

# Leveraging at GFDRR

The Global Facility for Disaster Reduction and Recovery (GFDRR) supports activities in vulnerable developing countries that inform and influence large-scale partner investments in risk reduction, resilient recovery, and climate change adaptation. In doing so, it works closely with governments, multilateral development banks, and other stakeholders toward improved disaster risk management (DRM).

## Why Leveraging Matters

GFDRR grants by themselves can never be large enough to meet the enormous investments needed to mitigate the growing disaster and climate risk in developing countries. Fortunately, it does not act alone. Through its advice and mobilizing partner resources and expertise, GFDRR's assistance can have an exponential impact and help bring disaster resilience to scale.

## What We Do

In partnering with over 400 partners, GFDRR engages key multilateral institutions, bilateral donors, and other actors who can help boost disaster resilience. It also increasingly collaborates with subnational governments, the private sector, and civil society organizations. In cooperation with these partners, GFDRR provides grants and technical expertise to developing countries that:

- Strengthen capacity on specific DRM issues and skill sets;
- Develop new tools and knowledge products; and
- Support the design and implementation of investments to manage disaster risk.

Additionally, GFDRR supports direct investments in risk mitigation and resilience through technical studies and co-financing. It also indirectly influences policies and strategies to improve DRM by providing implementation support and advice, helping countries and donors better target their impact. Finally, GFDRR raises global awareness of growing disaster and climate risk, and shapes conversations on how to mitigate this trend.

GFDRR's activities can lead to greater results by mobilizing large partner investments in risk identification, risk reduction, preparedness, financial protection, and resilient recovery. For example, the Facility's support for post-disaster needs assessments (PDNA), in collaboration with the European Union (EU), the United Nations (UN), and the World Bank, often results in national governments and bilateral donors making significant investments in recovery needs based on the assessment's recommendations.

Developing countries need over  
**\$1 trillion**

per year to finance their growth and urbanization needs.<sup>1,2</sup> To be sustainable, investments must help reduce disaster risk and also be resilient to these risks themselves.

In FY2014, GFDRR grants helped developing countries secure \$2.2 billion in World Bank investments that contributed to disaster risk management. **In FY2015, that number grew to over**

**\$3 billion.**



**GFDRR**  
Global Facility for Disaster Reduction and Recovery

## Belize

### GFDRR Project:

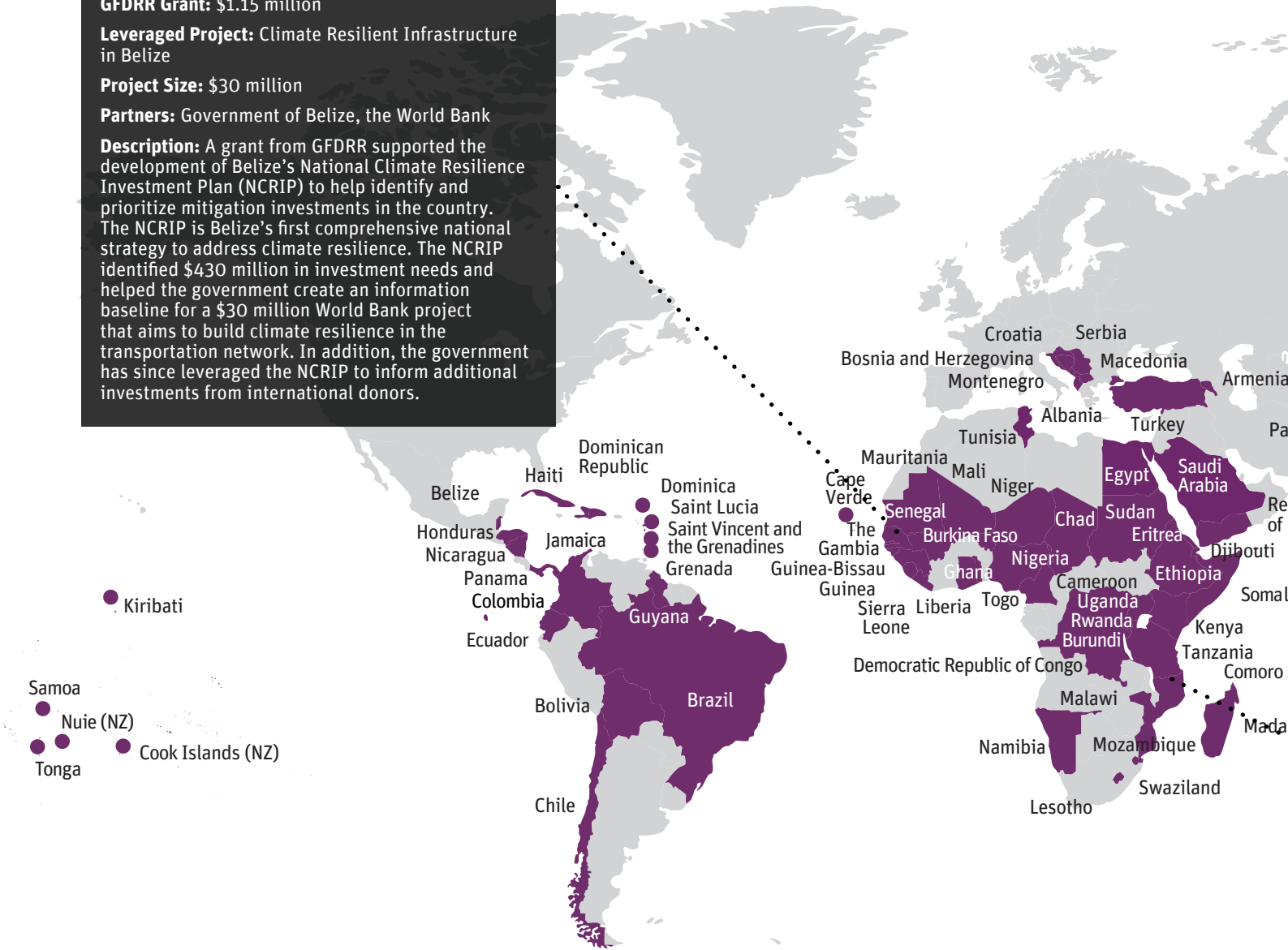
**GFDRR Grant:** \$1.15 million

**Leveraged Project:** Climate Resilient Infrastructure in Belize

**Project Size:** \$30 million

**Partners:** Government of Belize, the World Bank

**Description:** A grant from GFDRR supported the development of Belize's National Climate Resilience Investment Plan (NCRIP) to help identify and prioritize mitigation investments in the country. The NCRIP is Belize's first comprehensive national strategy to address climate resilience. The NCRIP identified \$430 million in investment needs and helped the government create an information baseline for a \$30 million World Bank project that aims to build climate resilience in the transportation network. In addition, the government has since leveraged the NCRIP to inform additional investments from international donors.



## GFDRR Risk Reduction Engagement

GFDRR grants totaling \$4.4 million in Vietnam leveraged

**\$808 million**  
of World Bank projects

to assist the country with disaster risk management and climate change adaptation.

## Where GFDRR Works

GFDRR has supported risk reduction initiatives in 89 countries, leading to larger partner investments and deepened engagements through its grants and technical assistance.

## India

**GFDRR Project:** Support to India's National Cyclone Risk Mitigation Project

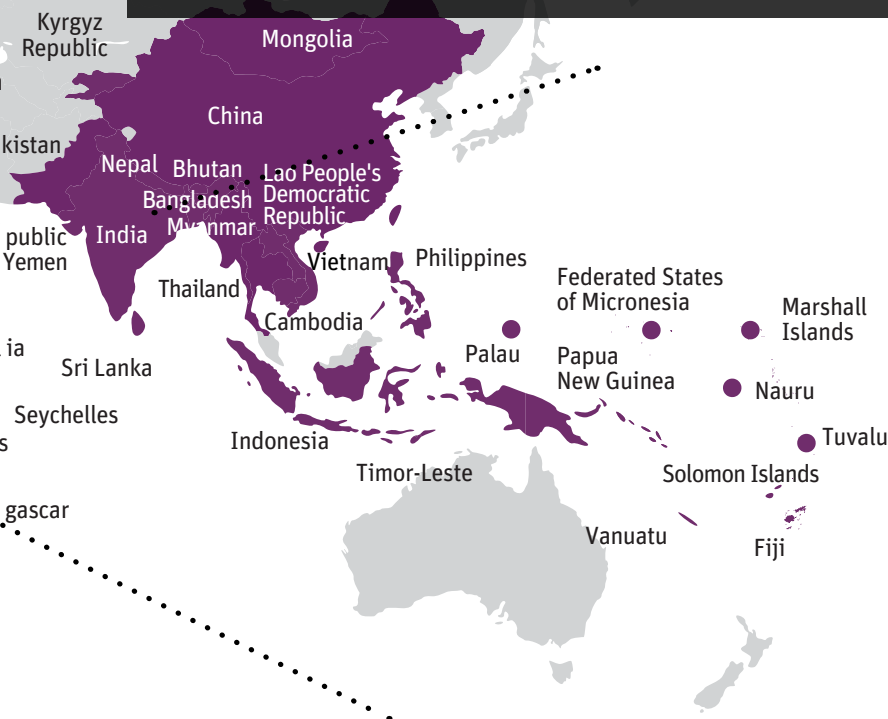
**GFDRR Grant:** \$270,000

**Leveraged Projects:** India National Cyclone Risk Mitigation Project (I&II) and Coastal Disaster Risk Reduction Project (CDRP)

**Project Size:** \$910 million

**Partners:** Government of India, IDA

**Description:** Since 2011, GFDRR policy advice and implementation support has helped this project put early warning systems and an improved network of disaster shelters in place to reduce the vulnerability of the coastal states of Andhra Pradesh and Odisha to cyclones and other hazards. In the wake of the 2013 Cyclone Phailin, the program has grown significantly in funding, as well as in scope – it now covers eight additional states that also benefit from work on building coastline resilience: Karnataka, Kerala, Goa, Gujarat, Maharashtra, Pondicherry, Tamil Nadu, and West Bengal.



## Malawi

**GFDRR Project:** Support for Post-Disaster Needs Assessment in Malawi – Flooding (2015)

**GFDRR Grant:** \$170,000

**Leveraged Project:** Malawi Floods Emergency Recovery Project

**Project Size:** \$80 million

**Partners:** Government of Malawi, IDA

**Description:** In January 2015, Malawi suffered some of the worst flooding in its history, affecting 1,150,000 people, displacing 336,000 people, and killing 106. In response, GFDRR supported the government to conduct a PDNA, in partnership with the World Bank, the EU, and UN. The findings of this assessment helped inform \$80 million in financing from IDA's Crisis Response Window to assist reconstructing critical public infrastructure, restore agricultural livelihoods, enhance food security, and improve the government's disaster response and recovery capacity.

## Snapshot: Leveraging in Practice

GFDRR's support has led to new investments by different development partners across many areas of DRM.

- **Responding to Flooding in Serbia:** In May 2014, Serbia suffered unprecedented rainfall, resulting in massive flooding and landslides. A recovery needs and assessment, supported by GFDRR, placed the total value of the disaster at more than 4% of Serbia's GDP. The findings helped to inform World Bank financing for the country of \$300 million for a floods emergency recovery project.
- **Strengthening Urban Resilience in Bangladesh:** The intricate issue of urban vulnerability in Bangladesh, one of the world's most disaster-prone countries, had not been tackled by the government. Technical assistance from GFDRR helped inform the World Bank-financed \$173 million Urban Resilience Project, which is equipping key government agencies with state-of-the-art emergency management facilities and improving construction practices by integrating disaster risk into development planning. This project is the product of a collaborative effort among the government, the World Bank, and GFDRR.
- **Recovery Investments in Southwest Indian Ocean Island States:** The Southwest Indian Ocean Risk Assessment and Financing Initiative, launched in April 2014 with support from the ACP-EU National Disaster Risk Reduction Program, supported post-disaster assessments that have been used to secure and inform recovery investment programs, including a \$12 million cyclone reconstruction initiative in Tonga and a \$40 million risk reduction project in Saint Vincent and the Grenadines.
- **Preparedness in Central Asia:** GFDRR supported the design and implementation of a \$27.7 million regional project to improve weather and climate services, partnering with the World Meteorological Organization, Climate Investment Funds, the governments of Kazakhstan, Kyrgyz Republic, Tajikistan, and Uzbekistan, and the International Fund for Saving the Aral Sea.

## Highlights

Working with its partners, GFDRR supports capacity development, new tools and knowledge, and the design and implementation for investments that help countries manage disaster risk.

### **Vietnam: Stimulating Larger-Scale Investments in Climate Change Adaptation**

Across Vietnam, rapid urbanization is increasing the exposure and vulnerability of people and critical public assets, including roads, hospitals, and schools. In the past four years, through a series of grants totaling \$4.4 million, GFDRR has helped Vietnam to make disaster and climate change resilience efforts a central part of the government's policies and public investments. This initial funding resulted in the World Bank approving \$808 million of large-scale lending projects to assist the country with disaster risk management and climate change adaptation.

For example, with GFDRR's advisory help and a World Bank loan, Vietnam built nearly 500 kilometers of new rural roads using climate-resilient designs. Another 5,000 kilometers of existing rural roads were similarly retrofitted. The project involved the participation of more than 15,000 people from neighboring villages, who will ensure the regular maintenance of the roads in the future.

Another pilot initiative from the World Bank and GFDRR

trained members of at-risk communities in 12 provinces in flood preparedness and resilient development measures. Its success inspired the government to develop a national version of the program, investing \$450 million to cover 6,000 communes in Vietnam. A FY2014 GFDRR flood risk assessment in Ho Chi Minh City is informing a planned \$500 million flood risk management project, as well. Other GFDRR projects have leveraged additional investments, including the ongoing \$150 million World Bank-supported Vietnam Managing Natural Hazards Project.

### **Madagascar: Leveraging Information for Safer Buildings**

Madagascar faces an average of three to four cyclones each year. Because cyclones occur fairly frequently and generally cause lower losses per event than low-frequency high-intensity hazards like major earthquakes, they often attract less attention from the media and donors. Over time, however, cyclones cause significant cumulative losses. In 2008, GFDRR helped Madagascar become the first African country to apply the post-disaster needs assessment methodology. The assessment estimated that cyclones that year had caused total losses equivalent to roughly four percent of the country's gross domestic product and had damaged or destroyed six percent of its health centers and four

## Advancing Knowledge and Collaboration

› Funded by a \$100 million contribution from the Government of Japan, the newly launched GFDRR-managed Japan-World Bank Program for Mainstreaming Disaster Risk Management in Developing Countries aims to help vulnerable countries incorporate DRM into national development planning and investment programs, including World Bank-financed operations. It does so through scaled-up technical assistance, pilot projects, knowledge and capacity building activities, and thematic initiatives.

› In September 2014, GFDRR hosted the second World Reconstruction Conference in partnership with the European Union and United

Nations Development Programme. The conference featured the launch of the PDNA and Disaster Recovery Framework guides, as well as nine case studies, which draw from experiences around the world to help countries plan, prioritize, and finance resilient recovery programs. At the conference, more than 30 countries and organizations issued a joint statement in support of resilient recovery in the post-2015 framework for disaster risk reduction.

› In April 2014, GFDRR, the Australia-Indonesia Facility for Disaster Reduction, and the government of Indonesia launched version 2.0 of InaSAFE ([\[inasafe.org\]\(http://inasafe.org\)\), an award-winning, open source software program that produces risk analyses for all types of natural hazards. InaSAFE 2.0 is currently being used by local governments in Indonesia and the Philippines to create realistic contingency plans, and it has recently been introduced, with training, to governments in Haiti, Malawi, and Sri Lanka.](http://</a></p></div><div data-bbox=)

› Established with seed funding from GFDRR, the joint World Bank and GFDRR Disaster Risk Financing and Insurance Program has grown rapidly in size and scope, mobilizing additional resources in the process. This includes \$3 million from the Netherlands'

percent of its primary school buildings.

Surprised by the scale of storm-inflicted damage to health centers and schools, the government appointed representatives from various ministries to help incorporate disaster risk management into its development agenda. With very limited resources, the committee decided to focus on what they viewed as the highest priority: new cyclone resistant building codes. GFDRR assisted the government in developing the codes, and by 2010 the country had made them mandatory for public buildings, like health centers and schools. Madagascar has also explored new ways to enforce the standards—a widespread problem in projects to revamp building codes—opening up civil liability for both builders and inspectors in cases of building failure. By 2013, the government had also completed safety standards for transportation and irrigation.

Building on this project’s success, GFDRR has also fostered peer-to-peer learning and collaboration by sending a Madagascar expert in building codes along with a United Nations Human Settlements (UN-HABITAT) team to advise Mozambique on the construction of safer schools and help conduct a damage assessment in the aftermath of cyclones Dando and Funso in 2012.

### **Philippines: Community Mapping Informs Recovery and Reconstruction**

When Typhoon Haiyan struck the Philippines in November 2013, it became the strongest cyclone to make landfall in recorded history. The storm destroyed critical infrastructure, roads, and homes, and nearly half a million households were pushed into poverty, increasing the poverty rate from 41 percent to roughly 56 percent in some of the worst-affected areas. There was urgent need to collect data on the extent of the damage to aid in recovery and reconstruction.

GFDRR partnered with the American Red Cross and the Humanitarian OpenStreetMap Team (HOT) to mobilize one of the largest participatory mapping efforts to date. The collaboration created a free and open data platform using GeoNodes software to gather and share information from different sources. Through the platform, reconstruction planners gained access to satellite imagery and crowdsourced spatial data, allowing them to create specialized maps to guide reconstruction.

With GFDRR policy and technical guidance, as well as data from community mapping, the government created a comprehensive reconstruction plan within five weeks of the typhoon to guide recovery and reconstruction. That plan, in turn, helped to inform and secure a \$500 million World Bank post-disaster reconstruction loan.

Ministry of Foreign Affairs, \$7 million from Switzerland’s State Secretariat for Economic Affairs, and \$5 million from the United Kingdom’s Department for International Development.

GFDRR’s total investment of \$2 million in Djibouti has led to almost **\$50 million** from other international donors in support of risk management efforts.





## **Bangladesh: Supporting Implementation of Emergency Management System**

Bangladesh's capital city of Dhaka is a densely populated megacity of 15.3 million people, and many of its high-rise apartment and office buildings are not built according to the country's construction code, placing the population at risk from earthquakes and other hazards. In FY2014, an \$800,000 GFDRR grant helped Dhaka design a new emergency management system that will include an incident command center structure, and better prepare transportation, communication, and rescue services for responding to disasters. This investment helped leverage a \$175 million World Bank project that will implement the system in Dhaka.

## **Lessons Learned**

### **Projects must be part of a strategy linking them to longer-term investments or institutional change.**

While it is important to remain open to requests from developing countries, grants should demonstrate alignment with GFDRR's annual work plan, as well as opportunities to catalyze additional investments or policy change.

In India, cyclones regularly threaten coastal states, prompting the government to launch the National Cyclone Risk Mitigation project in early 2011. GFDRR agreed to support implementation, including strengthening the capacity of the National Disaster Management Agency. This has helped the government's program succeed and increase India's resilience to cyclones. When Cyclone Phailin struck in October 2013, the country had already declared an emergency, evacuating nearly one million residents and saving countless lives.

### **Strategic partnerships are crucial to achieve large-scale impact.**

Cultivating effective partnerships takes time and determination, yet better serves vulnerable countries. GFDRR's partners in project implementation bring skills and relationships from on-the-ground experience, as well as technical expertise and additional resources the Facility is not well-placed to provide.

The Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI), for example, is a joint initiative of the Secretariat of the Pacific Community, the World Bank, and the Asian Development Bank, with financial support from the Government of Japan, GFDRR, and the

ACP-EU Natural Disaster Risk Reduction Programme. It also receives technical support from AIR Worldwide, New Zealand GNS Science, Geoscience Australia, Pacific Disaster Center, OpenGeo and GFDRR Labs. Each partner brings specific expertise and competencies to this arrangement, which in turn allows PCRAFI to better aid its members.

### **Monitoring and evaluation provides evidence for improving leveraging strategies.**

As part of its aim to mobilize additional investments through its work, GFDRR has developed a methodology to measure what projects have succeeded to do so, as well as better determine why and how these initiatives lead to additional impact through partners. This methodology is now informing project design in all approved grants.

Based on this methodology, GFDRR commissions an annual country-level evaluation of its programs through a sample of at least five priority countries. This evaluation tests the causal link between relatively small GFDRR grants and initiatives and their ability to bring about larger outcomes in disaster risk management. It helps also the Facility better tailor its interventions toward larger-scale investments likely to have the biggest impact.

## **Looking Ahead**

GFDRR will focus prioritizing resources and monitoring and evaluation to inform and improve its ability to leverage results.

- **Aligning Resources to Strategy:** GFDRR is restructuring its financial support to regional partners to ensure advance planning, constructive dialogue with government counterparts, and alignment with its work plan.
- **Recovery Framework:** GFDRR will continue rollout of its Recovery Framework Methodology in partnership with the EU and UN to guide developing countries on how to maximize the long-term impact of their post-disaster investments.
- **Country Evaluations:** GFDRR will conduct an evaluation of GFDRR country-level impact so that it can better select initiatives, based on evidence of which are most likely to result in effective investments and policy improvements.

## Partners



African Development Bank



Asian Development Bank



Government of Australia



Government of Brazil



Climate Investment Funds, including Pilot Program for Climate Resilience



European Union



Google



Government of Japan



Inter-American Development Bank



Japan International Cooperation Agency



Ministry of Foreign Affairs of the Netherlands

Ministry of Foreign Affairs for the Netherlands



Nordic Development Fund



State Secretariat for Economic Affairs of Switzerland



Secretariat of the Pacific Community—Applied Geoscience and Technology Division



UK Department for International Development



UNICEF



UNDP- Bureau for Crisis Prevention and Recovery



UNISDR



USAID



World Meteorological Organization

**“[The GFDRR-supported post-disaster needs assessment] allows for a better understanding of the cross-cutting issues of drought and provides authorities and likely supportive partners a clear and effective plan for government action.”**

—Ilyas Moussa Dawaleh, Office of Industry and Planning, Ministry of Economy and Finance, Government of Djibouti

### NOTES

<sup>1</sup> World Bank. Long-Term Investment Financing for Growth and Development: Umbrella Report. Presented to the Meeting of the G20 Ministers of Finance and Central Bank Governors, February 2013, Moscow, Russia. <http://www.g20.org/news/20130228/781245645-print.html>

<sup>2</sup> All monetary amounts are in US dollars unless otherwise indicated.

<sup>3</sup> Denotes countries where GFDRR grant or team engagement has supported risk reduction.



## Contact

**Shaela Rahman**

GFDRR

[srahman@worldbank.org](mailto:srahman@worldbank.org)

### **GFDRR PILLAR:** Risk Reduction

People in vulnerable countries will be better protected through improved planning, better building practices and increased investments in vulnerability reduction.