aspires to integrate all its DRR and CCA initiatives into the country-wide Movement approach and set-up. It actively participates in the Global Cluster System and coordinates with the Disaster and Crisis Prevention, Response and Recovery Department in Geneva.

24 IFRC (2014), op. cit., note 3.

First aid training with youths,
Ca Mau, Vietnam



Contribution: The SRC aims to contribute to the ongoing improvement and development of the Movement's conceptual and practical toolkits, in order to make these valuable resources available to all Movement partners who may need them. It supports the IFRC in Geneva and in the regions to this end. SRC staff are part of the respective technical working groups. The SRC plays an active role in knowledge management related to Movement-wide DRR experience.

The SRC operates on the basis of two modes of cooperation:

Multilateral cooperation: In major disasters, the SRC acts as part of the Movement operation to provide emergency relief. Such operations are usually led by either the IFRC or the ICRC, depending on the type of disaster, and carried out together with the National Society. Movement cooperation includes information gathering, crisis management, decision-making and coordination of operations.

Bilateral cooperation: In rehabilitation and long-term development programmes, DRR and CCA interventions are carried out via bilateral cooperation with the National Society. This allows both the SRC and the National Society to build up their own structure as far as necessary, but in close coordination with the IFRC, the ICRC and other, non-Movement partners. Bilateral cooperation is also the working mode in smaller disasters occurring in the intervention area of ongoing SRC programmes. The municipalities and communities concerned are thereby prompted to respond proactively, as per their capacities.

6.2 Strategic partnerships and networks beyond the Movement

Partnerships and linkages between the relevant stakeholders are essential to deliver efficient and effective DRR and CCA activities. Working in partnership also means anchoring the activity in the local context over the long term.

The SRC involves and maintains alliances with different stakeholders at various levels.

Authorities: The SRC supports the National Society in coordinating with the respective ministry and other public authorities in charge of DRR and CCA at the local, subnational and national levels and thus in consolidating its auxiliary role towards the government. Its interventions adhere to and support national policies, rules and regulations in the host country.

Swiss NGO DRR Platform: As a member of the steering committee and core group, the SRC commits to further strengthen the Platform by fostering mutual learning, joint conceptual support, advocacy and policy dialogue.

Swiss Agency for Development and Cooperation: The SRC is a proactive member of the thematic networks of DRR and climate change and environment, and closely coordinates its activities with the SDC in Switzerland and in programme countries.

International and local NGOs, including networks: The SRC, mainly through the Swiss NGO DRR Platform, collaborates with the Global Network of Civil Society Organisations for Disaster Reduction to advance the «local» agenda through thematic support and advocacy.

Partnerships with research institutions: Through such partnerships, the SRC develops new methods and approaches, showcases proven practices, and engages in technical support and joint learning.

Partnerships with the private sector: The SRC engages in such partnerships for sponsorship, training, technical support or specific purposes (e.g. hazard mapping and risk assessment, cost-benefit analysis, risk-transfer mechanisms).

7. Quality management

The SRC Quality Management Manual defines the general standards and guidelines that apply to all SRC programmes in terms of quality management, project cycle management and risk management.

7.1 Relevance and impact

SRC DRR interventions are designed and implemented in such a way that they contribute to and implement relevant local, national and global goals and policies in relation to DRM. In order to achieve the highest possible impact with limited resources, the SRC supports and implements activities based on a thorough assessment of the exposure and vulnerability of communities and individuals to hazards and risks, and on sound evidence as to their efficiency and effectiveness.

The SRC understands «impact» to be the contribution of DRR programmes to strengthening disaster resilience in accordance with internationally applied frameworks and indicators. It works with impact hypotheses, i.e. evidence-based assumptions about how the project outcomes are expected to contribute to the overall goal.

7.2 Monitoring, evaluation and operational research

Project outcomes are regularly measured using the monitoring and evaluation processes established by the SRC quality management system. Projects are encouraged to use standard outcomes and indicators as recommended by the result chains and indicator toolboxes, which comprise internationally recognised indicators, including SDG and Sendai Framework targets. Comparable standard indicators allow data aggregation. For an illustration of the DRR result chains, see Annex 2.

New technologies for data collection and management are taken up and their use is encouraged. Regular and timely data collection and analysis make it possible to track successes and challenges, to adapt and learn. Where feasible, SRC monitoring and evaluation systems are aligned with those of the National Society being supported.

The SRC will increasingly capitalise on the experience and expertise acquired in advanced DRR programmes and institutionalise proven practices. It will more systematically embed operational research in its projects, country programmes and at regional level. It will continue to attach great importance to accountability and transparency towards communities, donors and the general public.



Soil bio-engineering for soil protection and slope stabilisation, Olancho, Honduras

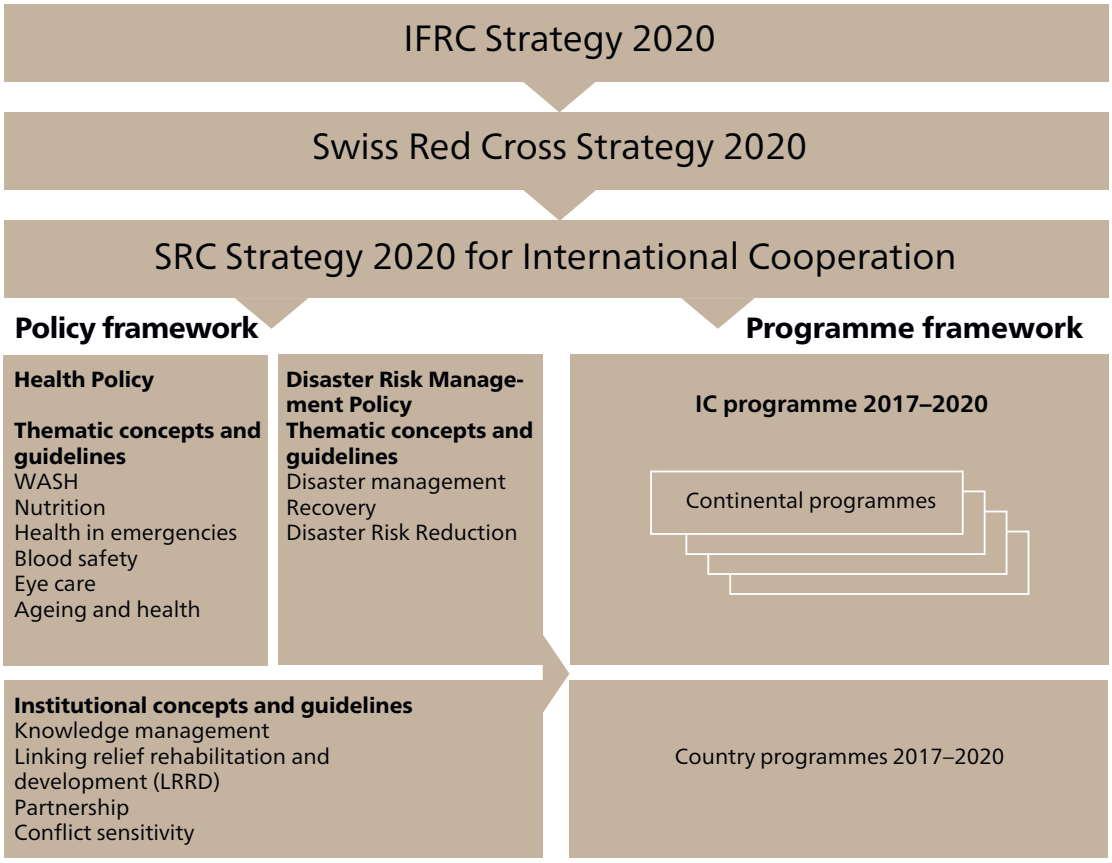
7.3 Capacity development and knowledge management

The SRC is committed to developing and improving its capacity in DRR by providing its staff and partners with thematic training, exchanging experiences within and between regions, and implementing research work. It shares the results, lessons learnt and good practices drawn from evaluations, studies, workshops, and so on within and across partners, regions and at headquarters, and incorporates them into future DRR programming and strategic development.

The SRC shares its reports and studies with partnership networks, stakeholder alliances and policy makers, in order to exchange information, share knowledge and capitalise on learning. The findings are also published and presented at international conferences. Thanks to networking and proactive involvement in particular with the IFRC, the SDC and the Swiss NGO DRR Platform, new trends and developments, good practices and lessons learnt from other organisations are incorporated into SRC processes.

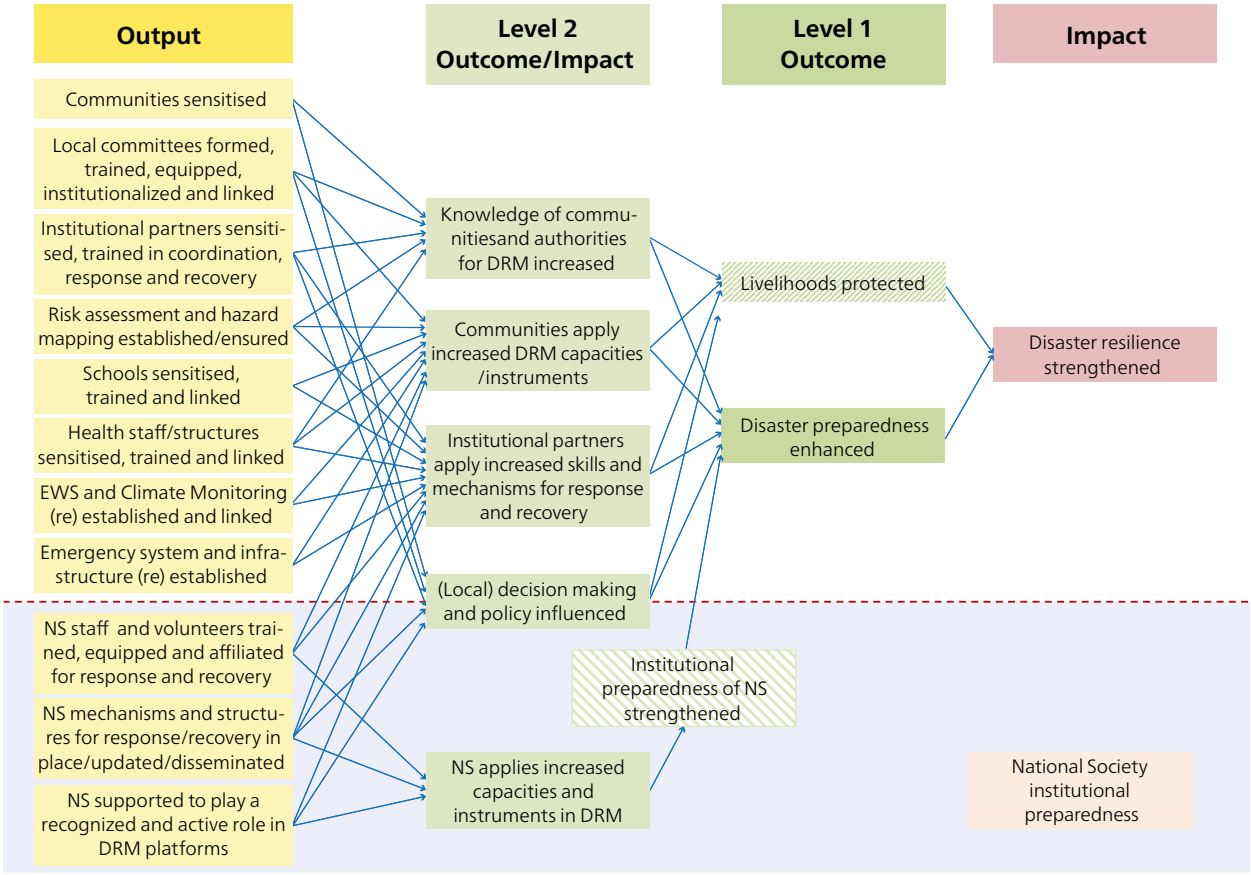
The SRC makes available the human resources needed for effective knowledge management and institutional embedding of DRR expertise. To this end, it relies internally on DRR advisory services and an in-house DRR working group made up of programme coordinators and coordinators in countries with major DRR programmes. External experts, consultants and institutions provide specific knowledge and technical expertise when needed.

Annex 1: SRC policy framework

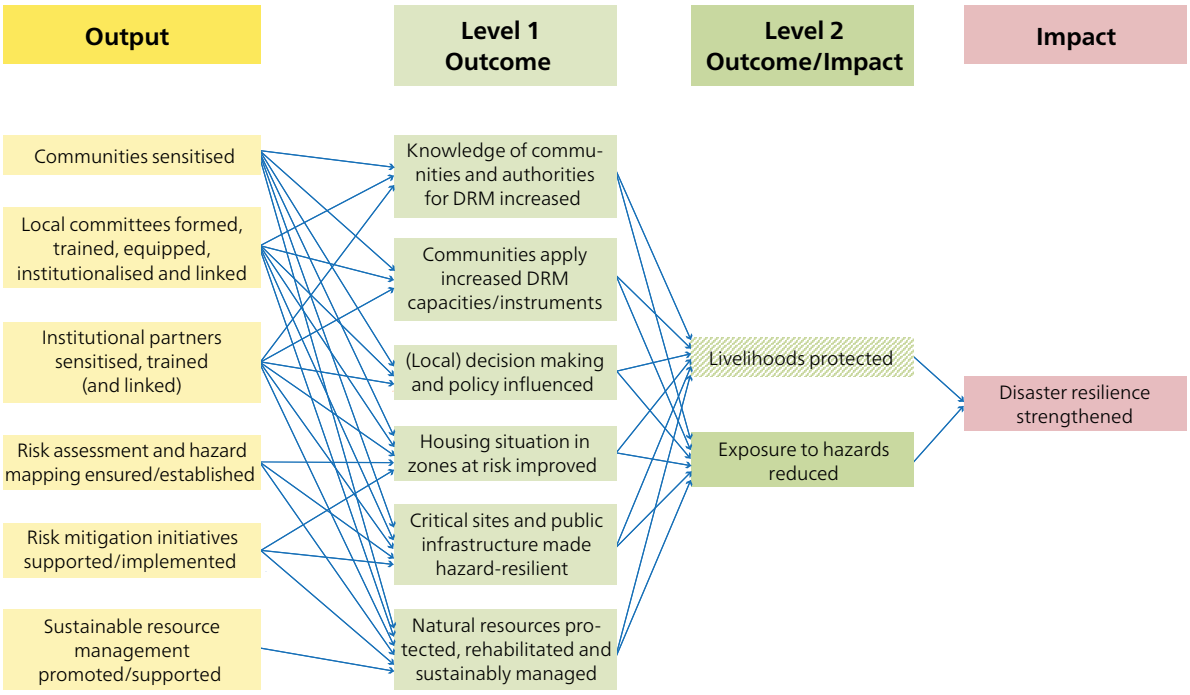


Annex 2: SRC DRR result chains

Disaster Preparedness



Disaster Prevention and Mitigation



Annex 3: IFRC reference centres

The reference centres are delegated functions of the IFRC and hosted in various National Societies. Their primary function as "centres of excellence" is to develop strategically important knowledge and best practice that will inform the future operations of the IFRC and National Societies in their key areas of interest and influence. Out of the total 12 centres, the following seven are of particular relevance for DRR.

Climate Centre

The Climate Centre works with the Movement and its partners to reduce the impacts of climate change and extreme-weather events on vulnerable people. It focuses primarily on providing guidance and tools to National Societies and their partners, and fostering the exchange of experience, training and technical back-up for volunteers, delegates and managers specialising in disaster risk management and health.

Global Disaster Preparedness Centre (GDPC)

The GDPC serves as a resource to support innovation and learning in disaster preparedness around the world. It aims to strengthen and enhance the disaster management – i.e. preparedness – capacities of National Societies and their partners worldwide. The GDPC website is a gateway to an open forum and library of research, best practices, tools and other resources.

Livelihoods Centre (LC)

The LC spreads awareness of effective livelihoods programming strategies, and helps National Societies to enhance community capacity and individual skills, restore and sustain sustainable livelihoods, and thereby establish more secure living conditions. It is also a network of community-based livelihood experts, who can pass on knowledge, develop methodologies and policies, build capacity, and provide technical assistance.

Global First Aid Reference Centre (GFARC)

The GFARC provides first aid information and related support to National Societies around the world. It aims to ensure that a growing number of people and communities, anywhere (at home, at work, at school), are prepared and equipped to save lives when a disaster or an emergency occurs. The GFARC provides National Societies with tools and training methods tailored to meet the needs of local communities.

Reference Centre for Community Resilience (CRREC, in Spanish)

The CRREC specialises in methodologies for investigating, systematising, validating and analysing community education with respect to disaster preparedness, prevention and mitigation, and early warning. By developing innovative and complementary tools and methodologies, it aims to reduce the vulnerability of communities across Latin America.

Institutional Disaster Preparedness Reference Centre (CREPD, in Spanish)

The CREPD aims to strengthen the preparedness and response capacity of National Societies and their expertise in vulnerability reduction. It develops methodologies, tools and harmonisation processes that draw on the technical expertise and good practices of National Societies in Latin America.

Caribbean Disaster Risk Management Reference Centre (CADRIM)

The CADRIM is a regional platform that assists Caribbean National Societies and partner organisations to investigate, analyse and develop knowledge on how to strengthen community resilience through sustainable preparedness and risk reduction activities, particularly in Small Island developing States.

Asia Pacific Disaster Resilience Centre (APDRC)

The APDRC aims to reduce the risk of disasters and to build resilient communities. It acts as an intermediary service and develops and introduces new technologies to the Asia-Pacific National Societies.

Swiss Red Cross
Werkstrasse 18
P.O. Box
CH–3084 Wabern
Phone +41 58 400 41 11
info@redcross.ch
www.redcross.ch



Post Finance
IBAN CH43 0900 0000 3000 4200 3

Swiss Red Cross