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and Recovery **STRATEGY**
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GFDRR

Bringing resilience to scale





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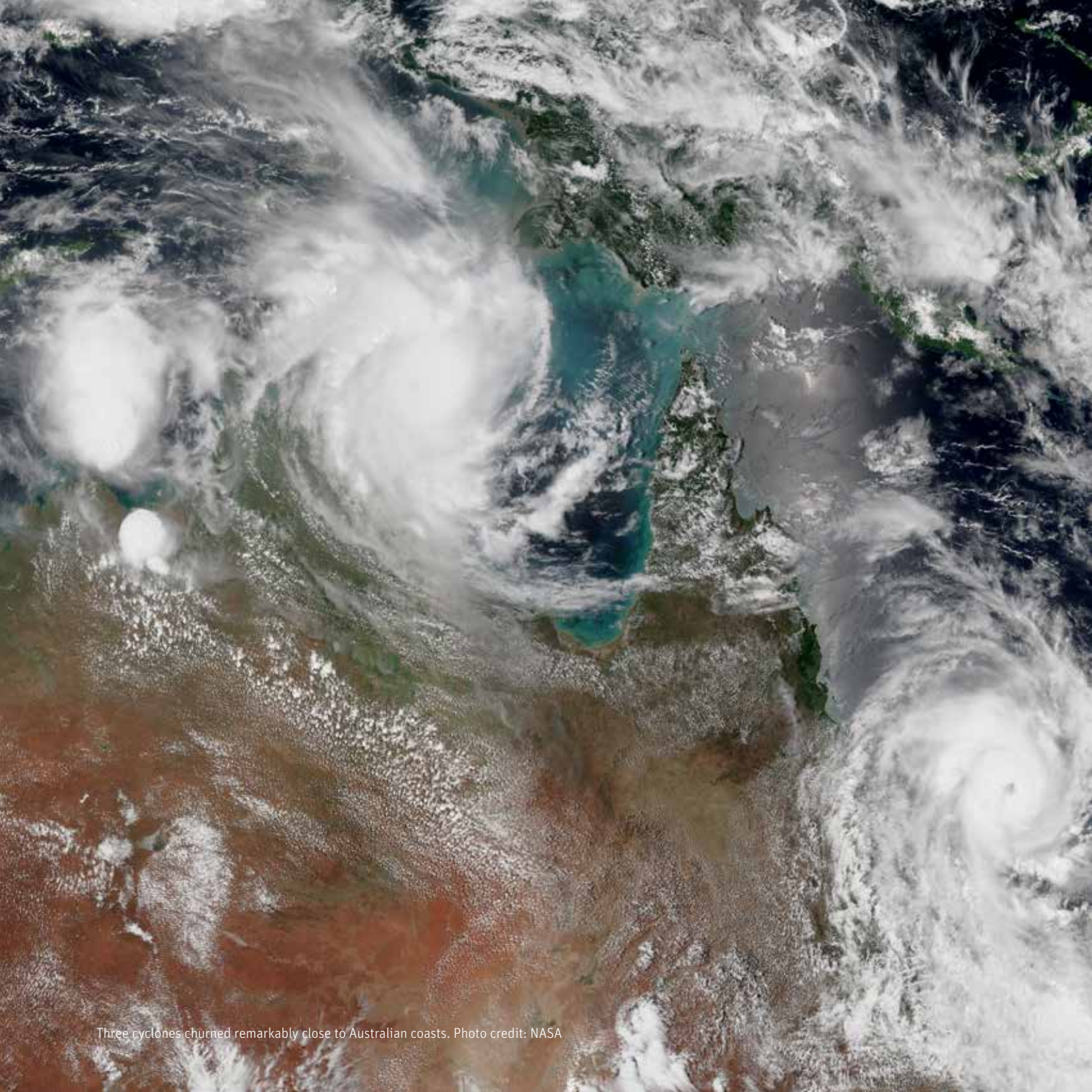
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Three cyclones churned remarkably close to Australian coasts. Photo credit: NASA

Disaster Risk Management is a *Development Challenge*

Achievement of the Sustainable Development Goals, the Paris Agreement, and the Sendai Framework for Disaster Risk Reduction is challenged by a world of accelerating and transformative shifts, widespread disruptions, and persistent inequity. As the range and complexity of risks rapidly grow and evolve, there has never been a more opportune time or urgent need to bring together good development practices, efforts to address climate change, and effective disaster risk management policies.

Disasters are already keeping people and countries in poverty through direct and indirect losses to property and livelihoods. This trend will only be exacerbated as people increasingly feel the effects of climate change. Development objectives—such as the eradication of extreme poverty and universal access to basic services—will not be achieved without enhanced action to manage risks.

The Global Facility for Disaster Reduction and Recovery (GFDRR) recognizes that sustainable development cannot be achieved by adding a layer of risk management upon ‘business-as-usual’ development. Instead, meaningful risk reduction can only be achieved by influencing development. This can be obtained by identifying risks and designing more resilient development plans and projects so that the creation of new risk is minimized and existing risks are reduced over time; and by strengthening the ability of people, institutions, and economies to manage, mitigate, and absorb residual risks and unavoidable shocks.

Research has clearly established and quantified the link between risk, poverty, and development.¹ Poverty is an important driver of vulnerability, where the poorest are twice as likely to live in fragile housing that can be completely destroyed by even a minor earthquake or storm. As the wealth of the poorest is typically in the form of housing or

other physical assets that are easily damaged or destroyed by disasters, a disaster can substantially increase the number of people living in extreme poverty. Failure to address this inherent vulnerability means that hazards, such as floods, droughts, storms, earthquakes, and tsunamis push up to 26 million people into poverty every year, even without accounting for secondary impacts such as adverse health effects. Clearly, tackling poverty reduces risks, and reducing risks helps to tackle poverty.

Fortunately, good development—which takes into account disaster and climate risk in its design and implementation—provides a powerful tool to reduce risk and vulnerability. Research shows that without significant intervention, more than 100 million people may fall into poverty by 2030 as a result of climate change. However, if we embrace good development practices, then we can dramatically reduce this number by 80 percent or more.² Similar analysis for unplanned urbanization shows that in rapidly growing cities, 77 million people can be prevented from falling into poverty simply by applying good development policies that account for disaster and climate change risk.³

The most efficient tools to make communities more resilient and help them prepare for, cope with, and recover from disasters are the same tools that are central to poverty reduction. These tools however must be adapted to account for increasing hazardous events, changing climate, and other risks. For example, risk sensitive urbanization and land-use planning policies create economic opportunities without putting people unnecessarily at risk. Similarly, universal access to infrastructure and basic services such as energy, water, and sanitation builds human capital and lessens exposure to environmental shocks. Stronger social protection systems, better managed public finances,

² See the GFDRR-supported World Bank report “Shock Waves.”

³ See the GFDRR report “Investing in Urban Resilience.”

¹ See the GFDRR-World Bank report “Unbreakable.”

and universal access to education and financial services are all essential tools people need not only to manage risks, but also to invest and innovate (see Box 1). However, this potential can only be realized when all development projects consider their design and implementation.

While targeted climate change adaptation and disaster risk management projects have a critical role to play, the most efficient way to reduce poverty and population vulnerability is

through inclusive climate- and disaster-informed development. From a policy standpoint, this means that the Sendai Framework and the Paris Agreement are not only inseparable from the broader development agenda and the Sustainable Development Goals, but they are in fact fundamental to achieving sustainable development. To contribute to the global development agenda, GFDRR will strive to ensure that disaster and climate resilience is central to the development process by continuing to influence development partners over the next three years.

Box 1: Resilience and Poverty Reduction

- **Cities are engines of socioeconomic growth and smart land-use and urbanization planning should be priorities for rapid and balanced development. If such planning integrates measures to manage and account for disaster and climate risks—for instance, by steering urban development toward safe areas and away from flood prone areas—they can also be critical risk-reduction instruments.⁴ However, rapid urbanization can also be the main driver in the increase of risk and disaster losses if these risks are disregarded in the development planning process⁵ or if such planning is largely absent in the face of poor governance and uncontrolled migration.**
- **Achieving universal access to infrastructure and basic services, such as education, health care, drinking water, sanitation, telecommunications, and electricity, is a development and poverty-reduction priority. People with access to such services are less vulnerable to natural hazards if infrastructure is well-designed. Appropriate sanitation reduces flood risk by removing waste that would otherwise block drainage systems and contributes to reduced water pollution after flooding, mitigating negative impacts on health—especially for children and the elderly. Telecommunications and electricity improve access to information and help early warning systems save lives. However, in situations where governance is poor, investment in such infrastructure is insufficient or does not consider that disaster risk, infrastructure damage, and service interruptions can have a cascading and compounding effect with devastating impact on economic growth.**
- **Financial inclusion, disaster risk financing and insurance, social protection systems, and social safety nets have a proven positive impact on poverty and development. Conditional cash transfers contributed to a rapid poverty decrease in Latin America, and the approach is now being used in many developing countries. When structured as ‘adaptive social protection,’ these systems can help people and communities recover more quickly from disasters, reducing the likelihood of humanitarian crises. However, if disaster and climate risks are disregarded in the design of these instruments, they may create an unsustainable burden on public finance and inadvertently magnify the consequences of disasters.**

⁴ See the GFDRR report “Investing in Urban Resilience.”

⁵ See the GFDRR report “The Making of a Riskier Future.”

VISION A world where resilient societies manage and adapt to ever-changing disaster and climate risk, and where the human and economic impact of disasters is reduced.

MISSION To facilitate implementation of the Sendai Framework for Disaster Risk Reduction, and to contribute to the achievement of the Sustainable Development Goals and the Paris Agreement, by ensuring that all development policies, plans, and investments—including post-disaster reconstruction—are designed to minimize disaster risks and build the resilience of people and economies to climate change.



Students at a Nepalese school practice earthquake preparedness. Australian Department of Foreign Affairs and Trade/flickr, CC BY-SA.

About GFDRR

GFDRR is a global partnership established in 2006 to support developing countries to understand, manage, and ultimately reduce their risk from natural hazards and climate change. Hosted at the World Bank, GFDRR is supported by 37 countries and 11 international organizations, and works with over 400 sub-national, national, regional, and international partners.

GFDRR's governance, mission, and operating framework are defined in its Partnership Charter.⁶ The long-term strategic objectives of GFDRR are set and monitored by the Consultative Group (CG), which is GFDRR's primary advisory and decision-making body. The CG includes donor members and observers, invited developing country members, intergovernmental organizations, international financial institutions, and civil

⁶ GFDRR Partnership Charter: <https://www.gfdr.org/sites/default/files/publication/partnership-charter.pdf>

society organizations. The CG is chaired by the World Bank and co-chaired by a contributing CG Member that rotate annually.

The GFDRR Secretariat carries out GFDRR's mission, and is responsible for the preparation of the annual work program, awarding and monitoring of grant resources, as well as reporting to the CG. The large majority of GFDRR grant resources are dedicated to its in-country engagements that support on-the-ground implementation of the Sendai Framework. The GFDRR Secretariat also maintains thematic initiatives that provide technical expertise to help advance strategic areas of engagement and facilitate global cooperation.

Promoting resilience to climate change and enabling gender equality are both central to achieving GFDRR's mission, and these two themes are embedded into all GFDRR activities.

GFDRR's Comparative Advantage

GFDRR's comparative advantage builds on its unique position within the World Bank to finance engagements that leverage larger development operations and policies. In particular, GFDRR supports technical assistance and analytical work that enables financing by international financial institutions—including IBRD, IDA, the Climate Investment Funds, and other international financial institutions—to ensure that investments enhance resilience and reduce risks. In doing so, GFDRR leverages development programs well beyond the resources it manages, maximizing development impact.

GFDRR capitalizes on a combination of disaster risk management, climate change adaptation, and development expertise. It does so through its in-house thematic teams, its strong partnership with the World Bank, and its collaboration with extensive networks of partner institutions. This ensures all GFDRR activities are implemented to the highest quality standards, with efficiency gains achieved through the sharing of knowledge and experiences. Disaster risk management is inherently multi-disciplinary, and GFDRR recognizes that one

size does not fit all; therefore, GFDRR packages innovation, best practice solutions, capacity building, and global technical experts to support decision makers to overcome entrenched disaster risk management challenges on the ground.

Finally, GFDRR financed projects are implemented under standard policies and procedures of the World Bank. This means that donor funds are spent according to rigorous financial management, safeguards, and procurement policies, among others. This ensures that whether GFDRR projects are executed by the World Bank on behalf of government partners, or by national or sub-national agencies themselves, they are held to the highest standards. A rigorous approach to monitoring, evaluation, and learning results, combined with more than a decade of implementation experience and deep relationships on the ground, means that GFDRR—through its partners—is an effective catalyst for creating long-term positive change.



Photo credit: Thinkstock.com

Operating Principles

GFDRR's strategy is underpinned by seven operating principles detailed below.

Demand-driven approach to ensure maximum impact

Development programs can only have a deep and lasting impact if they emerge from, and are embedded in, national priorities and institutions. GFDRR-funded activities respond to specific requests from national and sub-national authorities, ensuring the necessary ownership needed to achieve positive results. A demand-driven approach also helps countries more effectively coordinate support from other development partners.

Leveraging development investments and policies

To achieve the scale needed to make vulnerable communities resilient, GFDRR finances activities that are expected to have the most impact. GFDRR provides technical and/or financial assistance to leverage additional investment for resilience building by informing and mobilizing resources from national governments or development partners; enabling development investment by directly supporting the design/ or implementation of a DRM operation; and co-financing DRM operations with other development partners to increase the scale of interventions, which often lead to domestic investment and policy change. Since its creation in 2006, GFDRR has helped leverage over \$20 billion of investment for disaster and climate resilience operations from the World Bank alone, and over \$2 billion from other development partners.

Focusing on inclusive design and participation

Resilient development will not be achieved unless all stakeholders are involved in the planning and implementation of disaster risk management interventions. Therefore, GFDRR's activities are designed to ensure that activities addressing disaster and climate risk engage all levels of society, especially civil society and communities, who can champion disaster and climate risk management solutions, bringing resilience to scale. Furthermore, GFDRR is committed to integrating disability, age, poverty, and other social vulnerability dimensions in its activities to inherently ensure inclusive and equitable outcomes.

Empowering women and mainstreaming gender

Focus on the gender dimension addresses the unique roles that women can play in preparedness, response, recovery, and resilience-building, as well as the differential vulnerabilities experienced by women and men. Moreover, specific activities are designed to: (i) ensure gender equality in disaster prevention and preparedness, and during recovery and reconstruction planning; and (ii) maximize impacts on the ground by tailoring interventions and building on the agency of women.

Jointly addressing disaster and climate risk

Climate change poses a particular threat to development achievements as it is likely to exacerbate all drivers of risk. Building on its current work in this area, GFDRR integrates resilience to climate change into all its activities by: (i) improving identification and understanding of risk under future climate scenarios; (ii) avoiding the creation of new risks and reducing existing risks; and (iii) supporting design and implementation of investment policies so that they include climate resilience measures.

Developing knowledge and sharing best practices

GFDRR is committed to ensuring that national authorities and development actors embrace evidence-based decision-making through timely access to accurate and targeted information and to state-of-the-art decision-making methodologies and tools. GFDRR achieves this by investing in analytics and research to enable advocacy; documentation and dissemination of best practices and lessons learned; and by making sure foundational disaster risk information is open, accessible, understandable, and usable by governments, the private sector, and other development actors.

Prioritizing a results-oriented approach

GFDRR reports on results achieved under its programs. Information on progress is generated at three main levels: (i) input of financing and other resources; (ii) output of projects and programs; and (iii) contribution to outcomes on the ground. This information is presented in GFDRR's Annual Report, as well as in dedicated analysis in other documents. A key characteristic of the monitoring and evaluation process is the establishment of a learning loop to ensure that lessons are applied to future programs and to objective criteria on which grant-financing decisions are made. GFDRR is also committed to improving how it measures resilience and the impact of disaster risk management interventions on the ground, a challenge that will be overcome by expanding analytical activities with partners.

Areas of Engagement

GFDRR's approach to delivering on its strategy is organized by priority areas of engagement, which support priorities for action outlined in the Sendai Framework, as well as contribute to achievement of the Sustainable Development Goals and the Paris Agreement.

Promoting open access to risk information

An understanding of risk is the foundation upon which all disaster and climate resilience actions are built. GFDRR utilizes cutting edge science and technology to create robust disaster risk information that is openly available and easily understandable by all actors responsible for managing disaster and climate risk. Moreover, GFDRR supports communities to map their exposure to disasters and climate change, ensuring that their voice and knowledge is part of the resilience solution. This data, knowledge, and insight underpins all GFDRR strategic objectives. By 2021, GFDRR aims to make **disaster risk information openly accessible at the district level in all its countries of engagement.**

Promoting resilient infrastructure

Publicly funded infrastructure such as transport, health care, drinking water, sanitation, telecommunications, and electricity, must be designed as resilient, so that basic services are maintained during disaster and infrastructure users are not put at risk by sub-standard structures. Furthermore, infrastructure development attracts population and investment, and its localization should be such that it steers development toward safer areas. GFDRR provides technical assistance to governments to improve the design, operations and maintenance, and contingency planning of new and rehabilitated infrastructure. One area of focus for GFDRR is making school infrastructure safe and resilient by informing planned or ongoing investments. Over the next three years, GFDRR aims to expand its efforts to build safer schools in at least 10 additional countries to make an estimated **200,000 classrooms safer from disasters, benefitting up to 7 million students.**

Scaling up the resilience of cities

Unless urban planning practices radically change, urbanization will remain one of the major drivers of the increase in risk in the next decades. GFDRR will support at least 30 cities to develop and implement resilience plans through its partnership with the urban development team of the World Bank and Medellín Collaboration. This initiative will align identified investments in resilience with viable financing strategies, ensuring that plans become actions. The program aims to support a doubling of the World Bank program on urban resilience and leveraging at least **\$1.5 billion over the next three years, from public and private resources.**

Strengthening hydromet services and early warning systems

Governments around the globe are demanding better access to effective hydro-meteorological services and early warning systems, as success stories continue to highlight their value in saving lives and livelihoods. GFDRR offers technical expertise and capacity building, both to governments supporting the design of hydromet modernization programs and through its engagement in the World Bank/WMO Africa Hydromet Initiative and the Climate Risk Early Warning Initiative (CREWS). Through CREWS, and other initiatives, **100 million people in low income countries and small island states will get access to climate early warning services over the next three years.**

Deepening financial protection

The ability of governments to manage the financial impact of disaster and climate shocks is critical to long-term recovery and sustainable development. GFDRR, through its partnership with the Finance and Markets Global Practice of the World Bank, connects financial expertise with government and industries to develop comprehensive financial protection strategies, create innovative policies and instruments, and structure effective financial protection programs. By 2021, GFDRR aims to train more than **500 government officials in financial protection and enable direct and indirect insurance programs that will eventually cover more than 100 million people.**

Building resilience at community level

Through its Inclusive Community Resilience (ICR) Initiative, GFDRR taps into grassroots expertise in disaster risk management and promotes scalable models that engage directly with communities to empower them to lead resilience actions. Over the next three years, GFDRR aims to work with the World Bank teams to extend support through adaptive social protection, including documenting lessons learned and promoting areas of engagement. As a result of this initiative, **community engagements and social protection will eventually reach at least 15 million people by 2021.**

Deepening engagements in resilience to climate change

Climate Change is both an operating principle and an area of engagement to support integration of resilience to climate change in its program. GFDRR provides specialized expertise, data, tools, and technical assistance to ensure all investments in resilience are designed taking into account future climate change and variability. This is especially critical for projects or policy related to long-lived investments, such as in urbanization or transport, which need to be designed today with deep uncertainty on future climate patterns. This work takes place through partnerships with sectors such as transportation, education, and others, which will be continued and expanded to new sectors. Through its activities GFDRR pays greater attention to small island nations, which are particularly exposed to increasing frequency and intensity of hydro-meteorological events and sea level rise. Over the next three years, GFDRR will **target enabling at least US\$ 3 billion in climate resilience investments from development partners.**

Enabling resilient recovery

GFDRR has been engaged in every major disaster since its creation in 2006, helping countries assess the impact of disasters and supporting recovery planning including in fragile and conflict situations. GFDRR has developed substantial knowledge and expertise in needs assessment and recovery planning. Over the next three years, GFDRR will aim to **provide training to at least 1,000 government officials** on post-disaster assessment and recovery planning. GFDRR aims to strengthen its standby response capacity to help coordinate and support post disaster assistance.

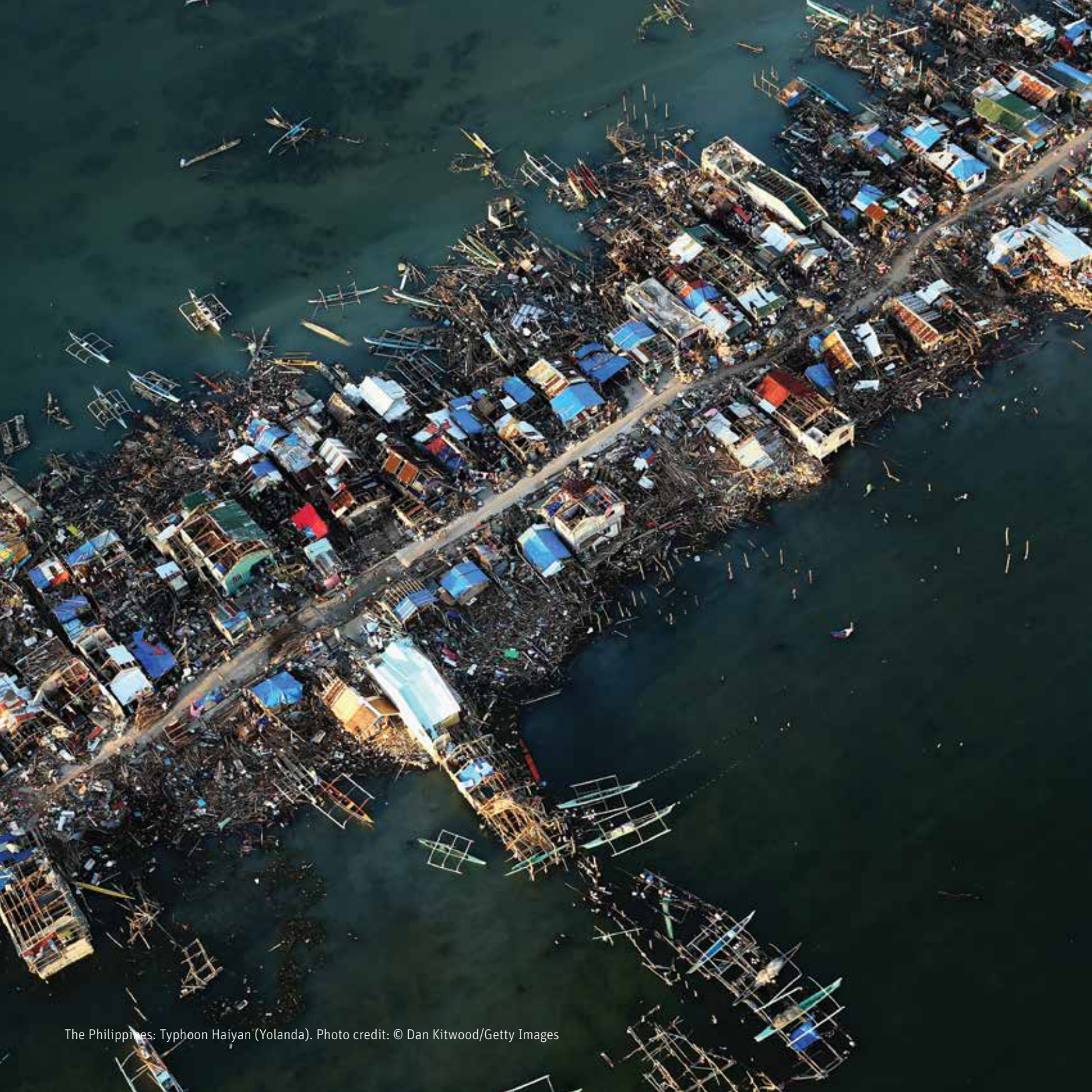


Red Cross Red Crescent Climate Center presents a datasculpture "Go with the Flow," which visualizes river flow data in Togo from 2005 to 2015.
Photo credit: Andrea Basso

Seeking Strategic Partnerships

GFDRR values its engagements with partners who are equally committed to achieving a resilient future, and will continue to build strategic partnerships across the UN system, NGOs, national and sub-national governments, regional organizations, academic institutions, and other communities of practice. To advance its mission, GFDRR will continue to strengthen strategic initiatives in key areas including through its partnerships with:

- United Nations Office for Disaster Risk Reduction (UNISDR), to mobilize action on global resilience by raising awareness and providing robust analysis on the developmental and economic benefits flowing from risk management and resilience interventions;
- Understanding Risk Community and other key fora to unlock access to risk information and harness science to quantify and communicate risk information;
- A network of NGOs led by Save the Children, as well as with private sector partners, to ensure that school infrastructure is safe from disasters;
- Medellín Collaboration on Urban Resilience—an alliance formed in 2014 consisting of ten key international organizations to enable city authorities to maximize efforts to build resilient urban environments;
- World Meteorological Organization and National Hydro-meteorological Services to modernize critical hydro-meteorological services, to make progress toward universal access to early warnings through the Climate Risk Early and Warning Systems Initiative (CREWS);
- International Federation of Red Cross and Red Crescent Societies, the Global Network of Civil Society Organizations for Disaster Reduction, GROOTS, and other grassroots organizations to empower communities for inclusive disaster risk management solutions; and
- World Bank, the European Union, and the United Nations Development Programme, to enhance global response after disasters by supporting coordinated actions by and by developing tools to manage and inform reconstruction.



The Philippines: Typhoon Haiyan (Yolanda). Photo credit: © Dan Kitwood/Getty Images



www.gfdrr.org The Global Facility for Disaster Reduction and Recovery (GFDRR) is a global partnership that helps developing countries better understand and reduce their vulnerabilities to natural hazards and adapt to climate change. Working with over 400 sub-national, national, regional, and international partners, GFDRR provides grant financing, technical assistance, training, and knowledge sharing activities to mainstream disaster and climate risk management in policies and strategies. Managed by the World Bank, GFDRR is supported by 37 countries and 11 international organizations.