



Public Disclosure Authorized

Public Disclosure Authorized

Public Disclosure Authorized

Public Disclosure Authorized

Monitoring, Evaluation and Learning Framework

February 2023



GFDRR
Global Facility for Disaster Reduction and Recovery



Administered by
THE WORLD BANK
IBRD • IDA | WORLD BANK GROUP

I. Introduction & Objectives

The proposed Monitoring, Evaluation and Learning (MEL) Framework for the Global Facility for Disaster Reduction and Recovery (GFDRR) provides an overarching and operational framework to roll out key improvements in enhancing the role of monitoring, evaluation and learning towards strategic decision making, results-based management and learning from results through more well-structured and inter-linked processes and procedures. The MEL is designed to help monitor and evaluate the intended results from GFDRR's Umbrella Program and GFDRR's new Strategy 'Scaling up and mainstreaming resilience in a world of compound risks: GFDRR Strategy 2021-2025'. GFDRR has benefited from the guidance of the Bank's Independent Evaluation Group (IEG) in the development of this MEL framework and the use of results-based adaptive management systems. The MEL framework is also a key part of the GFDRR roadmap for M&E improvements presented at its last Partnership Council (PC) Meeting in May 2022.

The MEL framework also incorporates GFDRR's Theory of Change (TOC) and Results Framework (RF) that have been updated based on feedback received from partners since the last PC meeting. After the PC endorsement, the TOC and RF will replace the Logical Framework presented in the GFDRR Strategy for 2021-2025. It will also bring more structure to GFDRR's current M&E system by moving away from ad hoc reviews, by developing and committing to a multi-year evaluation plan and strengthening the link between the monitoring and evaluation systems,

learning and decision-making. This ensures a renewed focus on measuring outcomes and results on the ground and continually monitoring and adjusting pathways to change, based on the learning acquired. Another important facet of the framework is the increased learning from results achieved from the various cross-cutting areas of GFDRR work such as inclusiveness, gender equality, citizen engagement, resilience to climate change and addressing the conflict-disaster nexus.

A broad consultative process with GFDRR donors and partners has taken place to further refine and implement the proposed framework. More detailed and in-depth discussions with the GFDRR M&E Technical Advisory Group (TAG) in collaboration with the Independent Evaluation Group (IEG) of the World Bank Group have already been organized during the last few months.

Components of of the MEL Framework

The GFDRR Monitoring, Evaluation, and Learning (MEL) Framework has been developed in keeping with Bank standards and international good practices. The MEL framework provides an interconnected framework for: (a) a monitoring and reporting apparatus covering outputs and intermediate outcomes; (b) an evaluation system based on outcome and impact analysis; and; (c) a learning strategy that links M&E outcomes with operational and strategic decision-making.

II. GFDRR's Theory of Change

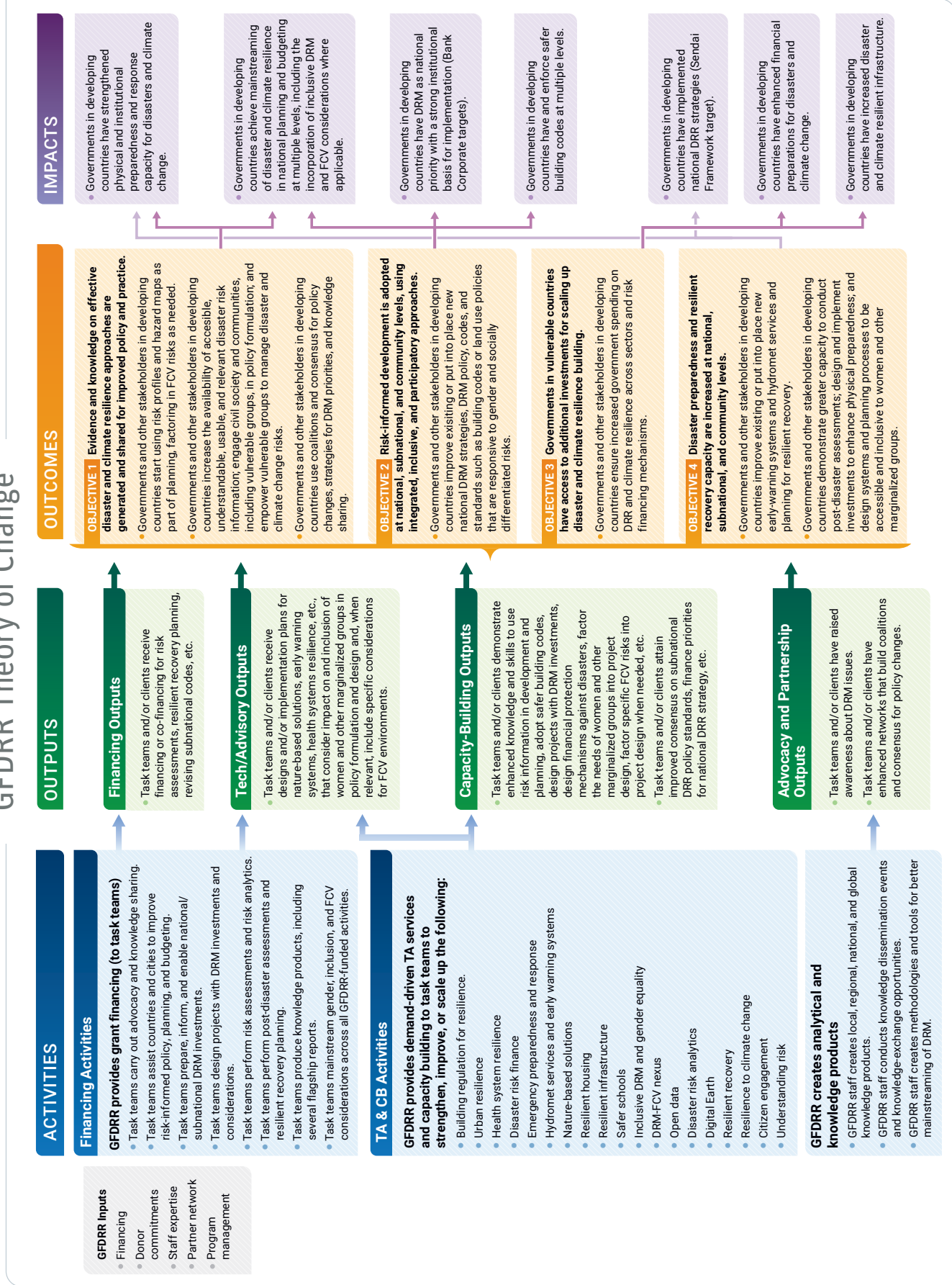
The GFDRR Theory of Change (TOC) is the foundation of the MEL system. The TOC provides the conceptual framework that explains how the activities of GFDRR will bring about change. It represents the logical progression and sequence of inputs, activities, outputs, and outcomes that are envisioned to bring about the developmental impact outlined in the GFDRR's Strategy 2021-25. The TOC forms the basis of the GFDRR's Results Framework and its monitoring and evaluation system.

A version of the TOC was shared at the last PC meeting that took place in May 2022. Based on subsequent partner and IEG feedback, this TOC has been further revised. The revisions have focused on three main areas, i) better reflect GFDRR's contributions along the Disaster Risk Management (DRM) causal pathway, ii) more clearly consider the contribution of

GFDRR's global programs and technical lines of work and iii) make sure cross-cutting areas of GFDRR strategy, including gender equality and inclusion and the disaster-conflict nexus are well-reflected throughout the TOC. (Please see Annex B for TOC Problem Statement, Pathways and Key Assumptions). The Outcomes are organized around four Strategic Objectives which are further aligned with the four priorities of Sendai Framework. A schematic diagram of the revised TOC is provided below in the next page.

A periodic review of the Theory of Change (TOC) is envisaged during the course of the various evaluations planned over the 2021-25 strategy period based on a validation of the key change processes and assessment of results achieved through the causal chain that underlies the theory of change.

GFDRR Theory of Change



Note: CB = capacity building; DRM = disaster risk management; DRR = disaster risk reduction; FCV = fragility, conflict, and violence; TA = technical assistance.

III. GFDRR Results Framework

In keeping with the GFDRR Strategy 2021-25 and its revised Theory of Change (TOC), and based on the feedback received from partners since the last PC meeting, GFDRR has developed a revised Results Framework (RF) that particularly includes the cross-cutting areas of GFDRR strategy. This is included below and forms the basis of a detailed indicator-monitoring framework that includes, evaluation level outcome indicators and intermediate outcome indicators, provided in Annex A.

The RF provides the means for monitoring GFDRR's progress on its intended outputs and intermediate outcomes, and for evaluating its performance against various outcome indicators.

The GFDRR's RF is aligned with World Bank standards and requirements. An important feature of the RF is that it provides an interconnected chain of results that links its outputs and intermediate outcomes, not only to newly added programmatic outcomes, but also with impact-level indicators aligned with the priorities and country level indicators of the Sendai Framework. The RF measures progress towards results against its immediate outputs and outcome indicators and uses a contribution-based analysis (CBA – discussed further below in subsequent section) to assess GFDRR's performance against higher level goals. This general approach will be discussed further in the subsequent section on GFDRR's Evaluation Framework.

GFDRR Results Framework

Sendai Framework

The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.

GFDRR's Vision

A world where communities and countries are more resilient to natural hazards, climate risks and other shocks, and the human and economic costs of disasters are reduced.

Contributes to Sendai Framework

<p>OUTCOMES</p>	<p>GFDRR Strategic Objective 1</p> <ul style="list-style-type: none"> Enhanced country capacities for generating, maintaining and using risk information and evidence, factoring in FCV risks where needed 	<p>GFDRR Strategic Objective 2</p> <ul style="list-style-type: none"> Mainstreaming of disaster and climate resilience in national planning and budgeting at multiple levels Adoption and utilization of disaster, FCV, inclusion and climate risk-informed policies Adoption of safer building practices and codes 	<p>GFDRR Strategic Objective 3</p> <ul style="list-style-type: none"> Increased government access to DRR and climate resilience/adaptation financing Increased government spending on DRR 	<p>GFDRR Strategic Objective 4</p> <ul style="list-style-type: none"> Increased access to early warning and hydromet systems Investments to enhance physical preparedness for disasters and climate change Improved and more inclusive planning for resilient recovery
<p>INTERMEDIATE OUTCOMES</p>	<ul style="list-style-type: none"> Increased country access to hazard mapping Increased utilization of risk information and evidence in country policy development and planning Use of Knowledge and evidence in disaster and climate policy formulation improved Improved access to gender-informed risk assessments 	<ul style="list-style-type: none"> National policy frameworks for mainstreaming climate/disaster resilience across sectors developed Infrastructure planning and regulation risk-informed Safer Building Codes Developed that include universal accessibility Civil society and communities including vulnerable groups engaged in DRM policy formulation Incorporation of gender sensitive approaches in DRM policy formulation 	<ul style="list-style-type: none"> Additional investment financing for resilience investments mobilized from: World Bank-financed projects; partner governments; private sector; civil society and/or other development partners Design and/or implementation of DRM investments by national and sub-national governments and/or development partners enabled. 	<ul style="list-style-type: none"> Strengthened early warning and hydromet systems accessible to all population groups, including women and the disabled Investment Planning for strengthened physical preparedness developed Improved financial protection and budgetary mechanisms to appropriate and execute public resources for disasters Enhanced public sector capacity in resilient recovery planning
<p>OUTPUTS</p>	<ul style="list-style-type: none"> Hazard Mapping and Modeling Evidence and Knowledge Production and Sharing on DRR and climate resilience Fostering Partnerships and Knowledge Exchange (national, local, community level) Integrated Risk Analysis specific to FCV environments Gender-informed risk assessments 	<ul style="list-style-type: none"> Country Capacity Building in Risk-informed Policy, Planning and Budgeting Development DRM/climate resilience policies and plans Integrated Disaster-Conflict Risk Reduction Solutions for FCV environments 	<ul style="list-style-type: none"> Disaster resilience investment projects informed or co-financed with support of GFDRR grants Disaster resilience investment projects with support of GFDRR grants that include gender analysis, actions and/or monitoring and inclusive DRR 	<ul style="list-style-type: none"> Design of early warning systems and hydromet services Conduct of Emergency Preparedness & Response (EP&R) Diagnostics Design of financial protection mechanisms against disasters, including reserves, contingency funds or risk transfer Conducting of post-disaster assessments and resilient recovery planning that are gender-informed and factor into account needs of marginalized groups
<p>INPUTS & ACTIVITIES</p>	<p>Grant Financing to Regional/Country DRM Teams; Demand-driven Technical Advisory Services and Capacity Building to Countries; Global Programs and Development of Global Knowledge Products; Thematic Support to Regional DRM Teams</p>			

Note: DRM = disaster risk management; DRR = disaster risk reduction; FCV = fragility, conflict, and violence.

IV. Monitoring Framework

The monitoring framework for GFDRR includes (i) the indicators the MEL Team will track overtime that are directly linked to the outputs and intermediate outcomes described in the TOC and the RF, cross-cutting issues, mobilizing, beneficiaries and other relevant information that is reported at the grant level biannually and analyzed annually at the aggregate level; (ii) the reporting processes and formats to be used for the regular collection and reporting of performance data. A detailed results indicator framework (Annex A) has been developed with support from IEG that includes evaluation level outcome indicators, and intermediate outcome indicators included in the current monitoring framework.

Annex A provides a detailed list of all intermediate outcome and higher level (or evaluation level) outcome indicators through which GFDRR performance against its strategic objectives is monitored, measured, and evaluated. GFDRR's M&E platform is used as the key tool for data collection, monitoring and tracking grant performance across GFDRR's grant portfolio. The platform maps every grant to the relevant intermediate outcome indicators, and the current method of monitoring is based on structured self-reported information from task teams on the achievement of these outcomes, derived from individual grant level reports which include both quantitative and qualitative documentation on results achieved. The M&E Team aggregates analysis throughout the fiscal year and provides data for yearly analysis of results, particularly on intermediate outcomes.

V. Evaluation Framework

The proposed evaluation framework responds to requests from donors and stakeholders to raise the ambition on evaluation work at GFDRR. The objectives of the evaluation framework are to demonstrate GFDRR's relevance, efficiency, effectiveness, coherence, impact, and sustainability, especially with respect to the long-term impacts of GFDRR work and support, along the entire causal chain. A challenge for GFDRR is demonstrating its causal contribution to indirect outcomes and impacts on the ground, considering that it provides the initial informing technical assistance and grant-funding implemented by Bank task teams and mobilizes (downstream) inclusive Disaster Risk Reduction (DRR) and climate resilience investments. It is also proposed to assess and validate intermediate outcomes reported under the M&E platform using evaluations that focus on calibrated outcome dimensions more systematically. This will also be done as part of the country case studies based on a random or targeted selection of grants, whose performance shall be triangulated or validated against a specific set of indicators.

Evaluation Modalities & Approaches

The evaluations carried out will be systematic and constitute rigorous assessments of grant programs and the mobilization of the DRM investments through these grants. The scope of these evaluations will be determined based on consultations with relevant stakeholders and also will take into consideration the development assistance criteria (DAC) that address issues of program efficiency, effectiveness, relevance, coherence, impact, and sustainability. Evaluations will also be carried out at the country grant program level to validate the results reported through the monitoring and reporting platform. Other global summative and thematic evaluations will also be carried out using a selection of grants or countries. The selection shall be made based on lessons-learning exercises and desk-based portfolio analyses that identify key priorities and specific outcome dimensions that are central for GFDRR in order to achieving its overarching objectives.

While the specific methodological approach selected for each evaluation carried out under the evaluation framework will be decided considering the specific evaluation questions, GFDRR intends to particularly make use of the contribution-based analysis (CBA) approach, which is an impact evaluation approach that iteratively maps available evidence against the GFDRR theory of change, and also identifies and addresses challenges to causal inference. This approach will be particularly

useful for intervention types that have contributed to an outcome in circumstances where a direct causal relationship is difficult to demonstrate.

Evaluation Plan

The proposed evaluation framework lays out the types of evaluations that will be carried out under the MEL framework, defines the roles of stakeholders and partners in the evaluation plan, and provides the means for evaluation findings and results to inform decision-making in a continuous way. The evaluation plan includes the type of evaluations that will be carried out over the course of the implementation of GFDRR's new Strategy. The evaluation plan will include formative and summative evaluation¹ of GFDRR performance, thematic evaluations, programmatic evaluations, and rapid country assessments.

The summative evaluation will be a comprehensive performance assessment to be carried out at the end of the strategy period 2021-25. It will provide information about the effectiveness of the facility in general and inform PC members and the Program Management Unit (PMU) about the impact of its strategic direction, and its planning efficacy.

A mid-term evaluation will assess, systematically and rigorously, GFDRR's contributions and roles in achieving the results on the ground and capture lessons learned on what worked and what did not work during the first half of its strategy period.

The thematic evaluations will be carried out to evaluate GFDRR's contribution to the priority areas identified in GFDRR's Strategy (2021-25). These will largely be desk-based evaluations based on results from the M&E system, annual reporting, and stocktaking with stakeholders. The thematic evaluation will also make sure cross-cutting priorities are mainstreamed in the evaluations, including gender equality, citizen engagement, conflict-disaster nexus, and resilience to climate change.

Rapid Country Assessments of individual grants, or groups of grants allocated to a priority country will also be carried out. The assessments will focus on validating the achievement of grant outcomes in a particular country. The assessments will also provide opportunities to triangulate data collected by the M&E reporting system.

¹ Depending on when an evaluation occurs, its purpose is either formative or summative. Formative evaluations are similar to midterm evaluations and seek to improve the implementation of an existing TF. Summative evaluations, typically completed near the completion of a TF, provide information about the effectiveness of a TF and inform decision makers about whether to continue, replicate, or scale up what the TF has achieved.

The programmatic evaluations will focus on GFDRR's overall functional efficiency and leveraging function as a PMU, with topics ranging from the performance of GFDRR's operational model to more narrow scopes, such as an evaluation of GFDRR's

mobilizing finance function. A preliminary evaluation plan (to be discussed and confirmed) for the rest of this strategy period is described in Table 1 below:

Table 1. Preliminary Evaluation Plan

Type:	FY22	FY23	FY24	FY25
Mid-term evaluation		✓		
Thematic evaluations* (one of the priority areas)			✓	
Country Rapid Assessments			✓	
Programmatic evaluation	✓			
Summative evaluation				✓

* **Criteria:** Relevance, Effectiveness, Efficiency, Coherence, Sustainability and Impact / gender equality, citizen engagement, conflict-disaster nexus and resilience to climate change.

Annual MEL Workshop to strengthen the evaluation function.

To make sure there is a strong link between the evaluation function and decision-making and promote participation in the evaluation function, GFDRR will organize an annual MEL workshop internally, to discuss or present the plan or status of ongoing evaluations, present results of finalized evaluations and to layout the scope of upcoming evaluations. The list of evaluations to be carried out over the coming year will be confirmed at the workshop. This will be accompanied by a discussion about approach, scope, and budget allocation for upcoming evaluations. The annual workshop will be an opportunity to give and receive feedback, to incorporate periodic changes/modifications and course-correct midway through the Strategy period.

Evaluation Feedback and Transparency

Beyond the annual MEL workshop, there will be a process in place to request feedback on evaluation findings. The process will involve soliciting the inputs and advice of the GFDRR Partnership Council, the Technical Advisory Group (TAG), the GFDRR PMU and the World Bank Task Teams.

Key findings of evaluations carried out or commissioned by GFDRR will be shared on the GFDRR website: www.gfdrr.org and shared with key stakeholders.

VI. Learning and Dissemination Plan

The learning plan proposes some processes and routines to ensure that monitoring and evaluation findings feedback into programming to facilitate internal adaptive learning. The plan also recommends ways to link to the overall Communications and Visibility Plan so that findings are also shared more broadly with external audiences. Evidence and critical information generated from the MEL system should be used to inform decision-making, make course corrections, and improve future programming. Reflection and learning will be supported through various learning channels and embedded in the organizational processes of GFDRR and will lead to adaptation and change as needed.

The annual MEL workshop: This annual MEL workshop mentioned above will also serve as a learning event which will be incorporated into the annual work plan and will promote knowledge exchange and discussion across thematic, programmatic, country, regional and global dimensions by

summarizing existing evidence and analysis over the past year. Donors, PMU staff and other key stakeholders will be invited to participate in the discussions of best practices and lessons learned. The Workshop will share summarized results and findings from key evaluations, discuss if the Theory of Change (TOC) is working (or if it warrants a revision) as expected, and explore elements and ways for the programs/grants to adapt.

Coordination with the Knowledge Management (KM) and Communications Teams: In order to disseminate learning to external and other interested stakeholders, the M&E Team will work with the KM and Communications Teams to plan and execute the most suitable knowledge products. Results, lessons, and experiences from the operationalization of the MEL Framework, especially knowledge work on thematic topics will be compiled in user-friendly products such as briefing notes, results stories, blogs, and videos, etc.

VII. Synchronization of Umbrella MEL with Associated Trust Funds

The World Bank's policy for Umbrella Trust Funds requires the setting up of a unified Results Framework and results reporting across the anchor Multi-Donor Trust Fund (MDTF) and the Associated Trust Funds (ATFs). The GFDRR's MEL Framework provides the opportunity for such unification across the MDTF and ATFs, on monitoring, evaluation, and learning, through the following ways and means:

- The Results Frameworks of all ATFs will need to be broadly aligned with the key and specific outcomes and intermediate outcomes included in the Umbrella Results Framework.
- The qualitative and quantitative contributions made by the ATFs against specific outcomes and intermediate outcomes of the Umbrella RF will be reported in GFDRR's annual progress reports or other specific results reports that GFDRR might develop periodically. This will ensure consolidated reporting against all intermediate outcomes across the umbrella and the ATFs.
- Similarly, the evaluations of the ATFs carried out periodically as required under their respective Administration Agreements (AAs) will need to necessarily include evaluating the contributions made by the ATFs to the specific outcomes of the GFDRR Umbrella RF.

VIII. Implementation of the MEL Framework

GFDRR is committed to high quality MEL work going forward, better leveraging monitoring and evaluation functions to improve GFDRR's strategic decision-making, value proposition, fiduciary responsibilities and results-based portfolio management, and institutional learning. FY23 will be a year of transition from MEL perspectives as GFDRR starts migrating the monitoring platform/system and the portfolio management system to a new IT platform, allocating dedicated

resources to fill the internal gaps in M&E skills and capacity, and further clarifying the baseline for the new strategy period and preparing to launch planned interim evaluation and other evaluations to be discussed and confirmed with the TAG in the coming months. All these will lay a solid foundation for GFDRR to fully operationalize the proposed MEL Framework by the end of this fiscal year.

Annex A. Matrix of Outcome and Intermediate Outcomes and Indicators*

Strategic Objective 1: Evidence and knowledge on effective disaster and climate resilience approaches are shared for improved policy and practice.	
<i>Outcome/Intermediate Outcome</i>	<i>Indicators</i>
1. Enhanced country capacities for generating, maintaining and using risk information and evidence, factoring in FCV risks where needed.	<ol style="list-style-type: none"> 1. Number of countries with improved country capacities for generating, maintaining and using risk information and evidence compared to previous year. 2. Number of countries with integrated DRM-FCV Risk assessments. 3. Percentage of countries (per region) that have disaster risk information (profile and/or maps) available on websites. 4. Number of countries that have disaster risk information, profiles or maps that are understandable and useable. 5. Number of countries that have adopted policies in the last 12 months that specifically reference disaster risk information.
1.1 Increased country access to hazard mapping	<ol style="list-style-type: none"> 1. Percent of completed grants that contribute to making risk or hazard information accessible and utilized 2. Percent of completed grants and number of countries that support the creation or utilization of risk profiles or hazard maps
1.2 Increased utilization of risk information and evidence in country policy development and planning	<ol style="list-style-type: none"> 1. Percent of completed grants that lead to the utilization of disaster risk information and assessments in policy development and planning
1.3 Use of Knowledge and evidence in disaster and climate policy formulation improved	<ol style="list-style-type: none"> 1. Percent of grant activities that support the utilization of knowledge products for disaster and climate resilience at the country level
1.4 Improved access to gender-informed risk assessments	<ol style="list-style-type: none"> 1. Percent of grants that include gender analysis in risk assessments 2. Percent of grants that contribute towards specific gender actions
Strategic Objective 2: Risk-informed development is adopted at national, sub-national, and community level, using integrated and participatory approaches.	
<i>Outcome/Intermediate Outcome</i>	<i>Indicators</i>
2. (a) Mainstreaming of disaster and climate resilience in national planning and budgeting at multiple levels, (b) adoption and utilization of disaster, FCV, inclusion and climate risk-informed policies, (c) adoption of safer building practices and codes	<ol style="list-style-type: none"> 1. Number of countries with improved government institutional capacity in disaster and climate risk-informed policy design and analysis 2. Number of countries in each region that have mainstreamed DRM, FCV and inclusion in national policy and budgeting in the last 12 months. 3. Number of countries in each region have with improved government institutional capacity (i.e., hired additional staff, increased budget, approved new policies, and/or increased enforcement of policies) in disaster and climate risk-informed policy design and analysis 4. Percentage of countries that have revised and strengthened building codes at the national or local government level in the last 12 months. 5. Number of references annually to disaster and climate risk information in country level policy documents.
2.1 National policy frameworks for mainstreaming climate/disaster resilience across sectors developed	<ol style="list-style-type: none"> 1. Percent of grant activities that contribute to mainstreaming climate/disaster resilience across sectors into national policy frameworks. 2. Percent of grant activities that contribute to risk-informed policy formulation or decision-making

*: Higher or evaluation level outcomes are represented in the table above using a simple ordering of natural numbers (1,2,3 and 4). Intermediate outcomes are represented using decimal numbers (1.1, 1.2.....4.4, 4.5). They are grouped under each higher level outcome accordingly.

Strategic Objective 2: Risk-informed development is adopted at national, sub-national, and community level, using integrated and participatory approaches. (cont.)	
<i>Outcome/Intermediate Outcome</i>	<i>Indicators</i>
2.2 Infrastructure planning and regulation risk-informed	<ol style="list-style-type: none"> 1. Number of grant activities have helped incorporate DRM measures into infrastructure planning at national or local government level and country coverage 2. Number of grant activities that have helped strengthen land use planning systems at national or local government level
2.3 Building regulations improved with safety, green and universal accessibility provisions	<ol style="list-style-type: none"> 1. Number of grant activities that have helped improve the existing building regulatory framework and strengthen structural safety, fire safety, energy and water efficiency, and universal accessibility aspects at the national or local government level 2. Number of grant activities that have helped assess an existing building approval process and/or assisted governments' building approval process reforms and digitalization efforts 3. Number of grant activities that have helped capacity building efforts for public and/or private sector building professionals or any relevant stakeholders that contribute to a more sustainable and resilient built environment
2.4 Civil society and communities including vulnerable groups engaged in DRM policy formulation	<ol style="list-style-type: none"> 1. Percent of grant activities that have supported increased citizen engagement in disaster and climate resilience-related policy formulation 2. Number of grant activities that have helped empower vulnerable groups to manage disaster and climate change risks
2.5 Incorporation of gender and disability sensitive approaches in DRM policy formulation	<ol style="list-style-type: none"> 1. Percent of grant activities supporting policy and planning that include gender sensitive approaches 2. Percent of grant activities supporting policy and planning that includes the needs of persons with disabilities
Strategic Objective 3: Governments in vulnerable countries have access to additional investments for scaling up disaster and climate resilience building	
<i>Outcome/Intermediate Outcome</i>	<i>Indicators</i>
3. (a) Increased government access to inclusive DRR and climate resilience/adaptation financing, (b) increased government investment in inclusive DRR.	<ol style="list-style-type: none"> 1. Number of countries with increased government access to inclusive DRR, climate resilience/adaptation financing 2. Number of countries with enhanced spending record on inclusive DRR relative to the previous year 3. Number of new infrastructure resilience investments in the last 12 months financed through WBG/others
3.1 Additional investment financing for resilience investments mobilized from: World Bank-financed projects; partner governments; private sector; civil society and/or other development partners	<ol style="list-style-type: none"> 1. Amount of DRM investments mobilized through GFDRR funding (Total amount and number of grants)
3.2 Design and/or implementation of DRM investments by national and sub-national governments and/or development partners enabled	<ol style="list-style-type: none"> 1. Number of DRM projects, informed and co-financed through GFDRR grants

Strategic Objective 4: Disaster preparedness and resilience recovery capacity is increased at national, sub-national, and community level	
<i>Outcome/Intermediate Outcome</i>	<i>Indicators</i>
4. (a) Increased access to early warning and hydromet systems; (b) Investments to enhance physical preparedness for disasters and climate change and; (c) Improved and more inclusive planning for resilient recovery	<ol style="list-style-type: none"> 1. Number of countries in each region that have improved government institutional capacity (i.e., hired additional staff, increased budget, approved new policies, and/or increased enforcement of policies) to conduct post-disaster assessments and/or resilient recovery planning with involvement of civil society and/or vulnerable groups 2. Number of countries that have access to improved early warning systems and hydromet services infrastructure in the last 12 months 3. Percentage of post-disaster assessments that specifically take stock of early-warning systems and hydromet services
4.1 Strengthened early warning and hydromet systems accessible to all population groups, including women and the disabled	<ol style="list-style-type: none"> 1. Percent of grant activities that contributed to increased access to inclusive early-warning systems (EWS) and hydromet services that cater to the needs of women, vulnerable groups and disabled people.
4.2 Investment Planning for strengthened physical preparedness developed	<ol style="list-style-type: none"> 1. Percent of grant activities that contributed to investment planning for enhanced physical preparedness
4.3 Improved financial protection and budgetary mechanisms to appropriate and execute public resources for disasters	<ol style="list-style-type: none"> 1. Percent of grant activities contributing to disaster risk-informed social protection systems 2. Percent of grant activities contributing to increased financial protection of governments against natural disasters
4.4 Enhanced public sector capacity in resilient recovery planning	<ol style="list-style-type: none"> 1. Percent of grant activities supporting resilient recovery planning and capacity building 2. Total number of people trained in recovery assessment and planning 3. Percent of grant activities that include civil society or community groups in resilient recovery assessments, planning and preparedness 4. Total number of people trained in gender-sensitive post-disaster assessment and recovery planning
4.5 Integrated resilience enhanced for health systems	<ol style="list-style-type: none"> 1. Number of countries supported to identify opportunities for investments to strengthen integrated resilience for health systems
Additional cross-cutting Indicators	
Resilience to climate change	<ol style="list-style-type: none"> 1. Percent of grants (and total contributions) that are informed by climate change-related risk analysis 2. Percent of grants (and total contributions) that contribute towards specific actions to build resilience to climate change as part of implementation
Addressing FCV-DRM nexus	<ol style="list-style-type: none"> 3. Percent of grants (and total contributions) that address issues related to FCV-DRM nexus 4. Percent of grants (and total contributions) that contribute towards specific actions to address issues related to FCV-DRM nexus

Annex B: TOC Problem Statement, Pathways to Change, and Key Assumptions

The foundation of the TOC is a problem statement which motivates and drives how GFDRR operates. GFDRR and the TOC rely on several pathways and key assumptions to generate change. The problem statement, pathways of change and key assumptions are described in more detail below.

Problem Statement

- Most low- and middle-income countries struggle to effectively reduce and manage disaster risks and build greater climate resilience. This is due to inadequate systematic understanding of, and capacity to address, disaster and climate risks that is consequently not reflected sufficiently in decisions related to short term and longer-term trade-offs and in institutional-, planning-, regulatory-, and investment- decisions at multiple government levels.
- Decisions to drive development are frequently made looking only at the short term, considering commonly observed and understood risks, without appropriately factoring the perils of a changing climate or other risks that are not as well understood. Investments in preparedness and risk reduction are often made based on a misunderstood or underestimated perception of existing and future climate and disaster risk.
- Collectively, such processes make countries more vulnerable to disaster risks, which in turn results in significant economic, physical, and human losses every time a disaster occurs, leading mostly to reactive recovery measures driving up the emergency recovery and humanitarian response bills nationally and globally.

Pathways to Change

Changing this dynamic, requires systemic change at several government levels, which can be aided by more efficient transfer of knowledge and capacity building, when built into broader development financing planning and flows. GFDRR's TOC rests on the hypothesis that its upstream financing to Task Teams alongside the analytical, advisory, and hands-on technical assistance work that GFDRR offers, not only provides the financial and technical basis for countries to pursue the necessary institutional and policy reform and strengthening, but also informs the design and implementation of investments in risk reduction, risk financing, emergency preparedness, and disaster recovery, through the World Bank and development partners. This collectively contributes

towards the mainstreaming of disaster risk management and climate resilience in national policy development, budgeting, and planning. The hypothesis is based on several pathways to bringing about these changes, as shown below:

If the GFDRR provides grants and/or technical assistance and capacity building support to a World Bank Task Team or other recipient to:

- **Pathway 1:** generate disaster risk information and evidence to improve country access and utilization of risk information and evidence in policy development and planning.
- **Pathway 2:** assist countries and cities improve risk-informed policy, planning and budgeting, and the development of DRM and/or climate resilience policies and plans. If the countries and cities develop and implement the policies and plans, this leads to the mainstreaming of climate and disaster resilience in national policy frameworks across sectors and catalyzes risk-informed infrastructure planning and regulation.
- **Pathway 3:** prepare, and inform investments in disaster risk reduction and climate resilience building and policy reform that help strengthen resilience, some of which are financed by the World Bank or other development partners, and may mobilize investments from the private sector.
- **Pathway 4:** undertake the design of early warning systems and hydromet services, emergency preparedness and response diagnostics, design of financial protection mechanisms and the conduct of post-disaster assessments and resilient recovery planning, this leads to improved government and community operational and financial emergency preparedness. This in turn can strengthen physical and financial preparedness against disasters and climate change and improved planning for resilient recovery.

Key Assumptions

The key assumptions underlying the success of the unique value proposition put forth by the TOC include the following: (a) The GFDRR provides the majority of its resources to technical teams with a position and ability to identify, design, and deliver advisory and analytical services to governments planning or implementing policy reform, institutional improvements, or investments; (b) The GFDRR supports generation, management and dissemination of specific knowledge on core DRM topics including through partnerships; (c) The World Bank Group sufficiently prioritizes

emergency preparedness, climate resilience, and disaster risk management; (d) The World Bank Group clients sufficiently prioritize emergency preparedness, climate resilience, and disaster risk management; (e) The GFDRR members/donors/partners provide the resources to do the work; (f) Enhanced GFDRR capacity is a global public good that benefits from engagement and cooperation of diverse (public and private sector) organizations across a wide range of development sectors. (g) Experiences and lessons learned in different

areas (sectors) of capacity development demonstrate cross-sectoral relevance and value. Donors and other organizations involved in financing and/or delivery and/or evaluation of GFDRR capacity development work recognize the broad range of synergies in cooperating with other actors involved and are prepared to invest the resources and time needed for such cooperation. (h) Members of the GFDRR partnership influence disaster management capacity development globally and serve as catalysts for change.



GFDRR
Global Facility for Disaster Reduction and Recovery



Administered by
THE WORLD BANK
IBRD • IDA | WORLD BANK GROUP