

# Managing Disaster Risks for a Resilient Future

*A Strategy for the Global Facility for Disaster Reduction and Recovery 2013 – 2015*

## MEMBERS



## OBSERVERS



*This Strategy was endorsed by the GFDRR Consultative Group (CG) in December 2012*

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## introduction

This Strategy for the Global Facility for Disaster Reduction and Recovery (GFDRR)—*Managing Disaster Risks for a Resilient Future*—is set in a context of global consensus on the urgent need to build greater resilience to disasters. The 2012 World Bank Group/International Monetary Fund Annual Meetings, for example, called on national governments and development partners to accelerate efforts to proactively manage growing disaster risks.<sup>1</sup> Earlier in the year, the G20 meetings in Mexico in June 2012 called for action to counter rising costs from natural disasters,<sup>2</sup> and the Busan High-Level Forum on Aid Effectiveness in December 2011 (Box 1) demonstrated the importance of this issue for the aid agenda.

Collective action under the International Strategy for Disaster Reduction has played an important role in securing this global momentum. In line with the GFDRR Partnership Charter<sup>3</sup>, this strategy seeks to build on this opportunity and reaffirms GFDRR's commitment to advance and scale up coordinated financial and technical assistance to disaster prone countries.

<sup>1</sup> Through the 'Sendai Dialogue' event and report launch; a GFDRR-supported event of the World Bank and the Government of Japan. The resulting statement is available here: <http://www.gfdr.org/gfdr/node/1301>

<sup>2</sup> This call was supported by a Government of Mexico/World Bank (2012) Report Improving the Assessment of Disaster Risks to Strengthen Financial Resilience; a compilation of DRM actions undertaken in G20 and other countries.

<sup>3</sup> <http://www.gfdr.org/gfdr/node/122>

**BOX 1: Extract from the Busan Statement on Disaster Risk Management, 2011**

We must ensure that development strategies and programmes prioritize the building of resilience among people and societies at risk from shocks, especially in highly vulnerable settings, such as small island developing states. Investing in resilience and risk reduction increases the value and sustainability of our development efforts. To this end:

- A:** Developing countries will lead in integrating resilience to shocks and measures for disaster management within their own policies and strategies.
- B:** Responding to the needs articulated by developing countries, we will work together to invest in shock resistant infrastructure and social protection systems for at-risk communities. In addition, we will increase the resources, planning, and skills for disaster management at the national and regional levels.

Source: Busan Partnership for Effective Development Co-operation, Fourth High Level Forum on Aid Effectiveness, Busan, Republic of Korea, 29 November to 1 December 2011, p. 8.

GFDRR has experienced rapid growth since 2006<sup>4</sup>, in response to growing demand from developing countries. GFDRR scaled up support to disaster prone countries—over 50 in total—with deeper programmatic engagement in 31 prioritized countries. This was possible only as a result of a substantial expansion in financial support provided by its donors. Annual commitments to activities made by the program have grown from US\$6.4 million in FY07 to US\$46.7 million in FY2012, and this demand continues to grow.

An overarching lesson learned during this period is that reducing risks requires large-scale, sustained investment. GFDRR has been most successful where it has leveraged investment in resilient development by the World Bank and others, and it has achieved this through small-scale investment in knowledge, capacity and innovation. Within this context, the comparative advantage of GFDRR has become clearer and is two-fold: (i) the Facility's position within the World Bank and (ii) the diverse nature of its partnership. This double-sided characteristic of the Facility requires careful navigation, but the opportunities it presents are significant.

The Facility's position in the World Bank provides an opportunity to leverage the financial, political and human resources the institution holds. As the world's leading development finance institution, the World Bank provides a platform for incorporating risk reduction into billions of dollars of development assistance in disaster prone countries. The technical and financial assistance that GFDRR provides is integrated with these operations, and seeks to leverage investment that builds resilience. The institution is engaged in continuous dialogue with Ministries of Finance and Development Planning, which also means that small investments by GFDRR can stimulate the consideration of disaster risk at the highest levels of national policy making. In global policy, GFDRR is well positioned to leverage the influence of the institution in forums such as the World Bank Group's Spring and Annual Meetings, the UN General Assembly, and the G20.

The nature of the GFDRR partnership also provides a vehicle for international and inter-institutional cooperation. For example, through GFDRR, the World Bank has worked with regional agencies with which it tends not to engage, such as the Association of South

<sup>4</sup> The World Bank, the UN, and donors launched GFDRR as a global partnership program of the UN ISDR System in 2006 after the World Conference for Disaster Reduction in Kobe, Japan to operationalize the vision articulated in the HFA 2005-15.

Eastern Asian Nations (ASEAN), the Africa Caribbean Pacific (ACP) group of countries, and the African Union Commission (AUC). The composition and nature of the GFDRR partnership has expanded and diversified, and its role within the United Nations International Strategy for Disaster Reduction (UNISDR) System has evolved. In particular, this is demonstrated by a number of low and middle income countries joining as members or observers. GFDRR has also stepped up engagement with international organizations representing different groupings of countries, including for example the Islamic Development Bank. Such outreach has brought together actors with different perspectives on the disaster risk management (DRM) agenda, including those representing both the humanitarian and sustainable development agendas.

Within this context, two main objectives guided the development of this strategy. These were: (1) to revise the existing strategy to take account of the evolution and impact of GFDRR during the period 2009-12; and (2) to streamline the existing strategy in order to more clearly articulate the vision, mission, pillars of action and guiding principles of GFDRR. This resulting document provides an operational framework for the GFDRR Secretariat for the period 2013 to 2015. It will facilitate engagement with partners and other stakeholders, with whom the GFDRR Secretariat has consulted extensively during development of the strategy.<sup>5</sup> The strategy also draws from feedback received from its Consultative Group (CG) during the implementation of the previous strategy (2009-12) and a series of independent evaluations of the program.<sup>6</sup>

The implementation period coincides with many important global deliberations on the nature of international cooperation in disaster risk management (DRM) and climate change adaptation. Most notably, 2015 signals the end of the period covered by the Hyogo Framework for Action (HFA) 2005-15 (Box 2). Policy dialogue to shape a new global framework for building resilience to disasters has begun, but there is a long journey ahead. *Managing Disaster Risks for a Resilient Future* should therefore be considered in this context as an interim strategy, and one that will position GFDRR to contribute knowledge and experience to the post-2015 dialogue.

#### BOX 2: 2015 – A Pivotal Year for Global Commitments to Building Disaster Resilience

2015 presents a significant opportunity to advance the DRM agenda as a development priority. Most notably, the Millennium Development Goals and the Hyogo Framework for Action reach their target dates in 2015, and discussions led by UNISDR are underway to map out what has been achieved and what remains still to be accomplished in a post-2015 agreement. On the climate change side, the Durban Platform agreed in December 2011 to negotiate a new climate change treaty by 2015, which will include measures to address disaster risk. The Sustainable Development Goals proposed in the run up to the Rio+20 Summit will also emerge in next few years, which provides additional opportunity for scale up and convergence of efforts to build resilience to disasters as an integral part of sustainable development.

*Managing Disaster Risks for a Resilient Future* begins with an articulation of the central problems that this strategy seeks to address. This is followed by the operational strategy. The vision, mission and pillars of action for GFDRR are set out, followed by a discussion of some of the key considerations for implementation.

<sup>5</sup> The GFDRR Secretariat conducted virtual and face-to-face consultations during the period July – October 2012.

<sup>6</sup> Including those conducted by Universalia in 2010, and DFID and AusAid in 2011.



## seven problems to solve

Disasters are an increasing threat to sustainable development. Evidence suggests that disaster risks are rising at a rate that significantly outstrips progress in building resilience. Disasters exacerbate inequity because they impact vulnerable groups the most, which can in turn exacerbate fragility and conflict. In economic terms, losses from disasters have been on an upward trend: 2011 was the costliest year on record, with estimated losses of around US\$380 billion.<sup>7</sup> In low-income and small-island states the impact can be crippling: losses resulting from the Haiti earthquake in 2010 were equal to 120 percent of GDP, while a hurricane in Grenada in 2004 triggered losses equivalent to more than 200 percent. The relentless increase in disaster losses is likely to continue as a result of factors including unplanned urban growth, poor natural resource management, and climate change. Evidence suggests that rapid and unplanned urbanization is currently the single largest driver of disaster risk. In the longer term—without a major breakthrough in global negotiations—the world will likely exceed a +2 °C climate change scenario before the end of this century. This would have major implications on global ecosystems, agriculture and water supply, sea level rise and storm surges (Box 3).

<sup>7</sup> Munich Re (2012).

**BOX 3: IPCC Assessment of the future of climate and weather extremes**

The IPCC 2012 *Special Report on Extreme Events*<sup>8</sup> presents the latest scientific consensus on the impact of climate change on disaster risks. It states that “a changing climate leads to changes in the frequency, intensity, spatial extent, duration, and timing of extreme weather and climate events, and can result in unprecedented extreme weather and climate events.”<sup>9</sup> For example, the report anticipates that “it is likely that the frequency of heavy precipitation or the proportion of total rainfall from heavy falls will increase in the 21<sup>st</sup> century over many areas of the globe” and that “a 1-in-20 year annual maximum daily precipitation amount is likely to become a 1-in-5 to 1-in-15 year event by the end of the 21<sup>st</sup> century in many regions”.

Developing countries rarely have the tools or expertise to consider disaster risks through their development planning and investment. Governments rarely account for disaster losses, collect data, and assess risks systematically. In the coming decades, trillions of dollars will flow into new public investments in developing countries, much in hazard-prone areas. New buildings in growing cities need not be located in risky areas, or built in sub-standard ways. Countries need better territorial planning, sound environmental policies to maintain ecosystem buffers, appropriate building practices, and a culture of prevention and early warning.

DRM policies do not always translate into local action. One of the key findings of the mid-term review of the implementation of the HFA, for example, was that implementation of the framework at the local level has been insufficient.<sup>10</sup> Effective DRM strategies are often those that promote an appropriate division of labor and resources between all levels of government, but this is often difficult particularly in low-income countries. Civil society organizations (CSOs) are a critical partner in building local resilience, but are not routinely engaged in government-led programming.

Many developing countries lack the financial capacity to respond immediately after a disaster. Governments are expected not only to finance recovery and reconstruction expenses for public assets after a disaster but also to ensure quick recovery. Disasters whether large or smaller in scale (but recurring) can be a significant fiscal burden, and therefore a threat to economic development.<sup>11</sup> Without financial protection mechanisms in place, governments often find themselves under pressure to draw funding away from basic public services or divert funds from other development programs.

The potential of partnership with the private sector in building resilient societies is not yet fully harnessed. Commercial companies dominate the construction sector and can influence the safe design, location and construction of buildings and other infrastructure, for example schools and hospitals. Partnerships between the public and private sector in this regard can be important, but are not common in developing countries. The insurance and reinsurance industries have built commercial value out of modeling, understanding and trading in disaster risk, and this is an area with significant untapped potential. Similarly, technical communities of mapping and GIS experts and social researchers hold expertise that is highly applicable to the management of disaster risks.

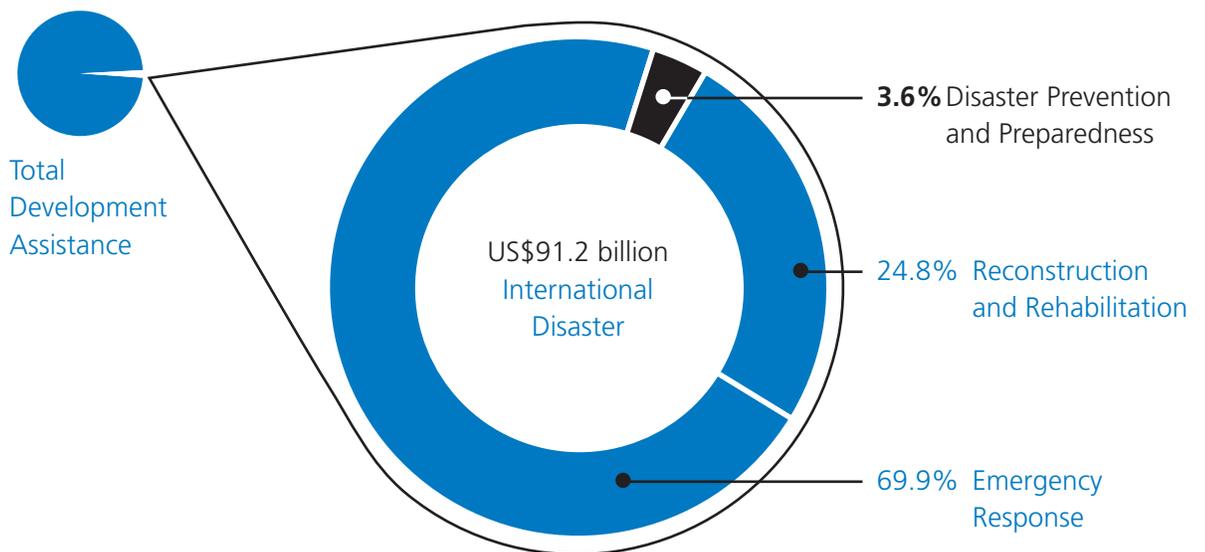
<sup>8</sup> IPCC (2012).

<sup>9</sup> IPCC, 2012: 7.

<sup>10</sup> [www.unisdr.org/files/18197\\_midterm.pdf](http://www.unisdr.org/files/18197_midterm.pdf)

<sup>11</sup> World Bank, 2012.

Support from the international community for DRM is critical, but donor financing is still driven by *ex-post* rather than *ex-ante* approaches. Analysis commissioned by GFDRR shows that between 1980 and 2009, about 2 percent (US\$91.2 billion) of total development assistance was allocated for disaster-related activities.<sup>12</sup> Of this US\$91.2 billion, the majority was spent on emergency response, while reconstruction accounted for one quarter. Disaster prevention and preparedness accounted for just 3.6 percent. This is a tiny figure given the scale of the threat disasters pose to development.



**FIGURE 1:** Disaster-related international financing (constant US\$ 2009) with average percentage of disaster related financing going to emergency response, reconstruction, and prevention and preparedness. The Sendai Report: Managing Risks for a Resilient Future, Government of Japan / World Bank 2012

Source: Global Facility for Disaster Reduction and Recovery (GFDRR) Disaster Aid Tracking Database. Note: Figures are constant US\$ 2009. Remaining 1.7 percent (US\$1.5 billion) of the total disaster-related assistance is classified under 'Emergency Assistance and Reconstruction, combinations of purposes' category and is not included in the figure above.

The World Bank and other development finance institutions are only part-way on the journey towards institutionalizing DRM in its policies and operations. An institutional shift has begun in the World Bank, for example, away from the tendency to treat disasters as interruptions in development and towards seeing them as risks to be managed as *part* of development. According to a new report by the World Bank's Independent Evaluation Group (IEG), there has been both a quantitative and a qualitative improvement in the way the World Bank's Country Assistance Strategies (CASs) have treated disaster risk issues, and a clear shift toward risk reduction in Bank-supported investment projects since 2006<sup>13</sup>, when GFDRR was established. However, the report also highlights that there is more to be done to systematically integrate an assessment of risks into the design and implementation of World Bank-financed projects.

<sup>12</sup> [gfdrr.aiddata.org](http://gfdrr.aiddata.org)

<sup>13</sup> Independent Evaluation Group, 2012.



## operational strategy 2013–2015

### Vision

A world where resilient societies manage and adapt to emerging disaster risks and the human and economic impacts of disasters are reduced.

### Mission

In line with the GFDRR Charter, the mission of GFDRR is to protect lives by: (i) expanding and strengthening global and regional partnerships to coordinate and scale up technical and financial support for national DRM and climate change adaptation; (ii) contributing towards mainstreaming disaster risk reduction and climate change adaptation as key elements of sustainable development; and (iii) assisting post-disaster countries in achieving efficient, effective, and resilient disaster recovery.

### Theory of Change

The Strategy is driven by the central hypothesis that disaster risk is inherent to development, but that action can be taken to build resilience. Research shows that the biggest driver of disaster risk globally is the growth of population and assets in hazard prone areas. Migration to coastal areas and the expansion of cities in flood plains, coupled with inappropriate building practices, are among the main reasons for the recent increase in disaster losses. Theory of Change suggests that by acting firmly and immediately to reduce vulnerability and strengthen resilience, countries can protect lives and assets from known risks. At the same time, countries can also control the creation of new risks if they implement the right policies and interventions.

DRM should therefore be integrated – or ‘mainstreamed’ – into all aspects of development, and the outcomes systematically evaluated. Arresting the current trend of rising disaster risk—which is outpacing gains in resilience—will require a major shift in development planning and practice, including in the quality of the evidence to support such changes. This includes large-scale investment in hard measures, like resilient infrastructure and the physical protection of cities. It will also require increased investment in soft measures like early warning, land use planning, institution building and the application of new technologies and innovative solutions.

GFDRR’s comparative advantage within the ISDR partnership is that it is positioned to influence policy making and investment in these measures at the required scale. During 2013-15, GFDRR will seek to leverage its partners, including the World Bank and national governments to achieve the scope of policy change and scale of investment required. GFDRR will also continue to develop and test innovative approaches to disaster risk reduction to provide proven and potentially transformative solutions to the challenge of DRM.

## Pillars of Action

Five pillars of action provide the operational framework for this strategy. These are: (i) risk identification; (ii) risk reduction; (iii) preparedness; (iv) financial protection; and (v) resilient recovery. This framework is intended to provide greater clarity and specificity on how GFDRR engages resources, while also being broad enough to allow for demand-driven implementation. The pillars of action build on what GFDRR has learned about the nature of 'DRM' and, within that context, where GFDRR is best placed to focus efforts.

### Action Pillar One: Risk Identification

**Outcome:** Improved identification and understanding of disaster risks through building capacity for assessment and analysis.

Understanding hazards, exposure, and vulnerability is the first step towards managing disaster risk. People living in disaster prone areas have assessed the risks they face in various ways for centuries. Today, a range of new methods can help governments, communities and private actors assess risk. Quantifying and anticipating the potential impacts of natural hazards on society and the economy, disaster and climate risk assessments can inform decisions on how to manage risk, and facilitate access to development assistance.<sup>14</sup>

GFDRR will scale-up support for the application of risk assessment—including through risk modeling—in partner countries. In this context, GFDRR will partner with governments, international organizations, national technical bodies and civil society groups to develop capacity for open systems for creating, sharing, and using disaster risk and climate change information. This will ensure that a wide range of actors can participate in the challenge of building resilience to disasters. At the end of the strategy period, GFDRR aims to have initiated risk assessment programs in all of its priority countries.

### Action Pillar Two: Risk Reduction

**Outcome:** Avoided creation of new risks and reduced risks in society through greater disaster risk consideration in policy and investment.

Action can be taken to reduce risk through development policies and investment programs. Information about disaster risk (Action Pillar 1) can help guide investment to address existing risk, for example through the retrofitting of critical infrastructure or the establishment of social safety nets for vulnerable populations. It can also guide policies and programs that seek to avoid the creation of new risks, for example through improved territorial planning or building practice.

GFDRR will continue to work with partners to integrate disaster risk considerations into development policies and investment programs. To maximize impact, GFDRR will seek to leverage larger investments in risk reduction through its technical assistance programs. By the end of the strategy period, GFDRR aims to leverage large scale investment by government, development banks or other donors in a majority of its priority countries.

<sup>14</sup> Risk screening, and climate risk screening in particular, is increasingly becoming a development assistance requirement. For example, achieving 'climate resilient development' is a special theme for IDA16, which includes a call for the screening of IDA operations for climate risks.

### Action Pillar Three: Preparedness

**Outcome:** Improved capacity to manage crises through developing forecasting and disaster management capacities.

Adequate preparedness is essential, as risk can never be completely eliminated or reduced. Preparedness through civil protection and early warning systems saves lives, protects livelihoods and is one of the most cost-effective ways to reduce the impact of disasters. Preparedness activities include enhancing capabilities at the local level to plan for and respond to disasters, and ensuring that local actors are linked in to early warning systems.

GFDRR will continue to expand a dedicated program of activities to develop national crisis management structures and early warning systems. GFDRR will assist in: (i) strengthening national and local coordination mechanisms; (ii) applying new information and communication technologies for emergency management, and; (iii) developing critical capacities, for example in civil protection systems. Work on early warning systems will be anchored in national technical institutions, and will include the modernization and upgrade of national hydrological and meteorological services. By 2015, GFDRR aims to have substantial impact on strengthening civil protection or early warning systems in a majority of its priority countries.

### Action Pillar Four: Financial Protection

**Outcome:** Increased financial resilience of governments, private sector and households through financial protection strategies.

Financial protection strategies can help protect governments, businesses and households from the economic burden of disasters. GFDRR will seek to increase support to programs that increase the financial capacity of the state to respond to emergencies, while protecting the fiscal balance. GFDRR will also support programs that help promote the development of insurance markets at a sovereign and household level, as well as social protection strategies for the most vulnerable. By the end of the strategy period, GFDRR will have developed financial vulnerability assessments and engaged in the development of financial protection strategies in a majority of its priority countries.

### Action Pillar Five: Resilient Recovery

**Outcome:** Quicker, more resilient recovery through support for reconstruction planning.

After a disaster, the reconstruction process is an important opportunity to promote resilience. The risk awareness of governments and affected populations is at its highest in the aftermath of disasters. This therefore presents an important opportunity to change policies and practices that do not appropriately consider risk. Disasters present an opportunity to promote risk management through resilient recovery and reconstruction planning.

GFDRR will continue to support disaster-affected countries to promote risk reduction in post-disaster situations. GFDRR will continue to support governments to plan for acceler-

ated recovery, resilient reconstruction and long-term risk reduction. During the strategy period, GFDRR will seek to: (i) strengthen knowledge on damage assessment and resilient disaster recovery in 15 vulnerable countries and six regional organizations; (ii) continue to engage in Post-Disaster Needs Assessments (PDNA) when requested by affected countries; and (iii) work with partners to develop a standard recovery framework toolkit to sustain national ownership and international development cooperation post-disaster.

## Monitoring and Evaluation

GFDRR will report on results against the logical framework. Annual work plans will draw as much as possible on baseline data and include the outcomes expected to be achieved from GFDRR activities in priority countries. GFDRR will report on progress against these expected outcomes. Information will be 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 will be presented in GFDRR's Annual Report. A key characteristic of the monitoring and evaluation process will be to establish a feedback loop to ensure lessons are applied to future programs and objective criteria on which grant financing decisions are based.

Defining the success of any risk management strategy relies on defining the characteristics of resilience in social, economic, infrastructural and environmental terms. A key challenge faced by the DRM community is defining success. During the Strategy period, GFDRR intends to work with research partners—including the World Bank's Development Economics Vice-Presidency (DEC)<sup>15</sup>, UNISDR, and academic institutions—to develop new approaches to evaluating the impact of DRM interventions.

<sup>15</sup> DEC is leading the World Development Report 2014, which will focus on risk, uncertainty and crisis.



## implementing the strategy

### Outreach and Partnership Development

The successful implementation of this strategy will depend on GFDRR's capacity to support and empower its partners. GFDRR continues to diversify as a partnership and build on its inclusive governance model for international cooperation in DRM. As such, GFDRR is already providing new opportunities for cooperation and dialogue between developed, middle-income and developing countries, emerging donors, different geo-political groupings and international organizations. During the implementation of the Strategy, GFDRR seeks to strengthen its program with current partners, including the UNISDR, while engaging with new actors that have an important role to play in managing disaster risks, including multi-lateral financial agencies, civil society and the private sector.

GFDRR was established to strengthen the capacity of the ISDR system to achieve the goals of the HFA. Since 2007, the World Bank has provided grant funding to the UNISDR Secretariat through its Development Grant Facility (DGF) to ensure that it had the capacity to support and develop the ISDR system. While DGF funding will end in 2013, the partnership with UNISDR remains important for the implementation of this GFDRR strategy. UNISDR continues to shape global advocacy, drive implementation, and track progress in achieving the HFA goals. UNISDR is also mandated to lead and shape the consultations on a new global "Framework for Disaster Risk Reduction and Resilience" post-2015. UNISDR coordinates DRM efforts across the UN system and with a wider array of stakeholders, including the private sector, civil society, academic institutions and Member States. GFDRR will continue to strengthen strategic cooperation with UNISDR with a focus on promoting and supporting the capacity of regional and international inter-governmental organizations for disaster risk reduction (DRR), climate change adaptation and accelerated post-disaster recovery. GFDRR

will feed into UNISDR's global and regional advocacy and knowledge generation initiatives, drawing from its experience and practice in disaster prone countries.

GFDRR will also seek to strengthen partnerships with other UN agencies where strategic interests are aligned. A number of agencies have a significant role to play in building resilience to disasters, and further alignment and harmonization of international cooperation in this regard is needed. With UNDP, for example, there is opportunity to further exploit respective strengths in specific countries and more globally in risk identification, capacity development and PDNA. Under Action Pillar Five, GFDRR will work with UNDP to develop guidelines and training packages, and work jointly to better coordinate and align international cooperation in disaster reconstruction and recovery. GFDRR will deepen other strategic partnerships, for example with UNICEF on safe schools (Action Pillar Two) and the World Meteorological Organization on hydro-meteorological services (Action Pillar Three). With the United Nations Framework Convention on Climate Change (UNFCCC) there is opportunity to exploit synergies with the Nairobi Work Program and with the Cancun Framework of Adaptation.

#### BOX 4: Working in partnership – the case of Weather and Climate Services

Through its Weather and Climate Services Program, GFDRR is building partnerships with WMO, leading global forecasting centers and national meteorological and hydro-meteorological services (NMHSs) to improve delivery of weather, climate and hydrological products, forecasts and warnings in developing countries. GFDRR collaborates with WMO, alongside leading agencies including the US National Weather Service and American Meteorological Society, the UK Met Office, the Finnish Meteorological Institute, the China Meteorological Administration, and the Korea Meteorological Administration, to coordinate international efforts to develop capacity and modernize national weather and climate services. These efforts are aligned with global programs such as the WMO-led Global Framework for Climate Services.

GFDRR seeks to expand and develop its role as a global financing mechanism for building resilience to disasters. In line with principles of aid effectiveness, GFDRR seeks to develop and expand its role as a trustee of pooled funds in support of a common goal to build resilience to disasters and climate change. GFDRR will strive to provide flexible solutions for donors and other interested groups, and form partnerships in line with particular thematic or geographic interests of donors where appropriate. Models of good practice, such as the ACP-EU GFDRR partnership, will guide this. GFDRR will also continue to draw on the capacity of the World Bank as host institution and fiduciary agent in this regard.

During the implementation of GPS 2009-12, GFDRR stakeholders (particularly its donors) have increasingly encouraged new forms of cooperation and partnership that transcend traditional institutional barriers. Central to this has been the development and endorsement of the GFDRR Civil Society Partnership Strategy (see Box 5). While this effort is in its infancy, the implementation of this strategy will provide an important opportunity to expand and deepen initial success in this area to extend direct outreach to more localized levels of engagement. This will include, wherever possible, engagement with local civil society and sourcing and development of local expertise.

**BOX 5: The GFDRR Civil Society Strategy**

GFDRR's civil society strategy was endorsed at the 12th meeting of the Consultative Group in April 2012. In preparation GFDRR consulted with over 300 civil society organizations in 11 countries ranging from international NGOs to grassroots groups. The strategy underscores the importance of engaging with civil society in the implementation of the strategy, including on the need to support and facilitate policy dialogue between partner governments and civil society. During 2013-2015, GFDRR will: (a) perform a mapping of civil society engagement; (b) pilot engagements in three countries; (c) promote and foster public sector-civil society collaboration on disaster recovery, and; (d) document good practices on civil society engagement in DRM. Collaboration with UNISDR, the International Federation of Red Cross and Red Crescent Societies (IFRC) and groups such as those represented by the Global Network for Disaster Reduction will be critical in this regard.

<sup>16</sup> GFDRR's investment of US\$4 million in post-disaster assessments in 25 countries has leveraged an estimated US\$4.9 billion from the World Bank in 40 recovery investments over 2007-11. Over US\$1 billion of these investments are directly based on PDNA findings. An analysis of 22 of these projects reveals that nearly 70 million people are to benefit from these in sectors such as housing, water and sanitation, physical and social infrastructure, agricultural productivity, education, and livelihood support.

GFDRR will continue to work with its partners in post-crisis recovery. The UN, World Bank Partnership Framework for Crisis and Post-Crisis Situations, and the tripartite EC, UN, World Bank Joint Statement on Post-Crisis Assessment and Recovery Planning, affirm the highest level of commitment to work together in supporting disaster affected countries. GFDRR will continue to support the spirit and implementation of these agreements. Since its inception, GFDRR's Sustainable Recovery Program has assisted over 45 disaster-hit countries by providing customized post-disaster assistance. This is a reflection of the international acceptance and much-enhanced country ownership of the PDNA as a standard tool for determining disaster impact and needs and more importantly, for multi-sector recovery planning, financing and leveraging of recovery investments.<sup>16</sup>

GFDRR will strive to build stronger partnerships with multilateral development banks (MDBs) and other financial institutions. With the World Bank, GFDRR will continue and deepen its close collaboration with the World Bank's sector and regional teams. GFDRR will also seek to coordinate DRM policy and programming with other multilateral development banks through, for example, knowledge sharing and wider use of common tools and frameworks. It will draw on the capacity of the World Bank Institute to capture and share knowledge and experience.

GFDRR will engage with the private sector to document and disseminate innovative technologies for DRM that combine local know-how with global knowledge. This will include creating an enabling environment and expertise in the areas of risk assessment, which will be facilitated through expanded partnerships with research institutions, private companies and foundations. GFDRR will also expand its cooperation with the International Finance Corporation (IFC)<sup>17</sup> and benefit from its global presence, existing relationships with countries and expertise in working with the private sector.

<sup>17</sup> IFC is the private sector arm of the World Bank Group.

## Operating Principles

GFDRR will continue and deepen engagement in priority countries.<sup>18</sup> GFDRR will continue to allocate a majority of pooled funds to low-income, high-risk countries identified during the previous strategy period, in support of established, government-owned programs. The list of priority countries is subject to review, which will be guided by internal and external factors including internal progress reviews, political factors and the external donor environment.

To support implementation, GFDRR will scale-up or establish a series of central thematic programs of support. These themes will reflect those where GFDRR has identified a particular need to provide focused technical and financial support, with opportunity to build on existing work streams of key partners. Initial themes will include: (i) OpenDRI; (ii) safe schools and critical infrastructure; (iii) urban resilience; (iv) weather and climate services and early warning; and (v) disaster risk financing. These dedicated programs will act as an anchor for technical assistance, capacity development services, knowledge generation and advocacy in their respective fields.

A series of five principles will guide the implementation of the Strategy during the period 2013-15. Implementation will be:

- A. Demand-driven:** In line with the GFDRR Charter, pooled funds will be used to respond to strategic opportunities or demands outside priority countries, particularly those with transformative or leveraging potential. In this context, GFDRR will seek to support project preparation for larger disaster risk reduction investments, and for designing a disaster risk reduction component to a pipeline or an ongoing development investment program in disaster prone countries.
- B. Leveraging and Transformative:** GFDRR will prioritize those activities which present an opportunity for leveraging additional financing from the World Bank and others. Activities that may not lead directly to additional financing, but that introduce new ways of thinking and acting on risk among key individuals and institutions in disaster prone countries will be considered 'transformative'.
- C. Results-oriented:** A logical framework and associated work plan will provide the basis for monitoring and evaluating the implantation of the Strategy. GFDRR will continue to build and develop its Theory of Change, showing the linkages between the core problems being addressed, and how activities, outputs and outcomes contribute to achievement of the program objectives in an overall results chain; and making explicit the assumptions and constraints underlying these linkages. GFDRR will strive to deliver timely results to the government and people it works with. It will report on results to donors in a transparent, regular and accountable manner.
- D. Climate-smart:** GFDRR will continue to assist countries in developing effective climate change adaptation strategies and capacity, with a focus on: (i) climate risk evaluations, and identification of sector-specific adaptive investment strategies, and; (ii) seed-financing and leveraging of World Bank investments in community adaptation actions across critical, climate vulnerable sectors.

<sup>18</sup> GFDRR priority countries are selected based on the following criteria: (a) disaster risks and economic resilience-based on income classifications by the UN, the WB, IDA, the debt initiative for the Heavily Indebted Poor Countries (HIPC), and the 2005 study entitled Natural Disaster Hotspots: A Global Risk Analysis; and (b) country ownership reflected in a government's compliance with the HFA priorities and performance in ongoing GFDRR funded programs in the country.

- E. Gender-sensitive:** GFDRR will support countries to incorporate gender dimensions in national DRM strategies and include programs targeted to women and children to ensure gender equity during recovery and reconstruction planning.

When a country demonstrates ownership and capacity for managing disaster risks GFDRR will withdraw its presence and redirect resources. Criteria for GFDRR to exit a given country would be based on one or more of these factors: (i) the achievement of stated objectives; (ii) the lack of interest in partner governments; (iii) financial restrictions on the part of GFDRR; and (iv) shifting geographic concerns of donors.

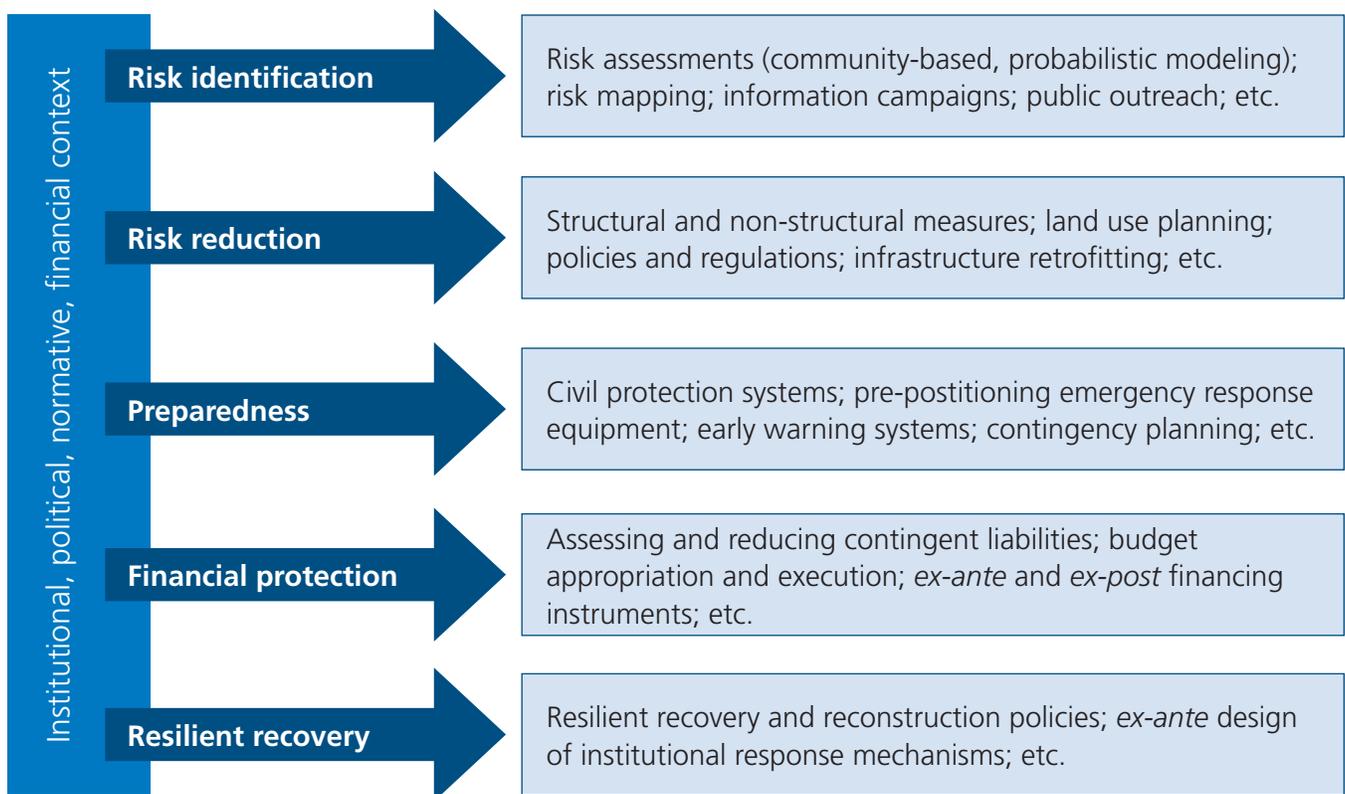
## Annex I: Logical Framework for Increasing Resilience to Disaster Risks and Climate Change

	Risk identification	Mainstreaming disaster risk reduction and climate change adaptation	Financial protection	Resilient recovery
		<i>Disaster risk reduction</i>	<i>Disaster preparedness</i>	
<b>Impact</b>	<b>Increased resilience to natural disasters</b>			
	(Number of people better protected in disaster prone countries)			
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• More systematic use of risk information in development planning</li> </ul>	<ul style="list-style-type: none"> <li>• Greater disaster risk consideration in policy and investment programs</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthened response to potential disasters</li> </ul>	<ul style="list-style-type: none"> <li>• Greater financial and response capacity of governments and private sector concerns</li> </ul>
<b>Intermediate Outcomes</b>	<ul style="list-style-type: none"> <li>• Greater availability of information about disaster risks</li> <li>• Informationalization of risk assessment knowledge and skills</li> </ul>	<ul style="list-style-type: none"> <li>• Stronger institutional Capacities for DRR and CA</li> <li>• Deliver of DDR and CA related vulnerability reduction programs</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthened disaster preparedness at multiple government levels and communities</li> <li>• Strengthened and formalized linkages between EWS, relevant authorities and communities in place</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthened policy dialogue with governments and private sector stakeholders on DRFI</li> <li>• Leveraging of investments and facilitating enabling policy environment for the introduction of contingent funding or risk transfer systems</li> <li>• Increased capacity of governments and the private sector to understand financial exposure and design financial protection strategies</li> </ul>
				<ul style="list-style-type: none"> <li>• Quicker resilient and sustainable disaster recovery</li> <li>• Disaster resilience built into the recovery process</li> <li>• Strengthened disaster recovery planning</li> <li>• Systematization of disaster recovery experiences into knowledge products and tools</li> <li>• Strengthened capacities in recovery preparedness</li> </ul>

	<b>Risk identification</b>	<b>Mainstreaming disaster risk reduction and climate change adaptation</b>	<b>Financial protection</b>	<b>Resilient recovery</b>
<b>Outputs</b>	<ul style="list-style-type: none"> <li>• Risk assessment reports</li> <li>• Hazard vulnerability and climate change information maps</li> <li>• Risk sharing tools and forums</li> <li>• Government experts trained in risk assessment</li> </ul>	<p><b>Disaster risk reduction</b></p> <ul style="list-style-type: none"> <li>• Integration of disaster and climate change resilience in key policy documents and development planning processes</li> <li>• Documentation and systematization of vulnerability reduction practices based on programmatic experience in key sectors</li> <li>• Development of national systems and forums for DRR and CCA integration in development planning</li> </ul> <p><b>Disaster preparedness</b></p> <ul style="list-style-type: none"> <li>• Operationalization of improved hydromet/early warning systems</li> <li>• Contingency plans and guidelines at various levels</li> <li>• People and/or institutions trained in disaster preparedness and response</li> <li>• Strengthened, coordinated, and multilateral disaster response and preparedness plans and systems in place</li> </ul>	<ul style="list-style-type: none"> <li>• National studies on options for disaster risk financing</li> </ul>	<ul style="list-style-type: none"> <li>• PDNA's and recovery frameworks</li> <li>• Number of people trained in PDNA and recovery planning</li> <li>• Knowledge products for systematic and resilient recovery</li> </ul>
<b>Activities/Inputs</b>	<ul style="list-style-type: none"> <li>• Supporting risk assessments</li> <li>• Opening and sharing risk information</li> <li>• Building capacity of government counterparts and experts to conduct risk assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Design and technical review of national early warning systems</li> <li>• Development of national and local contingency planning tools</li> <li>• Disaster management capacity building programs for public, private, and community stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Workshop and training in the use and adoption of disaster risk financing instruments. Analytical work and feasibility studies for the introduction of disaster risk financing instruments</li> </ul>	<ul style="list-style-type: none"> <li>• Conducting post-disaster needs assessments</li> <li>• Building the capacity of global partners and client countries for conducting PDNAs</li> <li>• Developing knowledge products for promoting resilient recovery</li> </ul>

### Annex II: GFDRR DRM Framework

The foundation for DRM is understanding the hazards, and the exposure and vulnerability of people and assets to those hazards. By quantifying the risks and anticipating the potential impacts of hazards, governments, communities, and individuals can make informed prevention decisions. Such information can be used to set priorities for development and adaptation strategies, sector plans, programs, projects, and budgets.



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