



➔ **Midterm Evaluation for the Global Facility for Disaster Reduction and Recovery**
Final Evaluation Report

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TABLE OF CONTENTS

Acronyms	iv
Executive Summary.....	vi
Introduction	vi
Main findings and conclusions.....	vi
Recommendations	xi
1 Introduction	1
1.1 Evaluation objectives and scope	1
1.2 Methods	2
1.3 Structure of the report	3
2 Background on GFDRR and its Strategy 2021-2025	5
2.1 The context of GFDRR’s work	5
2.2 Background on GFDRR	6
2.3 GFDRR Strategy 2021-2025	7
3 Relevance and coherence	10
3.1 Relevance of objectives for Strategy 2021-2025.....	10
3.2 Relevance of design to Sendai Framework principles.....	11
3.3 Coherence with World Bank and external programs.....	18
4 Effectiveness.....	23
4.1 Progress toward objectives	23
4.2 Cross-cutting priorities	31
4.3 Results on the ground.....	43
4.4 Factors influencing achievement of objectives	46
5 Efficiency	52
5.1 Governance	52
5.2 Program operations and management.....	53
5.3 Monitoring and reporting.....	56
5.4 Efficiency of achieving results	58
6 Sustainability	61
6.1 Understanding sustainability in the GFDRR context	61
6.2 Likelihood of sustainability.....	62
7 Conclusions and Recommendations	65

7.1	Conclusions	65
7.2	Recommendations.....	67
	Appendices	71
	Appendix A. Evaluation matrix.....	71
	Appendix B. Strategy mapping of GFDRR’s priority areas, objectives, outcomes, outputs, and thematic areas, and indicators and results	79
	Appendix C. Sample of grants for structured grant-level review	94
	Appendix D: Number of interviewees by group	98
	Appendix E: Survey results.....	99

ACRONYMS

ADB	Asian Development Bank
ATF	Associated Trust Fund
CatDDO	Catastrophe Deferred Drawdown Option
CSO	Civil Society Organization
DRM	Disaster risk management
EP&R	Emergency Preparedness and Response
ESA	European Space Agency
ESMAP	Energy Sector Management Assistance Program
EWS	Early warning systems
FCS	Fragile and Conflict-Affected Situation
FCI	Finance, Competitiveness & Innovation
FCV	Fragility, Conflict, and Violence
GPURL	Global Practice for Urban, Disaster Risk, Resilience, and Land
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IEG	Independent Evaluation Group
IFC	International Finance Corporation
IPCC	Intergovernmental Panel on Climate Change
LDC	Least developed countries
M&E	Monitoring and Evaluation
M&R	Monitoring and reporting
MDTF	Multi-Donor Trust Fund
MEL	Monitoring, Evaluation, and Learning
MELF	Monitoring, Evaluation, and Learning Framework
MIGA	Multilateral Investment Guarantee Agency
MTE	Midterm Evaluation
MTR	Sendai Framework midterm review
NBS	Nature-Based Solutions
OECD	Organization for Economic Cooperation and Development

PC	Partnership Council
PMA	Program management and administration
PMU	Program Management Unit
PPIAF	Public-Private Infrastructure Advisory Facility
SDG	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs (Switzerland)
SIDA	Swedish International Development Cooperation
SIDS	Small island developing state
TTL	Task Team Leader
UNDRR	United Nations Office for Disaster Risk Reduction
US	United States
USAID	US Agency for International Development

EXECUTIVE SUMMARY

Introduction

Established in 2006, the Global Facility for Disaster Reduction and Recovery (GFDRR) is a global partnership that supports developing countries and communities reduce risk, prepare for, and recover from disasters by integrating disaster risk management and climate change adaptation into development strategies and programs. The umbrella partnership program is administered by the World Bank, anchored in the Urban, Disaster Risk, Resilience, and Land Global Practice.

GFDRR is midway through implementation of its Strategy 2021-2025—an opportune point in time to assess progress and identify potential adjustments needed for the second half of the strategy period. This report presents the findings, conclusions, and recommendations of the Midterm Evaluation. The evaluation’s key objectives were to (1) assess GFDRR’s progress in implementing its Strategy; (2) assess the extent to which GFDRR has contributed or is likely to contribute to client countries’ alignment with the Sendai Framework Principles and disaster risk management results; and (3) provide findings, conclusions, and practical recommendations to strengthen the program and its operations. The evaluation’s scope focused on the GFDRR Umbrella Program and grants approved in FY22 and FY23 (1 July 2021 through 30 June 2023).

The evaluation used systematic inquiry and mixed methods to answer the evaluation questions and draw lessons to inform midterm adjustments. Both quantitative and qualitative data collection tools and analytical methods were employed, including program and external document review, portfolio analysis, structured grant-level review, interviews with nearly 100 stakeholders (Partnership Council [PC] members, GFDRR and World Bank staff, government counterparts in client countries, and external partners), an online survey, and thematic deep dives of the Strategy’s cross-cutting priority areas.

Main findings and conclusions

Relevance

GFDRR’s objectives and design remain highly relevant to countries’ needs and priorities in their efforts to reduce risk of, prepare for, and recover from disasters.

GFDRR’s 2021-2025 Strategy is fully aligned with the Sendai Framework. The Strategy’s four strategic objectives are complemented by a sharpened focus on two highly relevant cross-cutting priorities: inclusive disaster risk management (DRM) and gender equality and the Disaster-Fragility, Conflict, Violence (FCV) nexus. GFDRR’s strategic objectives are also aligned with the 2030 Agenda for Sustainable Development and the Paris Agreement of the United Nations Framework Convention on Climate Change.

GFDRR’s strategic objectives are adequately defined, realistic, and feasible, although benchmarks for achieving those objectives remain somewhat undefined. The Strategy enables flexibility for GFDRR to respond to countries’ needs and priorities while also contributing to their progress toward achieving the goals of the Sendai Framework. Staggered revisions and process updates in GFDRR have created challenges in terms of measuring success in delivery against

the Strategy, however, with objectives and indicators updated several times over a short period of time.

GFDRR’s operating model and financed grants are designed to contribute to countries’ alignment with the Guiding Principles of the Sendai Framework. Approximately a quarter of sampled grants approved during the Strategy period address the principle of building back better (BBB) in the context of post-disaster recovery. GFDRR is among the global knowledge leaders in BBB and well-positioned to continue to support countries in these efforts. GFDRR activities prominently feature preventative approaches, with nearly three quarters of sampled grants providing advisory services and/or analytics that could underpin disaster risk-informed preventative investments. GFDRR’s demand-driven operating model relies on World Bank processes to support country ownership—which is generally considered strong or moderate. GFDRR grants can also build country ownership, for example by initiating an evidence-based dialogue with country clients to build awareness and demand for new risk-informed solutions.

GFDRR has made progress toward supporting “all-of-society” engagement. While most GFDRR grants focus on government agencies, non-state actors (including communities) feature in about half of GFDRR grants, primarily through consultation mechanisms. Few grants explicitly indicated, however, that the grant would support meaningful citizen influence over planning decisions and investment resources. With regard to the particular DRM needs of specific country groups, a minority of GFDRR funding during this Strategy period has been directed to African countries (22 percent) Least Developed Countries (19 percent), and Small Island Developing States (7 percent).¹

Coherence

During this Strategy period, GFDRR has provided increasingly complementary and operationally relevant support to World Bank partners, while its external global institutional presence has eroded.

GFDRR is seen as an institution at the forefront of the disaster risk reduction (DRR) agenda within the World Bank. Its contributions are globally recognized, including in the recent Midterm Review of the Sendai Framework. GFDRR fills critical gaps within the World Bank to effectively address DRR and climate resilience.

During this strategy period, GFDRR has provided more complementary and operationally relevant support to World Bank partners to mainstream DRM considerations across many sectors. An important element of GFDRR’s success has been the combination of grant resources with operationally focused, sector-specific knowledge. GFDRR has also increasingly collaborated with other Global Practices, the International Finance Corporation, and relevant trust funds to mainstream DRR into other sectors. Through FY23, the large majority of GFDRR Umbrella program grants (85 percent by count; 90 percent by volume) have been allocated to teams in the Global Practice for Urban, Disaster Risk, Resilience, and Land where GFDRR is located; the proportion allocated to other Global Practices will likely increase once grants

¹ Note that overlapping countries among these categories mean that these totals cannot be summed.

issued under the Japan ATF are included under the Umbrella Program during the second half of the Strategy period.

In terms of external partnerships, a substantial portion of GFDRR grants (45 percent) engage with external partners at the country grant level, usually other development partners including United Nations agencies, multilateral development banks, and bilateral agencies. These partnerships help enhance knowledge, promote coordination and coherence, enable support in contexts where the World Bank cannot operate, and inform financing by other partners. Few grants describe partnership with civil society organizations or non-government organizations. Technical partnerships with GFDRR’s global thematic technical teams have been important to ensure that GFDRR stays at the cutting edge of DRR information and analytics.

GFDRR’s external global institutional presence has declined over the Strategy period. Stakeholders perceive that GFDRR has prioritized concrete outcomes in recipient countries over producing global goods and participation in international fora. Ultimately the extent to which GFDRR engages in global institutional partnerships and events is a strategic question for the Facility and its Partnership Council (PC).

Effectiveness

Assessing GFDRR’s progress toward achieving its strategy objectives is hampered by a lack of results targets for the Strategy cycle and an evolving monitoring and reporting (M&R) system. Still, there are many positive indications of results against all four strategic objectives.

GFDRR did not set results targets for its Strategy 2021-2025; target setting for a strategy period is common practice in many other World Bank trust funds, such as the Energy Sector Management Assistance Program (ESMAP) and Public-Private Infrastructure Advisory Facility (PPIAF). The evolving M&R system—with a results framework and associated indicators first reported on in FY23—presented an additional challenge for the evaluation team’s assessment of progress toward objectives. Many indications of good progress toward results were still identified; for example, approved and completed GFDRR grants address all strategic objectives, and all closed grants contribute to at least one of the Sendai Targets. World Bank and country informants generally agree that GFDRR is on track to deliver results that align with its objectives.

GFDRR performance against the few targets set in its 2021-2025 Strategy is mixed at the midterm, due partly to challenges in measuring performance. Halfway through the Strategy period, GFDRR has achieved less than 30 percent of its development finance informed target (US\$9 billion against a target of US\$30 billion). This target may have been overset, given GFDRR’s stronger linkages to lending operations and changes in methods for measuring this indicator. Most finance informed has been linked to the urban sector, followed by the water, education, transport, health, and energy sectors. GFDRR also set a Strategy-wide target to “provide technical assistance, analytics, and capacity building support by 2025 to at least 100 countries through in-country activities.” With 72 countries receiving grants halfway through the Strategy cycle, GFDRR is on track to meet this objective.

GFDRR’s business model has proved critical for its effectiveness. Several key factors contribute to achieving its objectives including: (a) a strengthened focus on demand-driven and

operationally relevant approaches, and (b) combining grant finance with seasoned technical and operational expertise in GFDRR’s thematic teams. Sequential grants have also proven effective at building capacity, interest, and understanding among country agencies to pursue more informed lending operations. There is room to strengthen awareness of the breadth of GFDRR’s services within the World Bank and to continue to carefully define GFDRR’s niche as climate and DRR efforts become more mainstreamed. Future programming should also take care to ensure that technical assistance does not overwhelm the absorption capacity of client countries.

GFDRR services are highly relevant to FCV contexts, where vulnerable people face compounding risks from disaster, climate, and humanitarian crises. GFDRR grants in FCV-affected countries demonstrate some understanding of the disaster-FCV intersectionality, although they often have gaps in their consideration of the needs of disadvantaged groups. As one of the few facilities funding work in the disaster-FCV nexus, GFDRR’s growing expertise in informing activities in FCV contexts is highly valued in the World Bank and beyond. Evidence is mixed in terms of the extent to which GFDRR grant activities are designed to be sensitive to the context, challenges, needs, and priorities of involved institutions and final beneficiaries in FCV countries—in part due to the limited details provided in grant proposals. Demand for GFDRR advice on grants and lending operations exceeds the team’s capacity. It is too early to determine the extent to which GFDRR-supported FCV-sensitive approaches will support achievements on the ground, although the two closed grants are reporting strong results.

Future GFDRR grantmaking would benefit from increased ambition and reporting on social inclusion and gender equity. Overall, GFDRR grant documentation lacks detail on how gender-specific actions would be or were meaningfully conducted; details on social inclusion actions and efforts to analyze and address intersectionality are even rarer. Yet, interviews suggested that gender and inclusion mainstreaming efforts are in fact much more widespread and deeply engrained into the delivery of GFDRR grants. The World Bank’s wider efforts and commitments on gender equity are a supportive factor. Given the significant differential impacts that disasters have on disadvantaged groups, GFDRR has an opportunity to raise its ambition toward inclusion-transformative actions, accompanied by more thorough reporting to properly capture the achievements and lessons.

Efficiency

GFDRR governance and management functions are effective and efficient. Significant progress has been made in GFDRR’s M&R system, but additional improvements are needed to generate reliable and meaningful results.

GFDRR’s governance arrangement effectively supports program operation and management, and strong governance norms have withstood the transition to an umbrella program. PC members believe that the GFDRR Program Management Unit (PMU) values donor feedback and is highly responsive to their input. The voices of external partners have faded in the governance function over recent years, however.

GFDRR is managed effectively and efficiently. Cost efficiency of GFDRR program operations and management has increased over the strategy period. The PMU’s structure is fit-for-purpose to

meet its program operation and management responsibilities; the mirroring of the regional structure with PMU regional focal points works particularly well. Operational processes and procedures have become more systematic and streamlined. GFDRR grantmaking and disbursement processes are seen as efficient and flexible, especially in the MDTF. Although the number of trust funds has been substantially reduced in GFDRR's transition to an umbrella program, GFDRR still maintains a high number of ATFs relative to other umbrella programs in the World Bank—which contributes to transaction costs.

GFDRR has made substantial improvements to its M&R system over the past several years, but enhancements are still needed. Notable improvements have included the approval of an updated Monitoring, Evaluation, and Learning Framework with associated Theory of Change, Results Framework, and new indicators, and the development of a new online monitoring and reporting system. At the same time, GFDRR's M&R system was the most raised area for improvement by stakeholders interviewed. Key areas for further attention include: (a) reliability, consistency, and quality of results reporting and measurement, (b) capturing impact systematically, and (c) supporting accountability between proposed and achieved results.

In terms of the efficiency of achieving results, evidence was mixed in terms of how efficiently GFDRR delivers results at the individual grant level. The evaluation team's analysis showed that about 60 percent of sampled grants delivered all outputs, although assessing delivery fidelity is challenging given limitations of the M&R system. Data were not systematically available on whether grant results were delivered in a timely way. GFDRR's approach of providing standardized tools and streamlined procurement approaches that serve recurring needs of task teams and country clients has supported efficiency gains. In addition, framework contracts and rosters of consultants for recurring needs of task teams have also accelerated procurement processes, with awards made within days to weeks.

Sustainability

GFDRR contributions to sustained benefits for final beneficiaries are highly indirect, but its grant portfolio shows positive indications of the drivers of sustainability: motivation, capacity, linkages, and resources.

Sustainability in the context of GFDRR can reasonably be interpreted in the context of its ability to inform longer-term efforts to build countries' DRM capacities. Evidence indicates that GFDRR does this successfully in three ways. First, GFDRR's demand-driven approach and ability to contextualize technical services to specific countries and sector needs contributes to country client ownership and motivation to use results of the grants. Second, the quality of GFDRR analytics and guidance is building intermediate capacity of country partners that tangibly contribute to long-term, institutionalized capacities. Third, GFDRR grants are highly valued for their ability to mobilize linkages to larger and longer-duration World Bank and other financial resources to drive more sustainable DRM outcomes for final beneficiaries. While widespread citizen engagement helps ensure outcomes are appropriate, equitable and sustainable, the evaluation found insufficient evidence to draw a linkage between GFDRR activities and the sustainability of benefits for final beneficiaries of World Bank development finance operations.

Recommendations

The evaluation makes the following recommendations to strengthen GFDRR performance and results for this and future Strategy periods. Specific actions that could be taken to achieve the intention of each recommendation can be found in the Main Report.

RECOMMENDATION 1: The PC and PMU should strategically consider the balance in GFDRR’s operating model between inward focus on delivering concrete results in countries and external partnerships and presence.

RECOMMENDATION 2: GFDRR should continue to increase its internal visibility among Bank task teams and collaboration with other programs within the World Bank.

RECOMMENDATION 3: The PMU should strengthen its M&R system for capturing results in this and future Strategy cycles.

RECOMMENDATION 4: GFDRR should increase its ambition toward more gender- and inclusive-transformative actions in GFDRR grantmaking and reporting, including paying increased attention to intersectionality.

RECOMMENDATION 5: To capitalize on its current momentum in building support for the disaster-FCV nexus, GFDRR should concentrate on optimizing the utility of its knowledge for World Bank country teams.

1 INTRODUCTION

Established in 2006, the Global Facility for Disaster Reduction and Recovery (GFDRR) is a global partnership that supports developing countries and communities reduce risk, prepare for, and recover from disasters by integrating disaster risk management and climate change adaptation into development strategies and programs. Through this support, GFDRR assists countries in their efforts to implement the Sendai Framework for Disaster Risk Reduction 2015-2030, as well as the 2030 Agenda for Sustainable Development, and the Paris Agreement under the United Nations Framework Convention on Climate Change. The umbrella partnership program is administered by the World Bank, anchored in the Urban, Disaster Risk, Resilience, and Land Global Practice.

GFDRR is midway through implementation of its Strategy 2021-2025—an opportune point in time to assess progress and identify potential adjustments needed for the second half of the strategy period. To that end, GFDRR commissioned an external *Midterm Evaluation of the 2021-2025 Strategy Implementation* (hereafter referred to as “the evaluation” or “MTE”). This report presents the findings, conclusions, and recommendations from the MTE.

1.1 Evaluation objectives and scope

The MTE’s key objectives were threefold:

1. To assess progress in the implementation of GFDRR’s 2021-2025 Strategy. This includes the likelihood of achieving intended results in accordance with GFDRR’s theory of change and results framework, including its two cross-cutting priorities.
2. To assess the extent to which GFDRR has contributed or is likely to contribute to client countries’ alignment with the Sendai Framework Principles and disaster risk management results on the ground.
3. To provide findings, conclusions, and practical recommendations on how the program, its operating model, and its operational processes may be further strengthened.

The evaluation assessed GFDRR’s performance against criteria of the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee’s Network on Development Evaluation. These are relevance, coherence, effectiveness, efficiency, and sustainability.²

The MTE’s scope covered the first half of the 2021-2025 Strategy period, including the implementation of the strategy through the FY22 and FY23 Annual Work Plans and grants approved in FY22 and FY23 (1 July 2021 through 30 June 2023). The evaluation focused on the GFDRR Umbrella Program—including the anchor Multi-Donor Trust Fund (MDTF) and the four

² Per the evaluation’s Terms of Reference, the criterion “impact” is not prioritized in this MTE given plans for Thematic Impact Evaluations in the second half of the strategy timeframe.

Associated Trust Funds (ATFs) that have been brought under the GFDRR Umbrella prior to the end of FY23.³

1.2 Methods

The evaluation was designed to be rigorous and utilization-focused, using systematic inquiry and mixed methods to answer the evaluation questions and draw lessons to inform midterm adjustments. This evaluation encompassed both quantitative and qualitative data collection tools and analytical methods. The evaluation matrix in Appendix A includes evaluation sub-questions developed to unpack the implications of each of the broad questions and methods for collecting and analysis the evidence for each sub-question. The evaluation team conducted:

- **Program and external document review**, including review of GFDRR strategic, governance, and operational documents and external reports related to the broader international disaster risk reduction (DRR) context, such as the Midterm Review of the Sendai Framework.
- **Portfolio analysis** using grant monitoring and reporting datasets provided by the GFDRR Program Management Unit (PMU), to understand trends in characteristics of approved grants and progress toward results.
- **Structured grant-level review** of a sample of grants approved during the evaluation period that were selected using a stratified random selection procedure to ensure that the distribution of grants review was proportionate to the overall portfolio in terms of geographic regions and World Bank lending groups and covered all Umbrella trust funds, Strategy objectives, and ongoing and closed grants. The sample size provided 95 percent confidence level and a margin of error of 10 percent (n=60).⁴ The selected grants are shown in Appendix C. Completion reports for all grants closed in FY23 (n=56)⁵ were also reviewed.
- **Interviews with nearly 100 stakeholders**, including Partnership Council members, GFDRR PMU staff, World Bank management and operational staff (including staff in the GFDRR global unit, staff serving as regional coordinators for GFDRR, task team leaders, and staff in other Global Practices), government counterparts in the recipient countries for GFDRR grants, and external partners (including World Meteorological Organization [WMO], World Resources Institute [WRI], European Space Agency [ESA], and United Nations Office for DRR [UNDRR]). The evaluation team conducted interviews with recipient country counterparts in their preferred languages (e.g. Spanish, Turkish) to ensure that information could be freely shared. Appendix D lists the number of interviewees by these stakeholder groups. All interview transcripts were coded into qualitative software (Dedoose) to facilitate pattern and content analysis.

³ These are the City Resilience Program (CRP) MDTF, the USAID Single Donor Trust Fund (SDTF) for Mainstreaming Disaster Risk Management in Developing Countries, the Africa, Caribbean and Pacific-European Union DRM SDTF (ACP-EU DRM), and the EU-South Asia Capacity Building for Disaster Risk Management Program (EU-SR DRM). Standalone trust funds managed by the GFDRR Unit but not within the Umbrella are not covered by this evaluation.

⁴ Consistent with the scope of the MTE, this sample of 60 grants contained 49 funded by the MDTF (82%), five funded by the CRP (8%), three funded by the EU-SAR (5%), two funded by USAID (3%), and one from ACP-EU (2%).

⁵ Although 58 grants were identified as closed during FY23, two of those either closed early, expended little to no funds, and did not report on outcomes. Therefore the evaluation analysis is based on 56 completion reports.

- **An online survey** that was administered to all World Bank task team leaders with a GFDRR grant approved during the evaluation period. The survey achieved a 40 percent response rate, allowing for results to be reported with a 90 percent confidence level with 90 percent precision. Survey results are shown in Appendix F.
- **Thematic case studies** of each of the Strategy’s cross-cutting priority areas: one covering gender equality and social inclusion, and one focusing on GFDRR’s engagement addressing the intersectionality between disasters and Fragility, Conflict, and Violence (FCV). These case studies are provided in Section 4.2.

The evaluation faced two main limitations. First, a confluence of changes in GFDRR over the past several years have made it difficult to systematically assess progress toward the objectives set forth in its 2021-2025 Strategy. These changes include the operationalization of the Strategy in July 2021, the transition to an Umbrella 2.0 program in December 2021, and the subsequent approval of a new Monitoring, Evaluation, and Learning Framework (MELF) in February 2023. These challenges and the approaches used to lessen them are discussed further in the main report. Second, the evaluation team faced difficulties in securing interviews with recipient country counterparts during the time available to conduct data collection (approximately six weeks).⁶ The team mitigated this limitation through extensive follow-up and extending the data collection period.

1.3 Structure of the report

The remainder of this report is structured as follows:

- Chapter 2 provides background information on GFDRR, the context of GFDRR’s work, and the 2021-2025 Strategy.
- Chapter 3 assesses the relevance of GFDRR’s objectives for the strategy period and whether they are adequately defined, realistic, and feasible as well as aligned with the Sendai Framework. It also examines the coherence of GFDRR’s Strategy and the extent it aligns or coordinates with other DRR programs, both within and outside of the World Bank.
- Chapter 4 assesses the effectiveness of GFDRR-supported activities including progress and likelihood of achieving the objectives of the strategy period in accordance with the results framework and theory of change. It also addresses the extent to which GFDRR activities incorporate GFDRR’s cross-cutting priorities of inclusive DRM and the disaster-FCV nexus. This chapter concludes with a synthesis of key drivers and barriers influencing the achievement of GFDRR’s Strategy’s objectives.
- Chapter 5 assesses the efficiency of GFDRR’s Umbrella Program’s governance and operational management and achievement of results. It also addresses the effectiveness and efficiency of GFDRR’s monitoring and reporting mechanism.
- Chapter 6 assesses the extent to which GFDRR’s activities are likely to contribute to sustained net benefits for beneficiaries.

⁶ The evaluation team’s access to country counterparts was dependent on World Bank task teams, which manage relationships with client countries. Access to recipient country counterparts also required multiple levels of notification (e.g., regional coordinators, then task teams, and finally country counterparts), which was time intensive. Task teams and country counterparts were not universally responsive to requests for interviews, and the evaluation team often had to follow up many times to secure responses.

- Chapter 7 presents the evidence-based conclusions and recommendations to improve performance and achievement during the second half of the strategy period.

The appendices provide additional information to support the evaluation findings, as noted above and in the main report that follows.

2 BACKGROUND ON GFDRR AND ITS STRATEGY 2021-2025

2.1 The context of GFDRR's work

Since its inception in 2006, GFDRR has supported governments and communities to respond to and manage disaster and climate risk ensuring community-driven development while advancing disaster risk management and climate change adaptation. This global partnership helps governments and communities in low-and middle-income countries reduce risk, prepare for, and recover from disasters by integrating disaster risk management and climate change adaptation into development strategies and programs. It provides technical and financial assistance to disaster-prone countries to reduce their vulnerability to climate- and non-climate natural disasters and works alongside a diverse group of partners, including United Nations agencies, World Bank regional offices, and national governments.

The need for inclusive, sustainable, and resilient development has only become more urgent, as global surface temperature rise is expected to exceed 1.5°C by 2040⁷ and 3°C this century.⁸ The Intergovernmental Panel on Climate Change (IPCC) report on the physical science of climate change⁹ warns that these changes accelerate natural disasters like catastrophic floods, heatwaves, wildfires, droughts, coastal inundation or erosion, and collapses in land and marine ecologies. These climate impacts will continue to cause devastating impacts on ecosystems and human life, with the most vulnerable populations experiencing disproportionate impacts. Many disaster-prone regions and countries are experiencing increased conflict and violence, which is further exacerbated by climate change. For example, there were more than 70 million forcibly displaced people in 2018 due to ongoing violence and it is estimated there will be over 140 million climate migrants by 2050.¹⁰

Halfway through the implementation of the Sendai Framework, progress has stalled and even reversed in some cases.¹¹ Disaster and climate risks are emerging and accumulating faster than people and communities can plan for, reduce, and manage them, with increasingly severe consequences. The COVID-19 pandemic has contributed to these risks, but other factors

⁷ IPCC. (2021). *Summary for Policymakers. In: Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* [Masson-Delmotte, V., P. Zhai, A. Pirani, S. L. Connors, C. Péan, S. Berger, N. Caud, Y. Chen, L. Goldfarb, M. I. Gomis, M. Huang, K. Leitzell, E. Lonnoy, J.B.R. Matthews, T. K. Maycock, T. Waterfield, O. Yelekçi, R. Yu and B. Zhou (eds.)]. Cambridge University Press.

⁸ UNEP (2020). Emissions Gap Report 2020. United Nations Environment Programme. Available at URL: <https://www.unep.org/interactive/emissions-gap-report/2020/>.

⁹ IPCC. (2021). *Summary for Policymakers. In: Climate Change 2021: The Physical Science Basis. Contribution of Working Group I to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* [Masson-Delmotte, V., P. Zhai, A. Pirani, S. L. Connors, C. Péan, S. Berger, N. Caud, Y. Chen, L. Goldfarb, M. I. Gomis, M. Huang, K. Leitzell, E. Lonnoy, J.B.R. Matthews, T. K. Maycock, T. Waterfield, O. Yelekçi, R. Yu and B. Zhou (eds.)]. Cambridge University Press.

¹⁰ *GFDRR Strategy 2021-2025: Scaling Up and Mainstreaming Resilience in a World of Compound Risks (English)*. Washington, D.C.: World Bank Group. October 2022. <http://documents.worldbank.org/curated/en/955811620194170587/GFDRR-Strategy-2021-2025-Scaling-Up-and-Mainstreaming-Resilience-in-a-World-of-Compound-Risks>

¹¹ UNDRR (2023). *The Report of the Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030*. UNDRR: Geneva, Switzerland.

include tensions between short and long-term objectives, rising inequality, and barriers between risk science and risk-informed decision-making and behavior.¹²

2.2 Background on GFDRR

GFDRR governance and management structure. GFDRR’s mission, governance and program structure, and operating framework are defined in its Partnership Charter. GFDRR is governed by a single Partnership Council (PC) overseeing the umbrella program, whose membership comprises representatives of the World Bank and countries that contribute financial resources to the GFDRR Umbrella Program. A representative of the World Bank serves as the permanent Chair, while a member of the PC serves as Co-Chair on a two-year rotational basis. The GFDRR’s day-to-day operations are managed by the Facility’s PMU on behalf of the PC. Operations include—but are not limited to—supporting the PC, program management and administration of the trust funds, preparing strategies, annual work plans, and reporting, MEL (Monitoring, Evaluation, and Learning), fostering partnerships and relationships with other agencies, managing relations with donors, and communications.¹³

GFDRR operating model. GFDRR’s current operating model is described as demand-driven, socially inclusive, and results-focused. The majority of GFDRR is supported by grant financing to World Bank task teams in the Urban, Disaster Risk, Resilience, and Land Global Practice; grants are largely Bank-executed, relying on the World Bank Global Practice teams in the various regions for implementation and collaboration with partnered countries.¹⁴ In addition, GFDRR has global technical thematic teams that produce knowledge products and offer technical assistance (“cross-support”) to operational and country teams.

GFDRR funding structure. The World Bank has undertaken reforms to improve their trust funds’ effectiveness while delivering transformative solutions for client countries and development partners. Through the most recent reform of reducing the overall number of trust funds into larger Umbrella 2.0 Programs, the World Bank aims to deliver increased efficiency, management oversight, and greater strategic alignment while reducing fragmentation and transaction costs.¹⁵ As of 31 December 2021, GFDRR’s management structure transitioned into an Umbrella Program 2.0 comprised of two instruments for donors to make contributions: (a) a main MDTF; and (b) Four ATFs. Additional standalone Single Donor Trust Funds (SDTFs) are currently managed directly by GFDRR and will be transitioned under the Umbrella in FY 2024; these standalone SDTFs are not part of the scope of this MTE.¹⁶ The Umbrella Program serves as the primary channel for donors to partner with the World Bank to finance mutual strategic

¹² UNDRR (2023). *The Report of the Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030*. UNDRR: Geneva, Switzerland.

¹³ *GFDRR Partnership Charter (English)*. Washington, D.C.: World Bank. July 2021. Group. <https://www.gfdr.org/en/publication/gfdr-partnership-charter>

¹⁴ *GFDRR Strategy 2021-2025: Scaling Up and Mainstreaming Resilience in a World of Compound Risks (English)*. Washington, D.C.: World Bank Group. October 2022; & *GFDRR Partnership Charter (English)*. Washington, D.C.: World Bank. July 2021. Group. <https://www.gfdr.org/en/publication/gfdr-partnership-charter>

¹⁵ [World Bank Trust Funds and Partnerships](#).

¹⁶ The Terms of Reference for this MTE is focused on the Umbrella Program. The FY22 Annual Work Plan stated that GFDRR intended to implement its 2021-2025 Strategy through the MDTF and six standalone trust funds. However, in FY22, GFDRR transitioned to an Umbrella Program with the MDTF and ATFs, and subsequent Annual Work Plans clarify that the Strategy will only be implemented under the Umbrella Program.

priorities and for GFDRR to respond directly to technical requests from communities and countries and address priority technical themes to meet its strategic objectives.

2.3 GFDRR Strategy 2021-2025

The 2021-2025 Strategy incorporates lessons learned from the GFDRR’s preceding 2018-2021 Strategy and maintains GFDRR’s core mission to support “communities and countries reduce risk, prepare for, and recover from disasters by integrating disaster risk management and climate change adaptation into development strategies and programs.”¹⁷ Under this strategy, GFDRR continues to focus on the Sendai Framework’s objectives as the lens through which to interpret countries’ DRM needs and potential solutions, while recognizing that such ambitions are indivisible from the objectives of the 2030 Agenda for Sustainable Development, and the Paris Agreement.^{18,19} The 2021-2025 Strategy sets out four strategic objectives for GFDRR to pursue during the current five-year phase with associated priority and thematic areas, as shown in Table 1. Each objective is aligned to one or more of the Sendai Framework’s four Priorities for Action.²⁰

Table 1. GFDRR Strategic Objectives, Priority Areas, and Thematic Areas

Strategic Objectives	Priority Areas	Thematic Areas
Objective 1: Evidence and knowledge on effective disaster and climate resilience approaches are generated and shared for improved policy and practice	Priority 1: Risk-Informed Decision-Making	1. Digital Earth 2. Disaster Risk Analytics
Objective 2: Risk-informed development is adopted at national, sub-national, and community level, using integrated, inclusive, and participatory approaches	Priority 2: Reducing Risk and Mainstreaming Disaster Risk Management	3. Building Regulations for Resilience 4. City Resilience 5. Climate and Disaster Risk Management for Health Systems 6. Nature-Based Solutions (NBS) 7. Resilient Housing 8. Resilient Infrastructure 9. Safer Schools
Objective 3: Governments in vulnerable countries have access to additional investments for scaling up disaster and climate resilience building	Priority 3: Financial Preparedness to Manage Disaster and Climate Shocks	10. Disaster Risk Finance
Objective 4: Disaster preparedness and resilient recovery capacity are increased at national, sub-national, and community levels	Priority 4: Disaster Preparedness and Resilient Recovery	11. Emergency Preparedness and Response (EP&R) 12. Hydromet Services and Early Warning Systems

¹⁷ *GFDRR Strategy 2021-2025: Scaling Up and Mainstreaming Resilience in a World of Compound Risks (English)*. Washington, D.C.: World Bank Group. October 2022. <http://documents.worldbank.org/curated/en/955811620194170587/GFDRR-Strategy-2021-2025-Scaling-Up-and-Mainstreaming-Resilience-in-a-World-of-Compound-Risks>

¹⁸ *GFDRR Strategy 2021-2025: Scaling Up and Mainstreaming Resilience in a World of Compound Risks (English)*. Washington, D.C.: World Bank Group. October 2022.

¹⁹ *GFDRR Strategy 2018-2021: Bringing resilience to scale*. Washington, D.C.: World Bank Group.

²⁰ *Sendai Framework for Disaster Risk Reduction 2015-2030*. 18 March 2015. United Nations - Headquarters United Nations Office for Disaster Risk Reduction. <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>

	Cross-cutting Priority Area: Addressing the Disaster-FCV Nexus	13. Disaster-FCV Nexus
	Cross-cutting Priority Area: Scaling Inclusive Disaster Risk Management and Gender Equality	14. Inclusive DRM and Gender Equality

The Strategy originally laid out a hierarchy of objectives for the Facility to pursue in the GFDRR Logical Framework. However, with the formulation of the Facility’s MEL Framework in 2023, the logical framework was superseded by a new theory of change (ToC) which is further elaborated with a Results Framework and Outcomes and Indicators Matrix.²¹

GFDRR is currently at the mid-point of its Strategy period.²² Through FY23, GFDRR has approved 169 grants across 60 countries, including regional and global program grants. By region (Figure 1) East Asia and the Pacific has received the largest number of grants (29%), followed by Eastern and Southern Africa (14%). Figure 2 below shows that the MDTF has accounted for the large majority of grants (88%) followed by the City Resilience Program (CRP) trust fund (8%). GFDRR grants have been roughly evenly split among middle-income and creditworthy lower-income countries (International Bank for Reconstruction and Development [IBRD] lending category), lower-income countries with less borrowing capacity (International Development Association [IDA] lending category), and regional/global grants (Figure 3).²³ Nearly three-quarters of GFDRR’s grant portfolio is still under implementation (Figure 4), and just under a quarter of the grants (22%) have a closing date on or prior to 30 June 2023.

²¹ *Monitoring, Evaluation and Learning Framework (English)*. Washington, D.C.: World Bank Group. February 2023. <http://documents.worldbank.org/curated/en/099447304212328180/IDU001411ecc042ef04f760a5ef02473d05b5d65>

²² This MTE covers July 2021 through June 2023 (FY22-23).

²³ [World Bank Country and Lending Groups – World Bank Data Help Desk](#). Blend countries are eligible for loans from both IBRD and IDA.

Figure 1: GFDRR Grants by Region (% of grants)

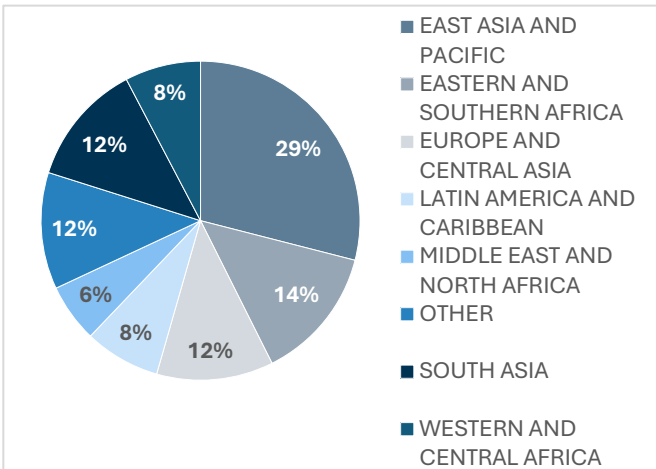


Figure 2: GFDRR Grants by Fund (% of grants)

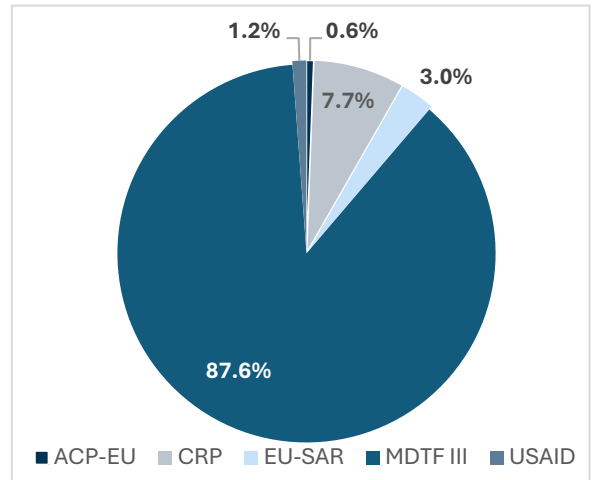


Figure 3: GFDRR Grants by World Bank Lending Group for Recipient Countries (% of grants)

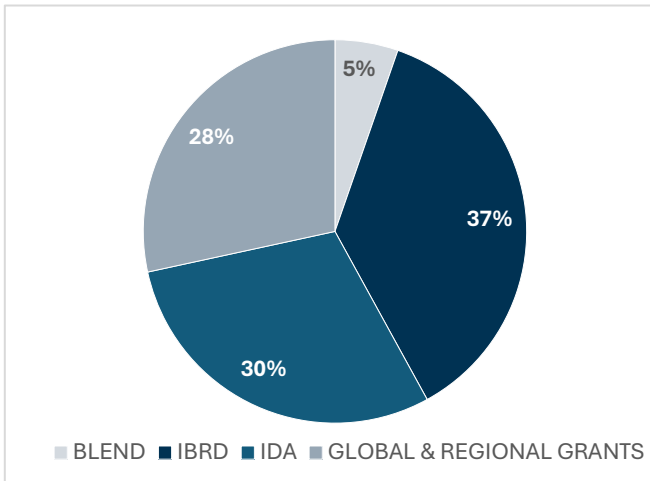
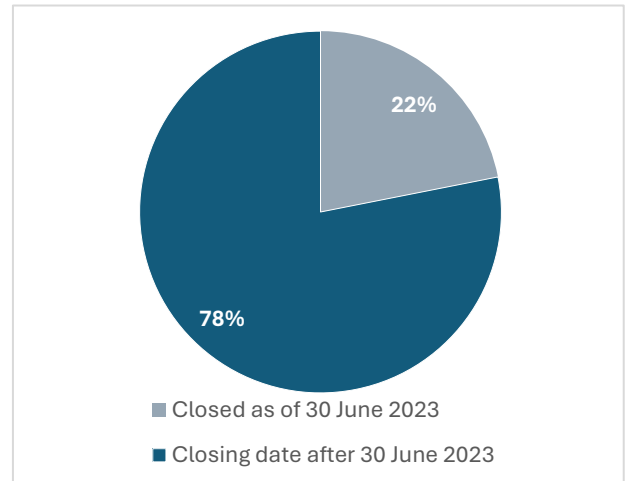


Figure 4: GFDRR Grants by Closing Date (% of grants)



3 RELEVANCE AND COHERENCE

This chapter assesses the extent to which GFDRR’s strategic objectives and design respond to countries’ needs and priorities in their efforts to reduce risk, prepare for, and recover from disasters, as well as the coherence of GFDRR with other programs within and outside of the World Bank.

3.1 Relevance of objectives for Strategy 2021-2025

GFDRR’s 2021-2025 Strategy is fully aligned with the Sendai Framework. The Strategy’s four strategic objectives are a direct interpretation of the Sendai Framework’s four Priorities for Action. These four strategic objectives are complemented by a sharpened focus on two highly relevant cross-cutting priorities: inclusive DRM and gender equality and the FCV-DRM nexus. Interviewees from the World Bank, donor organizations, and external partners all appreciated the direct alignment with the Sendai Framework.

GFDRR’s Strategy objectives are also aligned with the 2030 Agenda for Sustainable Development and the Paris Agreement of the United Nations Framework Convention on Climate Change, which both outline broad priorities for risk management. The Strategy strengthened GFDRR’s focus on emerging drivers of risk such as building capacity for managing natural hazard risks and other threats to development; it also emphasized scaling up and mainstreaming resilience across sectors, including agriculture, education, health, transport, energy, water, and urban. These actions are relevant to meeting the Sustainable Development Goals (SDGs). (See also discussion of mainstreaming in Section 3.3.1 on coherence with World Bank programs.)

Actions envisioned under the strategic objectives also support priority climate change adaptation actions of the Paris Agreement. For instance, GFDRR’s strategic objective four (disaster preparedness and resilient recovery) aims to improve access to hydrometeorological data and early warning systems and to strengthen emergency response capacity, responding to the need for better climate and weather information as articulated in Article 7 of the Paris Agreement. Similarly, GFDRR’s emergent focus on NBS to reduce disaster and climate risks in the built and rural environment aligns to priority actions for increased resilience of communities and ecosystems in the Paris Agreement. GFDRR launched a dedicated global thematic program on NBS in FY22, and interviews indicated that there is high demand for this expertise across multiple regions.

Interviews with country clients pointed to the continued relevance of GFDRR’s strategic objectives and services, while other interviewees, including World Bank staff, PC members, and external partners shared insights on how priorities and challenges have evolved over the strategy period. Emerging issues like systemic risk (e.g. cascading and compounding failures of whole systems, as the COVID-19 pandemic illustrated), the humanitarian-development-peace nexus, and loss and damage were raised by multiple interviewees as relevant topics for consideration in a future strategy. GFDRR’s broad scope and flexible nature has helped ensure

that it maintain its relevance and is able to respond to changing priorities, such as those raised by the informants.

GFDRR’s strategic objectives are adequately defined, realistic, and feasible, although the benchmark for achieving those objectives remains somewhat undefined. The Strategy enables GFDRR to respond to countries’ needs and priorities while also contribute to their progress toward achieving the goal of the Sendai Framework. Interviewees almost universally agreed that GFDRR’s strategic objectives were adequately defined and readily understood by DRM professionals given their Sendai linkages. Direct alignment with the Sendai Framework also enables GFDRR to have flexibility in responding to demand for a wide range of Sendai-aligned activities. At the same time the global thematic lines help focus GFDRR on certain areas of technical expertise.

While some World Bank partners have demonstrated limited awareness of GFDRR’s strategic objectives,²⁴ the close alignment with the Sendai Framework and other checks-and-balances in the grantmaking system help ensure that GFDRR activities are relevant to its 2021-2025 Strategy. For example, processes to ensure that grants address the requirements of the relevant trust fund (MDTF and ATFs) and Strategy—including proposal criteria and review by the PMU’s Regional Focal Points and Grant Managers—help ensure alignment.

Staggered revisions and process updates in GFDRR have created challenges in terms of measuring success in delivery against the Strategy with cascading impacts for assessing the realism and feasibility of the strategic objectives. GFDRR operationalized the Strategy 2021-2025 in July 2021 without an associated results framework that set program-level level targets to be achieved by the end of the strategy period.²⁵ A new MELF was adopted in February 2023 establishing new indicators for measuring progress under each of the Strategic Objectives but no targets for the strategy period. The strategic objectives are considered realistic and feasible in part because the GFDRR Results Framework (2023) is conceptually coherent in linking outputs to outcomes aligned with the four GFDRR strategic objectives. For a further discussion, see also Section 4.1 on assessing progress toward objectives and Section 5.3 on GFDRR’s monitoring and reporting mechanism.

3.2 Relevance of design to Sendai Framework principles

This section assesses the extent to which GFDRR’s operating model is likely to contribute to client countries’ alignment with Sendai Framework Guiding Principles. Consistent with the Terms of Reference for the MTE, this section examines principles related to “build back better,” “preventative approach,” “ownership by recipient countries,” and “all-of-society engagement,” as well as the need for support for least developed countries (LDCs), small island developing states (SIDS), and African countries.

²⁴ For example, some regional coordinators—responsible for allocating GFDRR’s regional block grants, in partnership with GFDRR PMU staff—could not recall GFDRR’s strategic objectives.

²⁵ This practice contrasts with other well-established trust funded programs at the World Bank, such as the Energy Sector Management Assistance Program (ESMAP). As an example, ESMAP’s strategy for FY21-24 was accompanied by a results framework that set program-wide targets and baselines at the outcome and intermediate outcome level.

3.2.1 Build back better

This Sendai Framework Guiding Principle recognizes that “in the post-disaster recovery, rehabilitation and reconstruction phase, it is critical to prevent the creation of and to reduce disaster risk by ‘Building Back Better’ and increasing public education and awareness of disaster risk.”²⁶

Approximately a quarter of sampled grants approved during the Strategy period address the principle of building back better (BBB) in the context of post-disaster recovery. These grants also align with GFDRR’s strategic objective four on resilient recovery. GFDRR activities have included support for post-disaster damage assessments, increasingly using the GFDRR-developed global rapid post-disaster damage estimation (GRADE) guidance and occasionally the post-disaster needs assessment approach. Additionally, these activities support recovery planning, including identifying and prioritizing post-disaster investments that align with BBB principles.

“[GFDRR] supported the initiative, and there was great alignment around these BBB paradigms.” – Recipient country government representative

GFDRR is well positioned to support countries in their efforts to align with BBB. GFDRR is among the global knowledge leaders in BBB, as evidenced by the recent stocktaking on progress made and challenges experienced in the BBB component of the Sendai Framework Priority 4, which widely cites GFDRR tools, guidance, and publications.²⁷ The confluence of GFDRR’s global technical programs also offer potential to address some of the concerns raised in the *Midterm Review of the Sendai Framework 2015-2030* related toward BBB implementation. In particular, the Inclusive DRM program could address the need to enable more inclusive recovery, including by accompanying disaster recovery plans with “legal frameworks that require and guide the application of the principles of equity and inclusion of women, persons with disabilities and most-at-risk populations.”²⁸ Similarly, the FCV-DRM Nexus team can help “ensure that DRM and recovery is deployed to bridge the divide between humanitarian, development and peace activities.”²⁹

GFDRR grants in Türkiye and Ethiopia address common BBB shortcomings identified in the *Midterm Review of the Sendai Framework 2015-2030*

Given the significant damage, loss, and disruption in conflict-affected areas in Ethiopia, this US\$400,000 (MDTF) grant aimed to ensure that post-conflict recovery and reconstruction efforts are disaster-resilient and, by doing so, further reduce the compounding displacement and humanitarian challenges. Actions included developing a recovery strategy that integrates BBB concepts. This includes disaster resilience and gender considerations and a geospatial analysis of internally displaced persons’ and returnees’ movements due to conflict and their changes in exposure to floods and droughts. These activities directly address shortcomings in operationalizing BBB principles as identified in the *Midterm Review of the Sendai Framework 2015-2030*, including the “need for a greater emphasis on resilience and building back better to prevent displacement” and the need for disaster recovery plans to include BBB principles.¹ Building on this momentum, the Ministry of Finance of the Federal

²⁶ Sendai Framework for Disaster Risk Reduction 2015-2030

²⁷ International Recovery Platform. 2022. Review of the Build Back Better Component of Priority 4 in Support of IRP’s Contribution to the Sendai Framework Midterm Review.

²⁸ Report of the Midterm Review of the Sendai Framework 2015-2030.

²⁹ Report of the Midterm Review of the Sendai Framework 2015-2030.

Republic of Ethiopia has requested the World Bank to establish and manage a MDTF to operationalize and implement the Resilient Recovery and Reconstruction Framework; in addition, other Global Practices in the World Bank (Education, SSI, and Digital) have incorporated some of the sectoral findings and recommendations in their investment operations.

In Türkiye, GFDRR's US\$1 million grant (USAID ATF) to support resilience and inclusive post-earthquake recovery is providing, among other activities, technical review and spatial analysis of proposed project investments (e.g. school and health facilities, municipal infrastructure) and advice on mainstreaming BBB principles and higher construction quality standards aligned with good practices related to gender inclusion, disability inclusion, and citizen engagement. This also involves technical assistance and dialogue with the government on socially inclusive and environmentally sustainable post-disaster recovery and reconstruction, including e.g. rapid social assessment in selected municipalities, analysis of gender gaps and actions, and identification of support for vulnerable groups.

3.2.2 Preventative approach

This Sendai Framework Guiding Principle states that “addressing underlying disaster risk factors through disaster risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery and contributes to sustainable development.”³⁰

GFDRR activities prominently feature preventative approaches, with nearly three quarters of sampled grants providing advisory services and/or analytics that could underpin disaster risk-informed preventative investments. These approaches span GFDRR's four strategic objectives and many of GFDRR's global thematic programs. Importantly, GFDRR has also succeeded in shifting focus toward preventative assistance in FCV contexts where historically DRM funding has favored emergency response, offering potential to scale up anticipatory action (see Section 4.2.2 for a deep-dive on GFDRR's support to the disaster-conflict nexus).

“What GFDRR is doing is increasing awareness and doing it [through] data and analysis to show how investment in preparedness makes sense. The cost-savings of acting on preparedness compared to response.” – GFDRR team

In Ethiopia, for example, one of GFDRR's grants is designed to help address significant challenges in operationalizing a policy shift from flood control to integrated flood management. The grant is directly linked a US\$300 million investment operation in the country, the Flood Management Project, and aims to support early implementation of the project by conducting technical assistance and capacity development in basin-level planning for flood risk reduction. GFDRR outputs focus on critical information gaps to inform the physical flood risk reduction investment planning.

Additionally, in Sierra Leone, a GFDRR grant conducted an analysis of tree canopy loss in Freetown, complementing analysis done by the United Nations World Food Programme. The results of this analysis have been used to raise awareness with government and development partners and improve understanding of how potential NBS investments and effective urban planning can protect crucial landscapes for rainwater absorption.

³⁰ Sendai Framework for Disaster Risk Reduction 2015-2030

3.2.3 Ownership by recipient countries

Several Sendai Framework Guiding Principles point to the importance of ownership and sharing of responsibilities by central governments and relevant national authorities, as well as the empowerment of local authorities and communities.

GFDRR’s demand-driven operating model relies on World Bank processes to support ownership. Operational task teams can only receive GFDRR grants if they have a project code, indicating that a formal request has been made by the government for an investment project. GFDRR also requires task teams to submit an endorsement from the Country Management Unit, as an additional assurance of client demand and strategic alignment. Given that nearly all GFDRR grants are Bank-executed,³¹ much responsibility for ensuring ownership lies with the World Bank task teams. Some task team interviewees and survey respondents pointed to the variability in Task Team Leader (TTL) processes and commitment to ensuring ownership; one best practice identified was to share consultancy terms of reference with client countries, to better reflect their deeper knowledge of context and needs and to build ownership.

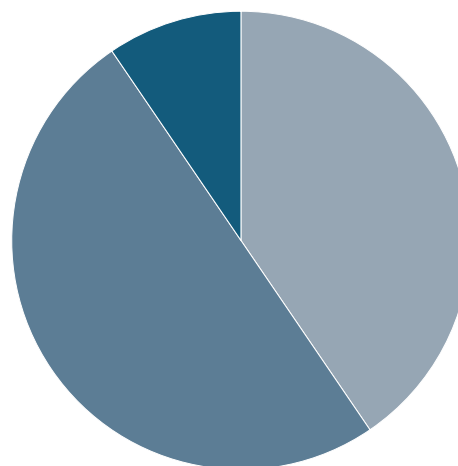
Recipient country ownership of GFDRR grant outputs is generally considered strong or moderate; grants can also build ownership. Task teams generally considered country

ownership—meaning sustained motivation, use, or demand for GFDRR outputs—to be strong or moderate. Grant proposals clearly demonstrate relevance to country policies and needs and to World Bank strategies, including the Country Partnership Framework; however, ownership of activities is less clearly demonstrated in grant proposals, due in part to the use of other forms (e.g., Country Management Unit endorsement).³² All recipient country government representatives interviewed indicated that the GFDRR grant activities responded to their requests and needs.

GFDRR analytics are used in some grants to start an evidence-based dialogue with country clients in new or emerging areas.

Task teams highlighted that DRM and climate resilience were new concepts for some country clients, and GFDRR grants helped build awareness and demand for risk-informed solutions.

Figure 5. Country counterparts’ ownership of GFDRR outputs, as rated by task teams



■ Strong ownership ■ Moderate ownership ■ Weak ownership

Source: Online survey of World Bank tasks teams, conducted by the MTE

³¹ Trust fund grants in the World Bank can be either Bank-executed (meaning that the funds are used to augment the Bank’s administrative budget for its own development activities) or Recipient-executed (meaning that they are executed in accordance with a grant agreement between the Bank and a third-party recipient, such as a national government). See: <https://thedocs.worldbank.org/en/doc/85936e023f875cd12c3d14ce844b6b33-0060072023/original/Partnering-with-the-World-Bank-through-Trust-Funds-and-Umbrella-2-Oct-2023.pdf>

³² In the sample of grants reviewed, less than 15 percent of grant proposals explicitly articulated that the proposed support was requested by the recipient country.

Many GFDRR grants also aim at building ownership indirectly, with the intention to build capacity among national and local agencies to understand disaster risk and make informed decisions on that basis. Ultimately, ownership would be demonstrated by GFDRR outputs being used by country stakeholders to inform decision-making and by governments borrowing money from the World Bank to address the disaster-related problems identified (see also Section 4.1 on progress toward GFDRR objectives).

Factors like political context and change in client counterparts affect ownership of GFDRR outputs (e.g. if different people were involved in designing, developing, and receiving outputs), although grant proposals rarely considered ownership among the risks identified (15 percent). The focus of grant activities can also affect ownership; some task teams explained that GFDRR grants provided information that was highly relevant for informing World Bank strategies (e.g. Country Partnership Framework, Country Climate and Development Report, Systematic Country Diagnostic), but can be of less direct interest to country clients.

“Before the grant, the client did not have interest on climate issues, it was only through the implementation of the grants activities that [...] awareness was created, but also the client took the driver’s seat to mainstream climate considerations.”

– World Bank task team leading GFDRR grants

Tailoring grant activities to specific country contexts and conditions can also support ownership, and World Bank task teams perceive that this is widely done in GFDRR grantmaking. Sixty-one percent of task team survey respondents strongly agree, and another 34 percent agree, that GFDRR grants are tailored to respond to the circumstances and capacities of recipients. One exception was noted by a recipient country client interviewee who shared the view that some of the contents of a report prepared by a GFDRR-funded consultant needed to better reflect the national context in order to inform decision-making.

3.2.4 All-of-society engagement

This Guiding Principle recognizes that achieving the goals of the Sendai Framework will require an “all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.”³³ GFDRR’s Strategy 2021-2025 specifically incorporates a cross-cutting focus on inclusive DRM.

Most GFDRR grants have focused on government agencies, given that World Bank operations also typically engage with sovereign governments. All GFDRR grants closed in FY23 reported governments as beneficiaries, while about 40 percent of grants indicated that government was their sole beneficiary group. Figure 6 shows the beneficiary groups identified by task teams as benefitting from GFDRR grants. About 60 percent of task team survey respondents believed that

³³ Sendai Framework for Disaster Risk Reduction 2015-2030

GFDRR has facilitated an “all-of-society” engagement on DRM to a great or moderate extent; about 20 percent reported that GFDRR’s influence here has been small or non-existent; and another 20 percent did not know.

Engagement of non-state actors, including communities, features in about half of GFDRR grants, focused primarily on consultation.

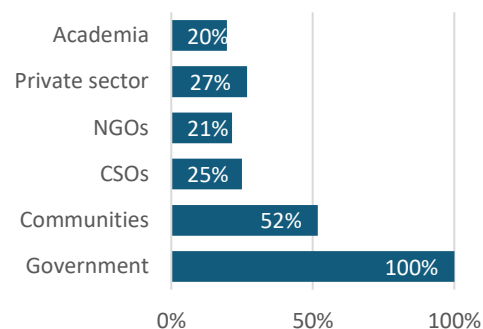
About half of sampled grants indicated that the design included citizen engagement—a proportion that was carried through into completed grants. Most citizen engagement was identified as consultation; few grants explicitly indicated that the grant would support citizen control over planning decisions and investment resources. Among grants completed in FY23, about half reported that they would benefit communities, while less than a quarter identified that the grant included community participation.

For those grants that did not include citizen or community engagement, common explanations for this exclusion included that: (a) the grant focused on strengthening government institutional capacities, or (b) that the grant was of a technical or analytical nature (e.g. a seismic risk assessment looking at typologies of buildings under earthquake scenarios) that would serve as an input to a World Bank lending operation (and that the lending operation itself would address citizen engagement aspects). For example, one regional coordinator explained that during the preparation of a World Bank investment operation, GFDRR trust fund resources are used to conduct studies and consult stakeholders, but engagement at the community level typically does not occur until the government is fully engaged and the investment is in implementation.

Notable examples of community and citizen engagement have included citizen science campaigns led by GFDRR’s City Resilience Program—such as in in Johannesburg and Ekurhuleni—and grant support to the Philippines focused on strengthening community resilience in poor and disaster-affected municipalities. The Philippines’ grant seeks to translate climate change data and information on adaptation strategies into a format and language that communities can comprehend and integrate into their planning. Through these efforts the grant aims to form a community-based information system that would help inform adaptation investments at the barangay levels. Lessons learned and tools developed through this grant are expected to inform a forthcoming operation, refocusing community platforms developed with Bank support over the past decade to deliver climate resilience. GFDRR activities like these respond to the findings of the Midterm Review of the Sendai Framework, which concluded that “access to risk information at the local level has been inconsistent” and that “data availability will benefit from greater use of local knowledge from civil society and citizen science.”³⁴

See also further discussion of GFDRR partnership with Civil Society Organizations (CSOs) in Section 3.3.2 and support for the cross-cutting theme of inclusive DRM in Section 4.2.1.

Figure 6. Beneficiaries of GFDRR grants closed in FY23



Source: Evaluation team analysis of FY23 grant completion reports

³⁴ Report of the Midterm Review of the Sendai Framework 2015-2030.

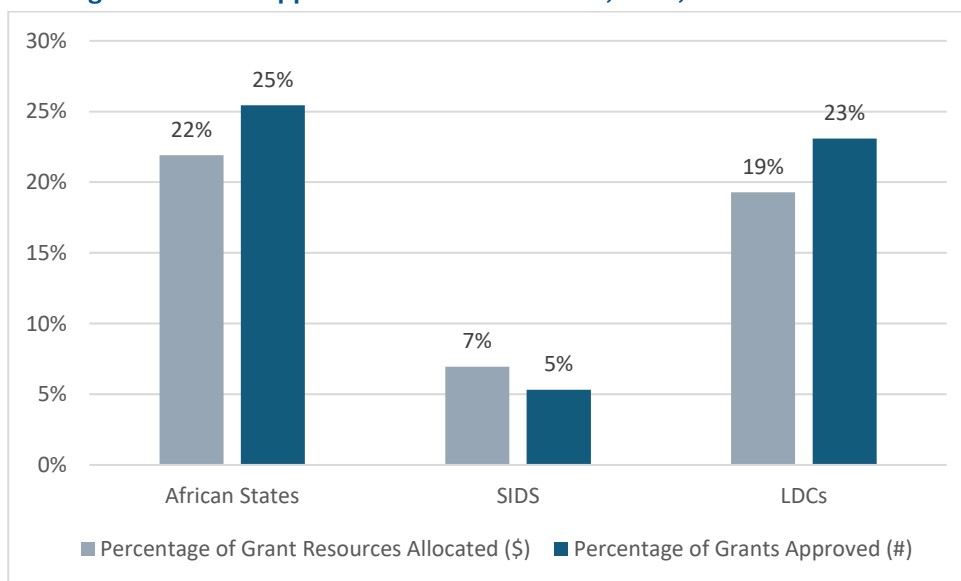
3.2.5 Support to specific country groups

The final Sendai Framework Guiding Principle specifies that developing countries—in particular the LDCs, SIDS, landlocked developing countries, and African countries—need support to address their disaster risk challenges.

A relatively small proportion of GFDRR grants have been directed toward LDCs, SIDS, and African countries during the first half of the Strategy period. In general, GFDRR’s demand-driven operating model is intended to flexibly direct resources where there is country demand and opportunity to achieve DRM results, with donor preferencing and ATFs also directing resources to certain regions and country groups. GFDRR allocations to regional block grants also affect the level of resources allocated to different country groupings.

Even within this demand-driven paradigm, GFDRR’s FY22 workplan anticipated that only 40 percent of new funding would support African countries and SIDS. At the midterm of the 2021-2025 Strategy period, approximately 25 percent of funding has been allocated to African countries and SIDS, as shown in Figure 7; 19 percent of funding has been allocated to LDCs, the majority of which are in Africa. Some LDCs, SIDS, and African States feature among the top 10 individual country recipients of GFDRR grants during this strategy period: Ukraine, India, Pakistan, Democratic Republic of Congo (DRC) (African State; LDC), Bhutan, Türkiye, Philippines, Ethiopia (LDC), Chad (LDC), and Timor-Leste (SIDS; LDC).³⁵

Figure 7. Grants approved in FY21-23 in LDCs, SIDS, and African states



Source: Evaluation team own analysis, based on portfolio data provided by GFDRR.

Note: Some countries are in multiple categories (e.g., some African States are also SIDS and/or LDCs). Each percentage has been calculated individually and cannot be added with others.

³⁵ GFDRR funding is not heavily concentrated in certain countries, with the top 10 countries only accounting for about a quarter of total funds allocated.

3.3 Coherence with World Bank and external programs

This section assesses the extent to which GFDRR complements and harmonizes or coordinates with other programs within and outside of the World Bank, including DRR initiatives led by client countries.

3.3.1 Coherence with World Bank programs

Within the World Bank, GFDRR is perceived as the leading provider of DRR and recovery knowledge and expertise. Nearly all World Bank task team survey respondents agreed that the services provided by GFDRR (e.g. grants, technical assistance, analytics, capacity building support) fills critical gaps within the World Bank to effectively address disaster risk reduction and recovery and climate resilience; with regard to DRR, more than 85 percent of respondents strongly agreed.

During this strategy period, GFDRR has provided more complementary and operationally relevant support to World Bank partners to mainstream DRM considerations across many sectors. GFDRR staff, as well as partners in other parts of the World Bank Group, pointed to an increased emphasis on internal collaboration with other Global Practices, International Finance Corporation (IFC), and relevant trust funds programs.³⁶ These efforts are particularly notable since, as many interviewees noted, the World Bank’s practices often work in silos. A recent evaluation by the World Bank’s Independent Evaluation Group (IEG) similarly found that Global Practice collaboration has been insufficient to support urban resilience, resulting from limited incentives for cross-support and competition among Global Practices. Yet, emerging cross-cutting efforts to promote resilience in urban transport and water supply are starting to overcome this lack of collaboration.³⁷

“In the last few years, I noticed a strong push to empower other GPs [...] and embed this agenda in their programming. [GFDRR] has made conscious and informed efforts to go beyond the urban team and preach and finance activities beyond their GP. In the Bank, it’s not a given and requires additional effort. And the World Bank incentives are not always there to promote that cross-GP coordination. Making an effort to reach out to other GPs is something that should be acknowledged to the credit of GFDRR.” – World Bank partner

An important element of GFDRR’s success has been the combination of grant resources with operationally relevant, sector-specific knowledge. Staffing GFDRR technical teams with DRM experts with sectoral skills and knowledge, along with co-leadership by other Global Practices and global grant financing from the GFDRR Umbrella program, have helped develop specialized technical expertise that is linked to operational needs in other sectors. For example, the global grant (under the MDTF) to the Safer Schools global technical team is co-led by the Education Global Practice, while NBS has co-leads from the Environment and Water Global Practices, and Climate and Disaster Risk Management for Health Systems is co-led by the Health, Nutrition, and Population Global Practice. Additionally, the Resilient Infrastructure technical team has

³⁶ Including ProGreen, ProBlue, Global Infrastructure Facility (GIF), Public-Private Infrastructure Advisory Facility (PPIAF), ESMAP, Sustainable Urban & Regional Development Umbrella Program (SURGE), City Climate Finance Gap Fund, and Strategic Climate Fund.

³⁷ World Bank IEG. Urban Resilience.

been working closely with the Energy Global Knowledge Unit and coordinating with the Energy Sector Management Assistance Program (ESMAP) in the Energy Global Practice.

The CRP—now part of the GFDRR Umbrella Program—has provided complementary support to the World Bank’s IFC and Multilateral Investment Guarantee Agency (MIGA), which is valued by IFC Advisory teams and has increased collaboration in private sector-related initiatives. Partnerships with the Global Infrastructure Facility and Public-Private Infrastructure Advisory Facility (PPIAF) have been strengthened, and support is complementary rather than overlapping.³⁸ Lessons from implementing specific GFDRR grants have also pointed to the pivotal role of collaboration across the World Bank Group. In Vietnam, for example, while collaborating across Global Practices and IFC was challenging, the task team reflected that “frequent dialogues and meetings among agencies and teams facilitated program planning, implementation, monitoring, and evaluation, reducing fragmentation and enhancing mutual support.”³⁹

GFDRR could benefit from enhancing coherence in disaster risk finance. GFDRR has increasingly worked closely with colleagues in the Disaster Risk Financing and Insurance Program in the Finance, Competitiveness & Innovation (FCI) Global Practice through a productive partnership. In Tajikistan, for example, both GFDRR and the Forest Investment Program are advising as part of a Catastrophe Deferred Drawdown Option (CatDDO).⁴⁰ At the same time, there is an opportunity to clarify GFDRR’s technical niche in this space and improve the coordination between the DRR and financing sides of disaster risk financing. Interviewees also noted that the provision of support from multiple World Bank programs—namely GFDRR and FCI—can occasionally cause confusion for task teams and country clients. In particular, stronger collaboration upstream would help avoid past instances where multiple teams are separately advising the country on disaster risk finance.

Through FY23, the large majority of GFDRR Umbrella program grants (85 percent by count; 90 percent by volume) have been allocated to teams in the Global Practice for Urban, Disaster Risk, Resilience, and Land (GPURL) where GFDRR is located. 15 percent of grants, accounting for 10 percent of grant financing, have been allocated to teams in other World Bank Global Practices.⁴¹ Other Global Practices that received GFDRR grants including Agriculture, Education, Energy, Environment, Macroeconomic, Health, Nutrition, and Population, Infrastructure, Social, Digital Development, and Transport, with each receiving about 1-2 grants. Grant data analysis and interviews also pointed to variation across regions; some regional coordinators noting that they try to reserve a portion of grant resources for other GPs, and others indicating that they fully use the MDTF allocation for GPURL. The proportion of grants allocated to other Global Practices is likely to increase in the second half of the strategy period, with the inclusion of the Japan-World Bank Program for Mainstreaming Disaster Risk Management in Development

³⁸ CRP evaluation.

³⁹ Grant completion report for TF0B7054.

⁴⁰ A Development Policy Loan with a CatDDO is a World Bank financing product that enhances contingent financing line that “enhances countries’ crisis preparedness and prevention through policy and institutional actions” and “provides a contingent financing line that offers immediate liquidity to IBRD-eligible (including Blend) countries to address shocks related to natural disaster.” See:

<https://thedocs.worldbank.org/en/doc/1820b53ad5cba038ff885cc3758ba59f-0340012021/original/Cat-DDO-IBRD-Product-Note.pdf>

⁴¹ This does not include grants issued under the Japan-World Bank Program for Mainstreaming Disaster Risk Management in Developing Countries for Global Resilience - Phase 3. This program became a new ATF under the GFDRR Umbrella Program on June 29, 2023 and thus its grants were not included in the MTE scope (Umbrella Program operations during FY 22 and FY 23).

Countries for Global Resilience under the umbrella; the Japan ATF actively grants outside of GPURL, given its focus on resilient infrastructure and mainstreaming disaster risk management.

3.3.2 Coherence with external programs

GFDRR partners with DRM programs outside the World Bank in multiple ways: through individual GFDRR grants to support implementation and uptake; through technical partnerships focused on specific DRM topics to help deliver cutting edge knowledge and tools; and through global-level institutional partnerships to engage in the global discourse around DRM.

A substantial proportion of GFDRR grants engage with external partners. About 45 percent of GFDRR grant completion reports mention partnership with external programs.⁴² Engagement with other development partners is mentioned most frequently, including UN agencies (UNDRR, WHO, WFP, UNOCHA, UNDP, UN-Habitat, UNEP), multilateral development banks such as Asian Development Bank (ADB), and bilateral agencies from the European Commission, Netherlands, United States (USAID), and Switzerland (SECO). Partnership choices are largely driven by Bank country teams, as well as ownership by recipient country governments. As one recipient country government representative said, “[there is] good ownership demonstrated by the Ministry, which is the one orchestrating how to mobilize support from development partners, rather than priorities being dictated by funders”; this has helped to ensure that “[support is] strongly focused on ensuring complementarity.”

Grant completion reports and interviews pointed to several different ways that GFDRR has engaged with multilateral and bilateral partners to support coherence and amplify results:

- **To enhance knowledge**, such as by building on or complementing analysis done by other development partners, accessing cutting edge methods and expertise (e.g. through collaborating with researchers), or by disseminating analytical results among other development partners. Some GFDRR grants also support jointly organized international or regional DRR events, such as the Fifth World Reconstruction Conference co-hosted with UNDP.
- **To promote coordination and coherence**, such as through coordination meetings with other development partners. Such coordination is also part of normal practice in the design and implementation of World Bank investment operations.
- **To enable support in contexts where the World Bank cannot operate**, such as some FCV-affected countries. For example, GFDRR analytics fed into an earthquake response conference for Syria with UN agencies. The World Bank task team explained that “sharing with the UN meant our assessments can still inform the international donor conference and fundraising for Syria and Türkiye responses.”
- **To inform financing by other partners.** Few GFDRR completion reports explicitly identify contributions to informing financing by other, non-World Bank partners; however, some task team interviewees identified additional channels for GFDRR to potentially influence broader finance. As examples, in Ethiopia, GFDRR support helped contribute to the

⁴² Analysis of grants at completion is based on completion reports for 58 grants completed in FY23. This proportion contrasts with just a quarter of sampled grants at the proposal stage that mention partnership with external programs. However, this difference may be artifactual – i.e., it may simply reflect changes in the proposal and completion report templates, since the FY23 completion report template specifically prompts task teams to discuss the Bank’s collaboration and synergies with other organizations.

establishment of new trust funds for post-conflict recovery, and in Vietnam, the CRP engaged with partners such as JICA, ADB, Dutch government, Luxembourg government, SECO, and others to leverage financing resources for an upcoming Cooperation Program phase. Multiple task team interviewees also explained how GFDRR shapes how government and development partner finance is directed by building knowledge in government departments, developing frameworks for investment prioritization, and piloting new approaches. In the Philippines, for example, the task team explained that “the Filipino government used [GFDRR support for designing approaches for inclusive and sustainable tourism] to inform a project with ADB in other destinations, and the [Asian Infrastructure Investment Bank] is also looking at the same for other destinations.”

Few grants describe partnership with CSOs or NGOs. While about a quarter of grant completion reports identify CSOs and/or NGOs as a beneficiary of the grant activities (n=15),⁴³ only about half of these describe how those organizations were engaged. Some grants describe including CSOs/NGOs in events or knowledge dissemination (e.g. attendance at a launch event for a GFDRR report, participation in a regional forum, or receiving tools or knowledge products); just three grants describe consultations with CSOs (e.g. in flood-affected areas to understand

GFDRR grant completion reports provide evidence of a range of partnerships

- For the Government of India, GFDRR helped create a practical roadmap for the India Cooling Action Plan, introducing prioritization methods and financial instruments that can attract private capital to the cooling sector. The World Bank team reported that they “collaborated closely with UNEP experts for peer reviews and consistently informed them about stakeholder consultations. As leaders of the Global Cooling Coalition, UNEP’s input was invaluable, offering deep technical insights and granting us platforms such as Sustainable Energy for All and the Montreal Protocol meetings to share our findings. A key takeaway was the importance of integrating development partners early on, ensuring collective ownership, particularly with UNEP colleagues.”
- In the Europe and Central Asia region, GFDRR grants report that they “supported the excellent collaboration with DG ECHO within the European Commission which laid the foundation for ongoing and expanded collaboration.”
- In Zimbabwe, the “Bank team and Government have been engaging with partners and CSOs in the various consultative workshops that have been arranged by the [Department of Civil Protection]. The grant activities recognise that CSOs play a part in strengthening community capacity to manage and mitigate disaster risks. Some of the CSO have been engaged as part of the Civil Protection Committees at the national and sub-national levels.”
- In East Asia, the World Bank team collaborated with “the Bandung Institute of Technology and Bandung’s Environmental Agency in undertaking a citizen science-based community urban heat mapping exercise for the city. The involvement helped build the environmental agency’s awareness of the strength of the urban heat island effect the city faces, how the strength of this effect varies across the city’s neighborhoods with rates of poverty, and the local factors that determine the strength of the effect. It also helped to build the Bandung Institute of Technology’s own capacity to conduct community urban heat mapping campaigns.”

Sources: GFDRR FY23 grant completion reports.

⁴³ By checking the box in the template for “CSOs” and/or “NGOs” beneficiaries. Based on analysis of 58 grant completion reports submitted for FY23.

priorities for resilient recovery or in a national workshop to provide inputs for formulating a methodology for building damage assessment and building prioritization).

Technical partnerships are largely determined by GFDRR's global thematic technical teams to help them access cutting edge knowledge and information. For example, the Emergency Preparedness & Recovery team partners with the US Federal Emergency Management Agency and US Fire Administration because they provide international best practices, materials, and frameworks that benefits the team to access in improving their work as a thought leader within the World Bank. Similarly, GFDRR's Digital Earth team has a technical partnership with the ESA that one interviewee described as having the "firepower to get things done." GFDRR's NBS team has had a deep technical engagement with the Dutch Ministry of Infrastructure, US Army Corps of Engineers, and many other international stakeholders to develop guidelines for NBS for flood risk management. GFDRR is also working with the African Development Bank, World Resources Institute, the Green Growth Knowledge Partnership, the Swedish International Development Cooperation (SIDA), the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (German Development Cooperation, or GIZ), and other development partners to identify NBS investment priorities for climate resilience and adaptation in Sub-Saharan Africa.

GFDRR's global institutional presence and partnerships have eroded somewhat over the past several years. At the global institutional level, interviewees identify UNDRR as GFDRR's main partner. GFDRR is an important partner to UNDRR, with its close association with the Sendai Framework Priorities for Action and principles and important technical support to countries; likewise, UNDRR is an important partner for GFDRR as the global leader for DRR awareness and efforts and as the custodian of the Hyogo Framework and subsequent Sendai Framework. GFDRR's Annual Reports identify its many collaborations with UNDRR over the strategy period.

However, interviews with World Bank staff, external partners, and PC members revealed a common perception that GFDRR has become increasingly focused on World Bank operations and less focused on engagement with global partners and participation in global fora over the past several years. External partners perceived a decreased emphasis on global goods and initiatives and increased focus on concrete outcomes in recipient countries. World Bank informants explained that this trend also reflects a broader corporate trend in the World Bank under the previous presidency, where cooperation with external international partners was not prioritized.

Ultimately the extent to which GFDRR engages externally is a strategic question for the Facility—i.e. the extent to which the PC wants to direct a larger proportion of its scarce resources to maintaining global institutional partnerships (e.g. through meetings, discussions, events) versus toward grantmaking and operational support that is more directly linked to impact on the ground. More effective collaboration that flows from global to regional to national levels could also improve DRR results, but further evidence and analysis would be required to better understand these results chains.

4 EFFECTIVENESS

This chapter assesses GFDRR’s progress and likelihood of achieving its intended objectives for the 2021-2025 Strategy period, in accordance with the results framework and ToC, including GFDRR’s implementation of its cross-cutting priorities of inclusivity and gender equality and the disaster-FCV nexus. This chapter also considers GFDRR’s contributions to achieving results on the ground partway through its strategy period. The chapter concludes with a synthesis of factors affecting GFDRR’s achievement of the Strategy’s objectives.

4.1 Progress toward objectives

The evaluation team was constrained in assessing progress toward achieving GFDRR’s objectives by measurement challenges related to GFDRR’s evolving monitoring and reporting system, the absence and shifting of targets, and a lack of visibility about each grant’s primary objective and theme. As shown in Figure 8, GFDRR operationalized the Strategy 2021-2025 in July 2021 (one year already into the Strategy period), without an associated results framework that would set program-level level targets to be achieved by the end of the strategy period.⁴⁴ GFDRR finalized its ongoing transition to an Umbrella 2.0 program in December 2021, which involved aligning results frameworks, among other efforts. In February 2023, the PC adopted a new MELF, establishing new indicators for measuring progress under each of the Strategic Objectives but no targets for the strategy period. Prior to approving these new indicators, GFDRR was monitoring and reporting based on the previous period’s monitoring and reporting (M&R) system and other ad hoc indicators. The PMU rolled out new MELF indicators for use in grant completion reporting starting in June 2023 and only reported on in the FY23 Annual Report released in April 2024.

Figure 8: Timeline of adoption of Umbrella Program 2.0, GFDRR 2021-2025 Strategy, and MEL Framework



*Note that the MDTF III that serves as the anchor for the GFDRR Umbrella Program was established as a trust fund in November 2019; however, because the Umbrella 2.0 programs only came into place in 2021, the GFDRR Umbrella Program is considered to have become effective as of December 2021.

⁴⁴ This practice contrasts with other well-established trust funded programs at the World Bank, such as the Energy Sector Management Assistance Program (ESMAP). As an example, ESMAP’s strategy for FY21-24 was accompanied by a results framework that set program-wide targets and baselines at the outcome and intermediate outcome level.

Results targets for the Strategy 2021-2025 period have not been consistently set or reported, hampering an assessment of GFDRR progress in achieving its objectives. The Strategy 2021-2025 includes some targets (e.g. leveraging at least an additional US\$30 billion in resilience investments, influencing policies aligned with the Sendai Framework in at least 80 countries), but they are not aligned with specific strategic objectives. GFDRR’s Annual Workplans have set some results targets, but these have not been consistently reported on in Annual Reports or consistent across workplans that would allow aggregation. Appendix B provides a mapping of outcomes, intermediate outcomes, and outputs across GFDRR strategic documents, as well as indicators, targets, and reported results, as a basis for assessing the evolution of the M&R system through the first half of the strategy period (see also M&R discussion in Section 5.3). Changes in methodologies, such as for measuring development financed informed, also make it difficult to discern whether targets were met (or realistically set).

“There are some challenges in terms of knowing whether we successfully deliver, because we are a demand-driven institution. I know the priorities and pillars, but I don’t know how many because it’s not clear what are going to be the targets.”

“The issue is what is the benchmark for success in delivering the strategy?” – GFDRR PMU and Regional Coordinator

Consistent with its demand-driven business model, GFDRR does not *a priori* allocate resources to its objectives, nor does it plan for discrete portfolios of activities under each of the four strategic objectives and two cross-cutting objectives. On one hand, this avoids a siloed approach to the implementation of the strategy. On the other hand, it presents a challenge to assessing the planned and achieved results of the program relative to its strategic objectives. A review of sampled proposals revealed that nearly 80 percent of all grants are tagged as contributing to two or more strategic objectives. More than 40 percent of grant proposals are tagged to at least three of the four strategic objectives. GFDRR’s templates and tracking do not provide clear indication of relative emphasis among the objectives, presenting some complications for understanding progress toward each objective.

4.1.1 Summary of progress toward objectives

Halfway through its 2021-2025 Strategy period,⁴⁵ approved and completed GFDRR grant activities are addressing all strategic objectives, with the largest proportion of grants concentrated on achieving the second objective (Reducing Risk and Mainstreaming DRM). As shown in Table 2, this proportionality also reflects the distribution of GFDRR global thematic areas among the strategic objectives, with the majority associated with strategic objective 2. As noted above, most grants are identified as contributing to multiple strategic objectives, so these proportions should be interpreted as indicative only.

⁴⁵ While the Strategy is for 2021-2025, it was not approved until FY22, and GFDRR cumulative reporting for the Strategy cycle tends to only include FY22 and FY23. Thus, the evaluation considers GFDRR at the mid-point of the cycle.

Table 2. Approved and completed grants, per strategic objective (SO) and thematic area

Theme	FY22-23 Approved Grants (n=169) Count (%)	FY23 Completed Grants n=58 Count (%)
SO 1: Risk-Informed Decision Making	49 (29%)	41 (71%)
Digital Earth	7	
Disaster Risk Analytics	42	
SO 2: Reducing Risk and Mainstreaming DRM	77 (46%)	50 (86%)
NBS	8	
Urban resilience	33	
Community-based DRM	4	
Resilient Infrastructure	14	
Resilient Housing	8	
Safer Schools	3	
Building Regulations	7	
SO 3: Financial Preparedness to Manage Shocks	18 (11%)	41 (71%)
Disaster Risk Finance	18	
SO 4: Disaster Preparedness and Resilient Recovery	44 (26%)	33 (57%)
Hydromet +EWS	13	
EP&R	29	
Health Preparedness	2	
Inclusive DRM	3	
FCV DRM Nexus	26	
General DRM (untagged)	39	

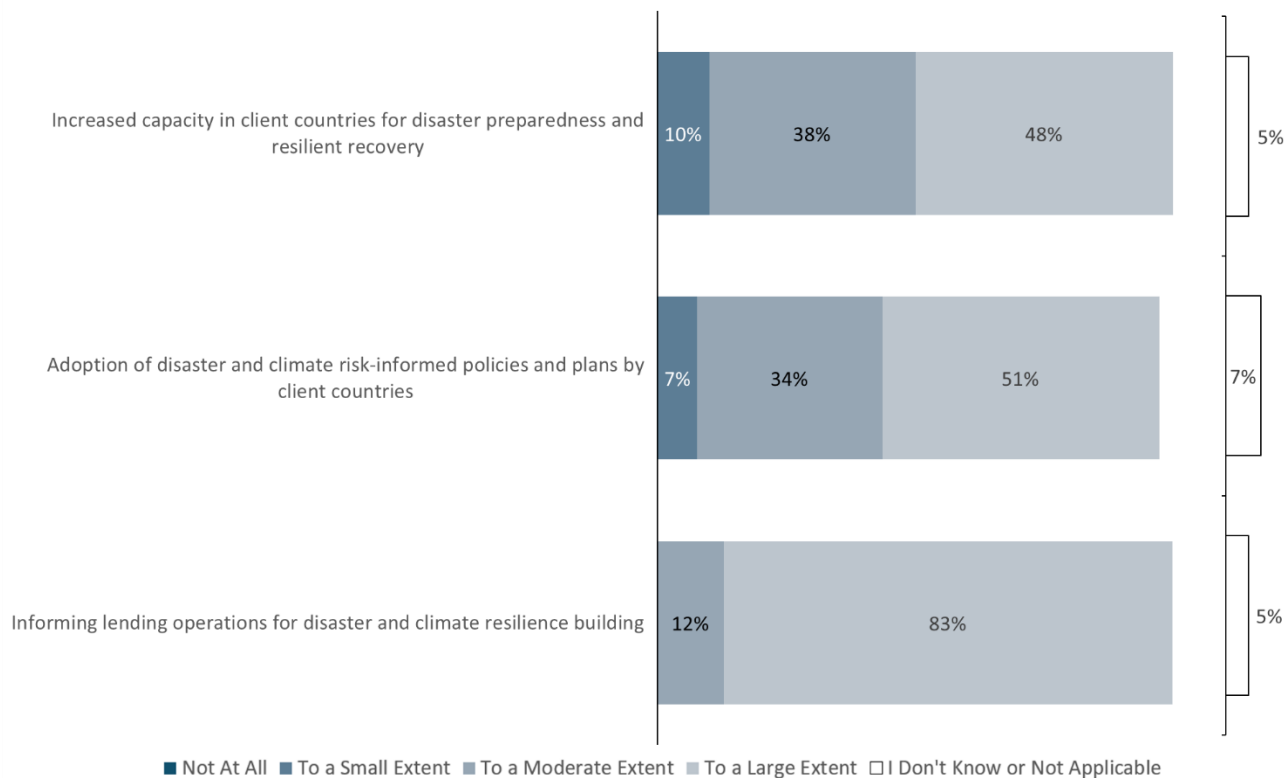
Source: Evaluation team own analysis of GFDRR portfolio data and M&R data for FY23.

Note: Different GFDRR approaches for tagging grants to strategic objectives in different datasets may limit the

World Bank and country informants generally agree that GFDRR is on track to deliver results that address its strategic objectives. World Bank task teams managing GFDRR grants widely believe that GFDRR services have contributed to adoption of disaster and climate risk-informed policies and plans by client countries and increased capacity in client countries for disaster preparedness and resilient recovery to a large or moderate extent (see Figure 9). Country clients generally supported this view; for example, one government representative explained that their Ministry of Economy now had an “improved understanding and capacity around territorial planning, [with] a very new law that was just launched last year. Support from [GFDRR] was instrumental, especially to understand the risks and how climate change impacts this.”

Importantly, recipient country counterparts also expressed the importance of GFDRR support for implementing the Sendai Framework. All closed grants align with the strategic objectives and contribute to at least one of the Sendai Targets.

Figure 9. Task team perceptions of GFDRR’s contribution to objectives



Source: Online survey of World Bank task teams, conducted by the MTE team

GFDRR performance against the few targets set in its 2021-2025 Strategy is mixed at the midterm, due partly to challenges in measuring performance. Regarding development finance mobilized, interviews almost universally shared the view that GFDRR has become more linked to World Bank lending operations over the past several years (see also discussion of factors influencing achievement of objectives in Section 4.4). World Bank task team survey respondents overwhelmingly agree (83 percent) that GFDRR services have greatly contributed to informing lending operations for disaster and climate resilience building, and another 12 percent believe that GFDRR has done so to a moderate extent.

Yet, GFDRR is behind its target of US\$30 billion of resilience investments. Halfway through its strategy period, GFDRR has raised less than 30 percent of its target (US\$9 billion).⁴⁶ Given the widespread perception of GFDRR’s success in informing lending operations, it is possible that this target was over-set. GFDRR’s method for measuring development finance informed is becoming more systematic and precise, which may also affect target setting and achievement. GFDRR has opportunities for more improvement in terms of ensuring that the informed finance counted focuses on disaster and climate resilience, rather than the value of the entire lending

⁴⁶ GFDRR. Annual Report 2023. pp.89-93 & xvii-xxvii

operations, when that distinction is relevant (e.g. if certain project components focus on DRM and climate resilience, while others focus on more standard sector infrastructure development). GFDRR has also not yet begun reporting on the quality and resilience contribution of informed projects using the World Bank’s new resilience rating system. While the evaluation team understands that this rating system is still being operationalized, such reporting would add value in future.

To mainstream DRM practices into various sectors, GFDRR also committed to “leverage at least US\$500 million into seven key sectors: agriculture, education, health, transport, energy, water, and urban.” The evaluation found that GFDRR operates in a “less siloed”⁴⁷ manner, consistent with its Strategy as discussed above in Section 3.3.1. The evaluation team reviewed the sector and thematic tags identified for each World Bank project to determine GFDRR-informed development finance in these key sectors. This analysis suggests that GFDRR is behind in some sectors and ahead in others. However, it should only be considered indicative since the same projects are tagged to multiple sectors and thus the same finance was counted multiple times.⁴⁸ The large majority of finance has been informed in the urban sector (US\$8 billion)—consistent with GFDRR’s position in the urban, resilience, and Land Global Practice—followed by the water sector with US\$3 billion informed. Education and transport follow with US\$700 and US\$600 million informed in each. Slightly less than US\$300 million has been informed in the health sector, and slightly more than US\$200 million in the energy sector. The agriculture sector lags behind at just above US\$100 million in development finance informed.

GFDRR also set a Strategy-wide target to “provide technical assistance, analytics, and capacity building support by 2025 to at least 100 countries through in-country activities.” With 72 countries receiving GFDRR grants halfway through the Strategy cycle, GFDRR is on track to meet this objective. To meet this target, future grantmaking may need to prioritize countries that have not yet received GFDRR support. GFDRR also aimed to “influence policy and DRM management and climate adaptation governance to be aligned with Sendai Framework in at least 80 countries.”⁴⁹ By a loose definition, this target has already been surpassed. A review of completed and active grants indicates that 111 countries have received assistance for DRM- or climate adaptation-informed governance. However, almost two thirds of these countries (65 countries) have received lighter or indirect support via regional or global activity. Forty-six countries have received direct grant support towards this target. By the close of FY23, only 6 GFDRR-assisted countries formulated national DRR strategies by close of grant.⁵⁰

⁴⁷ GFDRR Strategy 2018-2021: Bringing resilience to scale. Washington, D.C., World Bank Group. p.5

⁴⁸ The evaluation team was not able to disaggregate project finance by sector.

⁴⁹ GFDRR Strategy 2018-2021: Bringing resilience to scale. Washington, D.C., World Bank Group. p.12

⁵⁰ GFDRR Annual Report 2023. p.96

4.1.2 Progress by objective

4.1.2.1 Strategic objective 1: sharing evidence and knowledge on approaches

Seventy-one percent of all closed grants contributed to this objective.⁵¹ As recognized in GFDRR’s 2023 Annual Report, “Data and analytics serve as the cornerstone of effective risk management, offering crucial insights that guide decision-making processes to mitigate the adverse impacts of disasters.”

Fourteen percent of completed grants (eight grants) reportedly engaged support from GFDRR’s Disaster Risk Analytics team in addition to grant finance to inform government partners’ policy and planning. Demand for these services over time is increasing. Among the cohort of grants that have commenced in the current strategy period, a quarter of all grants are using or intend to use GFDRR’s disaster risk analytics.⁵²

For example, for flood preparedness assessments in Cambodia and Dominican Republic, GFDRR support has generated country mapping and recommendations for priority actions. One country informant described how the GFDRR team drew on around 50 years of location-by-location historical rainfall and flooding data plus climate change-related projections, which have challenged their expectations based on their own intuitive knowledge. Another stated that the information GFDRR generated has helped their country properly anticipate the risks they face from climate change impacts.

4.1.2.2 Strategic objective 2: risk-informed development is adopted at all levels

Among grants that closed during the strategy period, 73 percent were identified as contributing to formulation of national or sub-national DRR policies, strategies or regulations. Further analysis of the completion reports indicates that a higher percentage (89 percent) of completed grants supported countries to institutionalize DRR into their policies, strategies or regulations in some way. Of all closed grants, only 15 percent of completion reports indicated they informed institutional structures, legislation, or national codes. Twenty-seven percent contributed to building government staff capacity, processes or departmental plans. Around half (47 percent) contributed new assessment tools or useful evidence but were inconclusive at grant closure whether they will inform institutional changes. Nine completed grants supported improving existing building regulatory frameworks for urban resilience (16

Intermediate outcomes for strategic objective 1

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

Intermediate outcomes for strategic objective 2

National policy frameworks for mainstreaming climate/disaster resilience across sectors developed

Infrastructure planning and regulation risk-informed

Building regulations improved with safety, green and universal accessibility provisions

Civil society and communities including vulnerable groups engaged in DRM policy

⁵¹ Based on a review of 58 Completion Reports

⁵² GFDRR’s grant database shows that 42 of the 169 live grants as at 30 June 2023 are tagged for DR Analytics support.

percent, n=56) and four (7 percent, n=56) helped governments to develop or implement more resilient building approval processes.

In relation to incorporating citizen engagement and inclusion of most vulnerable groups in society, GFDRR is showing some progress, but with more improvement to be expected. Around half of all completed projects self-reported some form of citizen engagement, but only 21 percent also reported any form of community participation in implementation. In relation to supporting governments with citizen engagement, more than half of completed grants (52 percent, n=29/56) reported some form of citizen engagement. Thirty-four percent (n=19/56) reported that activities included specific gender actions, and 30 percent (n=17/56) reported disability actions. However, a content analysis of report narratives revealed that only seven percent of completion reports provided any description of inclusive engagement. Those that did primarily referred to community-level interactions. Reporting was inconclusive as to whether gender, disability and other forms of vulnerability have been incorporated into policy formulation. See Section 4.2.1 for further discussion.

4.1.2.3 Strategic objective 3: governments have access to additional investments

Overall, GFDRR grants have proven extremely useful for informing⁵³ larger World Bank investments in DRM in recipient countries. Over 70 percent of GFDRR grants approved in the Strategy period plan to inform, enable, or co-finance World Bank investment, and 11 percent anticipate informing non-World Bank finance. Almost half of grants closed in FY23 reported informing development finance.

At the mid-point of the Strategy period, GFDRR has reported informing US\$9 billion of development funding in 32 countries.⁵⁴ More than 90 percent of this finance has been mobilized from the World Bank, with the remainder contributed primarily from recipient country governments as well as from other multilaterals (especially the Global Environment Facility, but also Climate Investment Fund, Unicef, AIIB, Strategic Climate Fund Credit, and Lebanon Financing Facility) and bilateral donors (United Kingdom, Spain, Norway, Finland, Australia, Netherlands). Most of the development finance has been informed in FY23, with 26 GFDRR grants worth US\$20.7 million informing US\$6.8 billion⁵⁵ due to new trust funds being brought under the umbrella and a large lending operation approved in Türkiye. This figure only represents approved World Bank lending. The figure is likely to grow significantly as a current pipeline of new lending is approved over the coming months and years of the Strategy.

Intermediate outcomes for strategic objective 3

Additional investment financing for resilience investments mobilized from: (a) World Bank-financed projects; partner governments; (b) private sector; (c) civil society and/or (d) other development partners

Design and/or implementation of DRM investments by national and sub-national governments and/or development partners enabled

⁵³ Informing refers to when a GFDRR grant outputs are used in design, preparation, or implementation of World Bank lending.

⁵⁴ US\$9 billion mobilized in the current Strategy Period (FY22 and FY23) only, cited in GFDRR Annual report 2023. p.90

⁵⁵ GFDRR. Annual Report 2023. p.xxvii

Over the two years of strategy implementation, GFDRR has disbursed a total of US\$43 million. Thus, on average, in the first phase of the strategy period, every dollar spent on a GFDRR grant informed roughly US\$209 of investment funds.⁵⁶

4.1.2.4 Strategic objective 4: disaster preparedness and resilient recovery capacity increased

Among completed grants, 20 percent (n=20/56) reported contributing to strengthening early warning systems (EWS) and hydromet capacities, and just one closed grant reported directly engaging GFDRR’s hydromet/EWS team⁵⁷. Twelve grants that submitted progress reports in FY22 addressed these themes. The completed grant was a regional initiative to Eastern European and Balkan states that included weather forecasting advice to Georgia and Armenia. By the close of the grant, its key achievements related to the generation of several guidance documents to inform these governments of capacity-development options. The 12 active grants support the establishment of 27 monitoring and forecasting systems and 26 EWSs that are estimated to cover a collective population of over 14 million people. While these initiatives are spread across all global regions, the majority (18 of 26) are in Europe and Central Asia, including one that builds on the foundations of the completed grant. A GFDRR informant explained that the lower coverage of this thematic area under the Umbrella may be partly due to countries having access to several other sources of finance for hydromet and EWS, such as the Climate Risk & Early Warning Systems (CREWS) initiative and Japan’s ATF. A World Bank informant also posited that a contributing factor may also be a lack of account visibility or a “business line” in Bank operations, which discourages country teams from considering it as the main sector.

Among the 56 completed grants, 35 percent reported providing EP&R capacity assistance, among which five directly engaged GFDRR’s EP&R technical team (9 percent of all closed grants). Among active projects, that figure increased to 26 grants (23 percent, n=112⁵⁸), spread across all regions. While almost all such grants focused on government capacities, a majority also incorporated enhancing community-level capacity, and just a few (four of 26) also enhanced capacities of CSOs and NGOs. Themes covered include emergency readiness planning, post-disaster assessment, emergency communications, and frameworks for post-disaster recovery. World Bank and country informants cited that governments use the Readiness-to-Respond (R2R) assessment to determine their investment priorities for emergency preparedness and as the basis to approach diverse finance partners for investment

Intermediate outcomes for strategic objective 4

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

Integrated resilience enhanced for health systems

⁵⁶ This ratio compares the amount of grant funding disbursed (US\$43 million) in the current Strategy Period (FY22 and FY23) to the amount of development finance newly informed (US\$9 billion) over the same period. See GFDRR Annual Report 2023, pages 90 and 102.

⁵⁷ Accelerating and Deepening Disaster Resilience and Climate Change Adaptation in the ECA Region’ grant (TF0B4206)

⁵⁸ Based on FY22 end of year progress reports

in EP&R capacities. In the current strategy phase, GFDRR has adapted R2R to be applied at sub-national levels and is being further adapted to FCV contexts.

In relation to support for developing disaster risk-informed social protection systems, just five active grants (4 percent, n=112) are supporting clients to develop such systems. Ten active grants (9 percent, n=112) are assisting clients to establish disaster-ready government financial protection mechanisms. As GFDRR's newest theme for technical assistance, no completed projects nor active projects' completion reports list health systems strengthening as a target. However, two such grants have recently commenced. Given the limited coverage of these themes in grants, informants affirmed the importance of expanding work in these areas (especially on social protection systems), but none were able to share examples of where it has been effective to date.

4.2 Cross-cutting priorities

4.2.1 Scaling inclusive disaster risk management and gender equality

4.2.1.1 GFDRR objectives and approach

Issues of inclusion and equality are reflected throughout GFDRR from the overarching Sendai Framework, to corporate World Bank commitments, down to the implementation of individual grants. The Sendai Framework 2015-2030 identifies the need for a “broader and a more people-centered preventive approach to disaster risk” that needs to be inclusive and accessible in order to be efficient and effective. It recommends that the design, planning, and implementation of DRM approaches actively engage with “women, children and youth, persons with disabilities, poor people, migrants, Indigenous peoples, volunteers, the community of practitioners and older persons.”⁵⁹ The World Bank also places significant emphasis on social inclusion with twin goals of poverty reduction and shared prosperity; these goals are reflected in the World Bank Group's Gender Strategy 2016–2023,⁶⁰ the Disability Inclusion and Accountability Framework,⁶¹ and the Strategic Framework for Mainstreaming Citizen Engagement in World Bank Group Operations.⁶²

GFDRR is committed to engaging all people, regardless of their gender, race, religion, ethnicity, age, sexual orientation, or disability, and the 2021-2025 Strategy⁶³ identifies the scaling of inclusive disaster risk management and gender equality as one of two key cross-cutting foci. The objective of this approach is to foster inclusive DRR and management for more robust outcomes to address the fact that disaster shocks are not felt uniformly across different groups. GFDRR aims to achieve this through three main approaches:

- Mainstreaming inclusive approaches to DRM through programming, technical assistance and capacity building.
- Fostering knowledge and learning to build evidence on what works for inclusive DRM.

⁵⁹ Sendai Framework for Disaster Risk Reduction 2015 – 2030

⁶⁰ World Bank Group's Gender Strategy 2016–2023, 2015

⁶¹ World Bank, Disability Inclusion and Accountability Framework, 2018

⁶² World Bank, Strategic Framework for Mainstreaming Citizen Engagement in World Bank Group Operations, 2014

⁶³ World Bank, GFDRR Strategy 2021-2025

- Expanding and deepening partnerships to coordinate action and drive the agenda, including with Indigenous peoples, impact investors and technology firms.

Within these core approaches, the GFDRR strategy commits to give special attention to gender (building on the GFDRR Gender action plan 2016- 2021), to persons with disabilities (implementing the GFDRR Disability Inclusion Action Plan 2018-2023), and citizen engagement (following the Citizen Engagement Action Plan 2019 – 2023). These inclusivity objectives are also reflected in GFDRR’s MEL framework and Partnership Charter, demonstrating the intention to mainstream these considerations throughout the program.

The GFDRR completed a stocktake of its three primary inclusion action plans in 2021⁶⁴ to assess lessons and generate knowledge to help mainstream inclusive approaches and strategies across the GFDRR activities. The review recommended the integration of the different action plans, highlighting that the vulnerabilities faced by different groups are intersectional and should not be considered in isolation. The key inclusion action plans were consolidated and defined in the yearly inclusive disaster risk management and gender equality workplan which serves as a roadmap for the GFDRR Inclusive DRM team. The workplan acknowledges that effective mainstreaming of social inclusion in DRM requires a detailed understanding of the societal barriers that disadvantaged groups face in different contexts. It focuses on the gaps in social systems and the challenges created by them—instead of on people’s abilities—in order to acknowledge marginalized groups as agents of change and avoid the disproportionately adverse effects of disasters on these groups.

4.2.1.2 Relevance of design

From the proposal stage, task team leads must identify if any gender analysis has been considered in the project's design and if the project includes any gender or citizen engagement actions. There are fields in the application form to specifically gather this information. GFDRR also provides support to help task teams consider how to integrate inclusion into the grant’s design, specific to the type of activity and operating context. This includes guidance materials (e.g. how to integrate gender-based violence into disaster management contexts or integrating gender into EWS) and targeted inputs from the gender and inclusion thematic team to support project design when requested. For example, in Rwanda, the team saw the guidance note on integrating inclusion in EWS and requested targeted support to adapt the Terms of Reference to integrate an inclusion element; in Tajikistan, the team is supporting the integration of disability into a project working with earthquake codes. This technical support not only helps designing more inclusive grant projects, but also builds the capacity of the task team leads who are designing and delivering the work, ensuring more inclusive approaches will be integrated into future project design.

While most GFDRR grants are gender and inclusion informed, there is room for increased ambition in designing grant activities that take specific actions to address the gender and inclusion gap. Over 90 percent of the 169 grant proposals approved in FY22-23 report drawing upon a gender analysis to inform project design—as expected given that most GFDRR grants are linked to World Bank projects, which require gender analysis. Yet just 17 percent of these

⁶⁴ World Bank. Inclusive Approaches to Disaster Risk Management — A Qualitative Review, 2022

proposals self-report that activities would include gender actions.⁶⁵ The evaluation team’s review of grant proposals that include gender actions identified a further lack of ambition, with the design of the grants lacking description of meaningful mainstreaming or best practice to implement beyond the responses to the specific gender question. Proposals do not systematically demonstrate that inclusion is a major crosscutting element that is reflected in the core objectives.

Across the portfolio of grant proposals reviewed, few projects featured inclusion-sensitive or inclusion-transformation action, as shown in Table 3. ⁶⁶ The evaluation team classified grant proposals based on their level of gender equality and social inclusion ambition to determine where inclusion approaches in GFDRR grants sit on a continuum. It is relatively challenging to demonstrate tangible potential to be classified as "inclusion action – transformative," especially for grant activities working mainly with government and policy, where social impacts are more indirect. However, given the significance of differential impacts on vulnerable groups in disaster settings, it is notable that just 10 percent were classified as "inclusion action - sensitive."

Table 3. GFDRR FY22-23 grant proposals according to level of gender equality and social inclusion ambition

Inclusion rating	Description of rating	Proportion of grant proposals
Inclusion blind	Project fails to identify different needs and impact for women and marginalized groups.	8%
Inclusion informed	Project recognizes differences in basic needs and vulnerabilities of women and marginalized groups, but does not take any steps to address these differences.	80%
Inclusion action - sensitive	Project builds assets, capabilities and opportunities for women and marginalized groups. These groups can voice their needs and concerns, which are listened to and addressed in the context of the project.	10%
Inclusion action - transformative	Project addresses unequal power relations and seek institutional and societal change. Women and marginalized groups have active control over resources and decisions in the context of the project.	2%

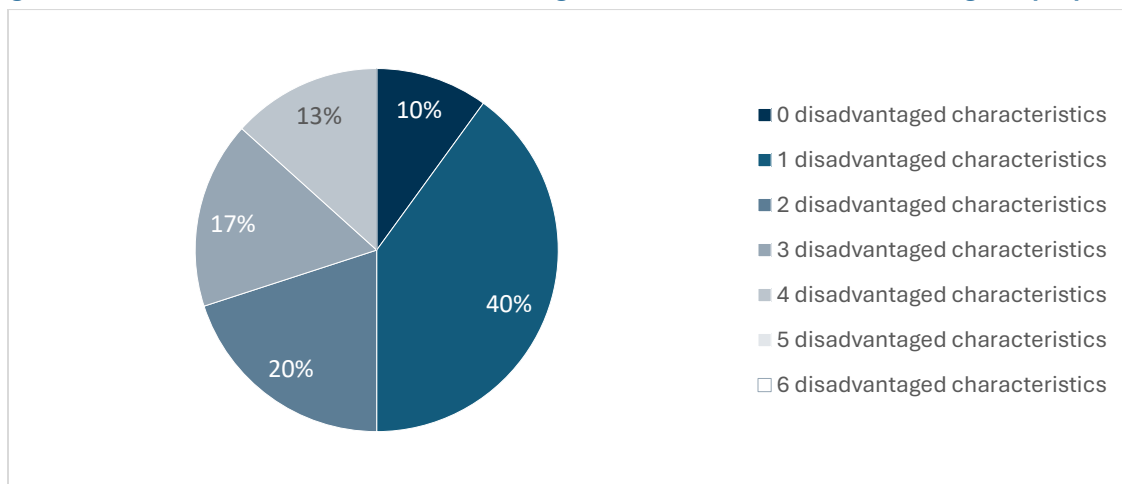
Of the grants that included elements of social inclusion at proposal stage, the majority (40 percent) considered only gender. Other forms of disadvantage were considered including disability (30 percent), age (26 percent), Indigenous Peoples or ethnic minorities (20 percent) and internally displaced people or refugees (16 percent). However, with very few grants demonstrating a deeper approach to integrating these groups into activities beyond a passing mention. Although some projects referred to multiple disadvantaged characteristics (see Figure 10), none of the grant proposals presented a truly intersectional analysis in which a fully

⁶⁵ Although the evaluation team heard that feedback is provided to proposals which respond that no gender analysis was considered in the design before progressing to approval, feedback has not been systematically provided to grant proposals which have not included gender actions.

⁶⁶ This is aligned with the findings of the GFDRR FY23 Annual Report, which identified that 94% of new grants are classified as a minimum of gender informed.

comprehensive range of characteristics were considered. Given the significant differential impacts that disasters have on disadvantaged groups, this offers an opportunity to ensure this gap is addressed in the second half of the strategy period.

Figure 10. Number of intersectional disadvantaged characteristics considered in grant proposals



Source: Evaluation team own analysis of sample of GFDRR grant proposals.

4.2.1.3 Implementation and results

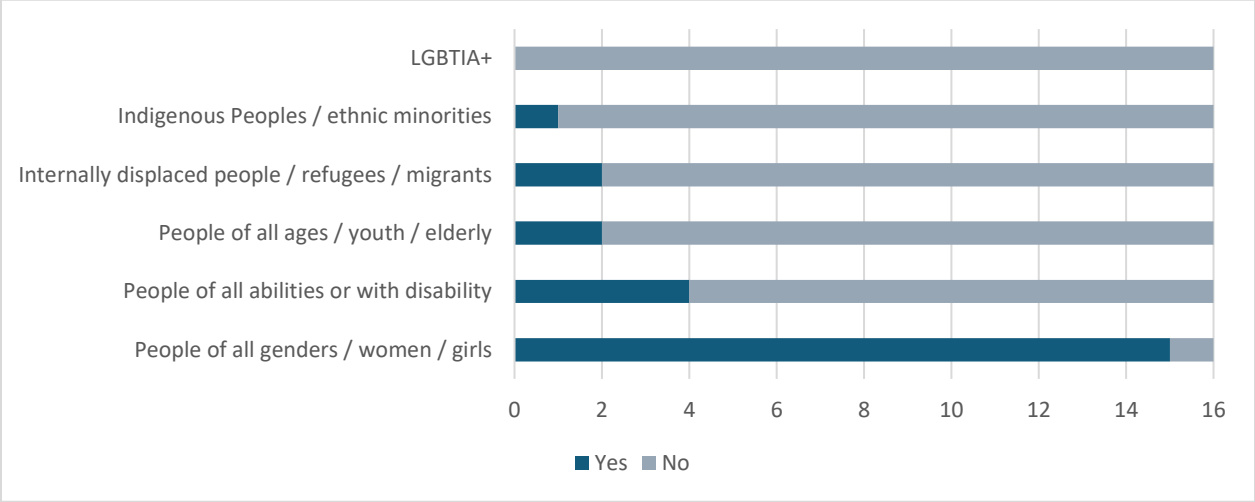
Achieved and expected outcomes of GFDRR grants address gender equality and inclusiveness only to a limited degree. The evaluation team’s review of grant proposals found that very few grants included expected outcomes that integrated inclusion objectives. The vast majority of grants including some analysis and gender actions stopped short of properly integrating these into the expected results and subsequent monitoring. This impacts the ambition of the grants from a gender and inclusion perspective; even where grants mention inclusion actions, they are rarely linked to the defined objectives and intended results in the proposals and reporting, a best practice to drive ambition and commitment carrying out these proposed actions. It was also very uncommon that grants described in their reporting any intended or delivered efforts to mainstream inclusion in how they would/did deliver the work (not only *what* they would deliver) such as making activities accessible or integrating inclusion into activities that did not have a clear social dimension.

In particular, the results of gender-specific actions have not been routinely monitored and reported. At the proposal stage, 22 percent of grants identified that they would monitor the quality of gender actions through the use of indicators, yet half of these only considered the collection of gender disaggregated data of participants in grant activities. The progress and completion reporting did not include data on the gender indicators that had been identified at proposal stage.

The progress and completion reporting further reflects this trend, with **very few grants reporting results that show inclusion ambition as a major cross cutting element that is reflected in the core objectives** (6 percent of completed grants) and just 34 percent self-report that they implemented gender-specific actions. Despite this, key informant interviews

highlighted that many grants took the integration of gender considerations very seriously. However, this was much lower for other disadvantaged characteristics (see Figure 11 below), and the data submitted by individual projects through their reporting does not provide sufficient evidence of this across the portfolio nor does it shed light on the depth of engagement or reported benefits.⁶⁷

Figure 11. Completed grants that reported engaging with or benefitting people of different disadvantaged groups



Source: Evaluation team own analysis of GFDRR FY23 completion reports.

A content analysis of the report narratives revealed that only a few grants (7 percent) have described meaningful engagement practices that they either planned to deliver or did deliver. This included delivering participatory processes that allowed different groups to contribute their views, with processes in place to integrate these views into the grant deliverables and validation steps. Four grants also provided evidence where community-level disaster management was central to the project to build capacity, leverage investment and support alignment with national level policies. However, there is currently a lack of evidence to demonstrate how impactful these approaches have been so far. This may be due, in part, to the grants currently being in early stages, the lack of insight into long-term impacts, or lack of reporting requirements.

The GFDRR operating model offers strong potential to deliver sustained impacts if gender and inclusion objectives can be fully integrated into World Bank lending, informed by GFDRR grants. Linking grants to lending operations is the primary strategy that informants identified for GFDRR to contribute to sustainability (see also Section 6). However, there was again a lack of evidence indicating how grants have informed more inclusive or equitable design of DRM loans as these linkages are not thoroughly monitored or documented.

The evaluation team reviewed specific grants that have been identified as informing current World Bank operations to identify whether World Bank projects were integrating gender and

⁶⁷ As a limitation, it should be noted that the evaluation team did not systematically review the outputs of the grants have not been reviewed. The evaluation relies on the data captured through reporting and interviews. Therefore, it is not possible to determine if expected results were not reported as part of the formal GFDRR reporting but were indeed delivered and captured in grant outputs.

inclusion actions from grants. Of the grants classified as “inclusion action – sensitive”, or “inclusion action – transformative”, six had been identified as having informed World Bank projects. Reviewing the project documentation provided little to no evidence that inclusion actions that were included in the grants had informed the subsequent loan operations, however. Each of the loan operations did include important and meaningful gender and inclusion analysis and actions; however, only one of the loans specifically mentioned the support from the GFDRR from an inclusion perspective and included gender actions that were evidently linked to gender actions identified in the original grant. While other loans could possibly have drawn on the gender and inclusion actions of the preceding grants, there is insufficient evidence to demonstrate any connection or causality.

4.2.1.4 Factors affecting GFDRR performance

The evaluation identified some common challenges for the uptake of gender equality and inclusion approaches including: capacity constraints within local and task teams, resource constraints within the GFDRR global technical team for inclusive DRM, and pushback or lack of interest from counterpart governments.⁶⁸ To address the capacity and resource gaps, the GFDRR gender and inclusion technical team provides direct support when requested by project teams, and acts as a facilitator to connect country teams with other inclusion-related expertise within the Bank. They also invested in developing detailed, sectoral guidance and delivering trainings where needed (e.g. for gender-based violence) to build capacity of the teams without requiring direct support to all teams. The gender and inclusion technical team has also made efforts to build partnerships across teams to help ensure that inclusion is thoroughly integrated across different sectors and teams. This has resulted in the development of sector-specific guidance for inclusion integration. Although it is unclear to what extent the guidance is being used across the portfolio, interviews have highlighted the usefulness of these sector guidance notes. Interviewees also highlighted that partnerships across teams and programs were a key strength in bringing in specific expertise and sharing resources and lessons.

Task teams have found the direct support provided by GFDRR inclusion technical team to be highly effective by task teams in helping them to integrate angles of gender and inclusion which they had not previously considered. Sixty-one percent of World Bank task teams surveyed believed that GFDRR services facilitated an all-of-society engagement on DRM to a moderate or large extent, and 54 percent said GFDRR facilitates gender responsive DRM. Evidence collected from interviews and literature demonstrates how inclusion approaches have to be customized and context specific, requiring both expertise and local understanding.

Very few grants openly reported using the GFDRR tools and analytics with respect to gender and inclusion. To better track the uptake and utilization of such resources, it would be helpful to ensure direct data collection to understand this gets collected through standard reporting forms. Interviewees identified that the technical teams produce a lot of useful

⁶⁸ That said, interviewees generally reported that most projects did not face any major challenges in implementing inclusion approaches. The findings of the lack of meaningful integration reported are difficult to reconcile with these perceptions. It is possible that more limited ambition in the design of some grants meant that challenges were not experienced or reported.

guidance and analysis, but there is a lack of monitoring to track and encourage the uptake and use of these by project teams.

The lack of interest and motivation from counterpart governments has been identified as a challenge in some regions, reflecting the varying understanding of the importance of inclusion in a DRM context. GFDRR grants and World Bank operations are demand led, meaning that the host government interest in inclusion plays an important role; however, various strategies could be deployed to increase sensitization and align gender and inclusion with their other objectives.

The limited data being collected on gender and social inclusion is hindering a clearer understanding of GFDRR’s results in this area. The collection of gender disaggregated data is encouraged but is not mandatory, and no other forms of disaggregation are requested or recommended. In general, the granularity of reporting requirements and data provided does not offer sufficient detail to understand what impact the grant activities have had on gender and inclusion. The MTE struggled with divergent evidence, where interviewees report anecdotal inclusion achievements and significant efforts being made to integrate inclusion approaches, which are not reflected in the reporting data either at proposal stage or in the progress and completion reports. Interviewees explained that this divergence is due to multiple factors including: (a) GFDRR wishing to keep the reporting burden minimal, (b) task teams having insufficient time and resources to dedicate to reporting, and (c) task teams not considering the inclusion efforts as a central component to the work (even when significant efforts have been made) and thus focusing reporting solely on the main DRM objectives.

4.2.2 Addressing the disaster-FCV nexus

4.2.2.1 GFDRR objectives and approach

According to GFDRR’s own analysis, “disasters increase the risk of fragility and conflict in the medium-term, while disasters occurring shortly after conflict intensify the risk of its return. Evidence suggests that conflict and fragility increase vulnerability to hazards and can weaken the capacity of governments and local institutions to protect communities from, and respond to, disasters.” The Disaster-FCV nexus is mutually reinforcing by factors like poor infrastructure and low-capacity of governments and local institutions to respond. Yet despite higher needs, FCV countries tend to receive less support for DRM than less vulnerable and higher capacity countries.⁶⁹ Organizations that support DRM interventions in FCV countries are constrained by a raft of challenges compared to more stable countries. These challenges include vastly depleted government capacities; physical insecurity; political fragmentation; lack of public sector initiative; inadequate collaboration between civil society and the private sector; and lack of policies and institutional and resource commitments to disaster preparedness and response systems.⁷⁰

GFDRR’s focus on the disaster-conflict nexus in the 2021-2025 Strategy is helping fill gaps in the broader World Bank portfolio. Past efforts to develop Disaster-FCV programs in the

⁶⁹ Based on research from 187 countries (1950–2000), as documented in: GFDRR (2023). A Review of Disaster Risk Management for Fragility, Conflict and Violence Countries in the World Bank Portfolio. Fiscal Years 2012–2022. pp.9-11.

⁷⁰ GFDRR Annual Report 2022. p.37

World Bank had been stymied by a lack of donor support.⁷¹ Climate finance can be risk averse, and donor funding to FCV countries historically tended to favor emergency response programs rather than risk reduction, prevention, and preparedness. As a result, World Bank DRR interventions in FCV contexts have missed opportunities to address intersecting drivers of conflict and social fragility alongside disaster vulnerability.⁷² These challenges are compounded by FCV country governments' often more immediate or urgent security or development priorities, compared to longer-term investment in DRR.⁷³

Building on an existing but ad hoc track record of supporting FCV countries, GFDRR launched the Disaster-FCV Nexus Initiative in 2018.⁷⁴ Since then, GFDRR's positioning on the Disaster-FCV nexus has advanced rapidly. Whereas the Facility's 2018–2021 Strategy made only passing reference to its work "helping countries... including fragile and conflict situations,"⁷⁵ the current 2021–2025 Strategy incorporates the Disaster-FCV nexus as one of two priority cross-cutting areas for action. The minutes of GFDRR PC meetings in the current Strategy period as well as interviews with donor representatives revealed that improving the quantity and quality of GFDRR's engagement with countries in FCV contexts remains a priority for some donors. While recognizing the difficulties of working in FCV contexts, they express a keenness to see GFDRR deepen its competency base and levels of engagement with FCV countries.⁷⁶

Objectives of the Disaster-FCV cross-cutting priority

According to the 2021-2025 Strategy, the objective of this cross-cutting priority area is to work with external partners and the World Bank Group's Fragility, Conflict and Violence group to accomplish four sub-objectives:

1. *Scale up disaster-conflict risk analyses* – including development of standardized tools, analytical frameworks, and practical approaches for operating in these settings.
2. *Strengthen community disaster conflict preparedness and social cohesion* – including scaling use of participatory frameworks, community partnerships to strengthen community disaster and climate risk preparedness and social cohesion in disaster-conflict affected contexts.
3. *Share best practices of global experiences.*
4. *Build capacity to find solutions in disaster-conflict situations* - by providing a platform for training, offering operational support and possible solutions unique to the disaster–conflict nexus.

Sources: GFDRR 2021-2025 Strategy

4.2.2.2 Progress toward results

GFDRR support for FCV-affected countries has grown over time. A quarter of GFDRR's approved grant finance halfway through the Strategy period (FY22-23) has been allocated to FCV countries, for a total allocation of US\$12.9 million.⁷⁷ This is a significant increase from the

⁷¹ World Bank. 2022. Reducing Disaster Risks from Natural Hazards: An Evaluation of the World Bank's Support, Fiscal Years 2010–20. Independent Evaluation Group. Washington, DC: World Bank. p.xi

⁷² World Bank. 2022. Reducing Disaster Risks from Natural Hazards: An Evaluation of the World Bank's Support, Fiscal Years 2010–20. Independent Evaluation Group. Washington, DC: World Bank. p.40

⁷³ A Review of Disaster Risk Management for Fragility, Conflict and Violence Countries in the World Bank Portfolio. Fiscal Years 2012–2022. JULY 2023. GFDRR. p.12.

⁷⁴ GFDRR Annual Report 2022. p.37

⁷⁵ Draft Note on GFDRR's Engagement in Fragility, Conflict, and Violence. May 15, 2018, Chapultepec Castle, Mexico City. GFDRR. p.3

⁷⁶ GFDRR 2018 – 2021 Strategy. p.13

⁷⁷ Minutes of the GFDRR Partnership Council's FY22 and Spring FY23 meetings.

⁷⁷ Including the GFDRR Disaster-FCV Nexus technical team global grant worth \$400,000.

original allocation of US\$3 million per year when the Disaster-FCV Nexus initiative was first established in 2018.⁷⁸ As a key informant pointed out, investing a quarter of all allocated funds into FCV contexts despite their challenges is a clear indication of the GFDRR acting on its strategic prioritization of FCV context. Of the 44 new grants in FCV countries, GFDRR has tagged 16 to the Disaster-FCV Nexus technical theme.

GFDRR’s growing expertise in informing activities in FCV contexts is highly valued in the World Bank and beyond. Overall, World Bank task teams managing GFDRR grants are satisfied with GFDRR’s capacity to assist in facilitating FCV-sensitive DRM designs. About three-quarters of surveyed task team leaders reported that GFDRR contributes to more appropriate FCV programming.⁷⁹ Exemplifying the relevance of this work, the UNDRR’s FCV report for the Sendai Framework midterm review (MTR) recognizes GFDRR’s Disaster-FCV Nexus program for its efforts to have conflict recognized as a key theme for DRR assessment and planning, and the scale its FCV-sensitive DRR grant programming.⁸⁰ The report recommended that “GFDRR should share the lessons learnt from the implementation of their Disaster-FCV Nexus programme” to guide greater commitment and effectiveness by governments and DFIs.⁸¹

GFDRR’s experience base and resources are perceived as highly relevant to fragile contexts but less suited to situations of chronic conflict and violence where the World Bank often cannot operate. In fragile settings, such as in Chad, Niger, and Ukraine, government partners can often be supported to build their capacity. By contrast, in countries with non-functioning or inaccessible government such as Libya, Yemen, or Sudan, there are not foundational institutions to build upon. Therefore, GFDRR may support rapid post-hazard damage assessments to guide emergency responses in such contexts, but otherwise, humanitarian agencies are more relevant partners on the ground. In countries where conflict is more localized, GFDRR has been able to provide good support. For example, in the province of Mindanao in the Philippines, as well as in conflict-affected northern Regions of Ethiopia, GFDRR has been constructive in supporting World Bank task teams and governments with post-conflict needs assessments and recovery plans.

GFDRR has developed knowledge and “advanced analytical tools and instruments”⁸² for FCV contexts, which are a key value addition and are producing results. Since GFDRR transitioned its FCV fund into a Strategic cross-cutting priority, and bolstered its technical team in 2021, GFDRR has accelerated its production of FCV-focused knowledge from no FCV-specific products in FY21 to six products in FY22 and 13 products in FY23.⁸³ For example, the FCV technical team undertook a pioneering study to quantify the impact multiplier effect of conflict-affected communities over stable communities

“Those in the [FCV] team are proactive and have developed a suite of useful tools. I am seeing the demand grow.”

⁷⁸ Draft Note on GFDRR’s Engagement in Fragility, Conflict, and Violence. May 15, 2018, Chapultepec Castle, Mexico City. GFDRR. p.3

⁷⁹ 34 percent stated GFDRR contributed this “to a large extent” and 41 percent “to a moderate extent.” A quarter (24 percent) reported that GFDRR contributed to conflict sensitive design “not at all” or “to only a small extent.”

⁸⁰ Peters K. 2023. Evidence of positive progress on disaster risk reduction in the humanitarian development-peace nexus: Thematic report to inform the Midterm Review of the Sendai Framework. Geneva. UN Office for Disaster Risk Reduction (UNDRR). p.25 and p.28

⁸¹ Ibid., p.50

⁸² A direct description from one of the World Bank informants.

⁸³ Knowledge products and tools were identified in GFDR’s Annual Reports, FY21, 22 and 23.

in the event of natural disasters. The results of this study will now inform a more precise GRADE methodology in collaboration with GFDRR's disaster data analytics team. Informants posited that the GRADE enables the GFDRR to deliver fast and flexible damage assessments in unstable or inaccessible contexts where no other agency can deliver an assessment at all. Examples cited included assessments in Syria, Morocco, Afghanistan, Myanmar, and DRC. Beyond the World Bank, UNDRR's FCV report for the Sendai Framework's MTR acknowledges the global significance of GFDRR's work to define and apply indices for mapping Disaster-FCV vulnerabilities.⁸⁴ The FCV technical team first developed the Disaster-FCV Vulnerability Index for South Sudan and is now evolving for universal adaptation to other countries.

World Bank informants also lauded how GFDRR personnel embedded into their technical teams to undertake expert assessments or closely coach them through the process. For example, in FY22, the FCV technical team carried out an FCV country risk profile assessment in Mauritania, which—although not listed as a fragile and conflict-affected situation (FCS) country—has elevated risks due to impacts of regional crises. The report generated a positive response from government and World Bank stakeholders as a useful body of evidence for planning and decision-making (See the case study box below). This precedent generated demand for the assessment from other task teams in FCV contexts – already resulting in assessments taking place in Papua New Guinea, Timor-Leste, and soon Iraq. Informants praised the tools developed by the FCV team, which have helped their monitoring move beyond merely tracking implementation and expenditure to also generating useful insights with which to improve the grants' effectiveness.

The Disaster-FCV technical team is now looking beyond tools-based assistance to alternative operational models for FCV contexts. Throughout the current strategy period, the FCV technical team is investing research time into understanding how the World Bank and GFDRR could or should operate differently in FCV contexts, to achieve the objectives they have for any country. This might include, for example, what kind of policy would enable CatDDO finance to be more accessible in governments with fragile government capacity; or flood mitigation or health systems projects in low-capacity countries. Given the recency of such research, their application to inform World Bank DRM activities will become accessible incrementally over the remainder of the strategy period and beyond.

Evidence is mixed in terms of the extent to which GFDRR grant activities are designed to be sensitive to the context, challenges, needs, and priorities of involved institutions and final beneficiaries in FCV countries. About 80 percent of GFDRR grant proposals in FCV countries demonstrate some understanding of the context-specific causes of fragility, and most proposals demonstrate a strong understanding. GFDRR grants have also succeeded in shifting the focus from emergency response to disaster preparedness. As noted above, DRM funding to FCV countries has historically favored emergency response instead of increasing resilience to prevent and mitigate the worst impacts of hazardous events. Yet among the 16 active FCV grants in the evaluation sample, three-quarters (75 percent) focus on building preventative resilience, and half (50 percent) support post-crisis recovery;⁸⁵ just slightly more than a third (38

⁸⁴ Peters K. 2023. Evidence of positive progress on disaster risk reduction in the humanitarian development-peace nexus: Thematic report to inform the Midterm Review of the Sendai Framework. Geneva. UN Office for Disaster Risk Reduction (UNDRR). pp.16,30,38

⁸⁵ Each grant could address more than one of these themes, thus, the results add up to more than 100%.

percent) of grants are supporting emergency response. GFDRR’s ability to approve and release grant funds for rapid response and flexibility to adjust grant activities are also highly relevant for the quickly evolving and unstable contexts in FCV countries—and duly appreciated by recipient country counterparts and World Bank task teams alike.

GFDRR’s grant-level activities continue to have gaps in their reported inclusion of historically marginalized and vulnerable groups. A review of grant proposals in FCV countries revealed that while 80 percent mentioned vulnerable groups in general, fewer than half describe specific actions to address the needs of women and girls, displaced people, people with disabilities, LGBTQI+ communities, or vulnerable age groups (elderly or youth). A review of progress and completion reports for FCV grants showed similarly sparse reporting of inclusion of more vulnerable groups apart from women (see discussion of Lebanon grant below for a positive example)—and sparser than for grants in non-FCV contexts. Furthermore, grant proposals are somewhat less likely to plan to engage citizens in consultations (included in around a third of FCV proposals compared to around three-fifths of non-FCV proposals). Proposals in FCV contexts are also much less likely to have been informed by a gender analysis (around half of FCV proposals versus around four-fifths of non-FCV proposals). This is partly a result of poor gender assessment capacity of rapid assessment tools. The FCV team is working to remedy this limitation together with GFDRR’s Disaster Risk Analytics team and Inclusive DRM team, with advice from UN Women.

It is too early to determine the extent to which GFDRR-supported FCV-sensitive approaches will support achievements on the ground, although the two closed grants are

Adapting to client and context: boosting Mauritania’s sustained disaster readiness

In the Sahel region, instability and conflict is common. Mauritania stands as an exception—with stable government and civil peace. Yet, the country is having to cope with an influx of a significant number of refugees from surrounding countries, and the risk of radical elements infiltrating its southern borders. Mauritania still lacks essential risk reduction strategies and assets for managing these pressures and, and equitable land rights remain elusive.

In response to a request from the World Bank’s country task team, GFDRR’s Fragility, Conflict, and Violence (FCV) group engaged in a critical conversation with Mauritania’s Ministry of Finance (MoF). Initially, the MoF dismissed the idea of conducting an FCV risk assessment because Mauritania is not listed as a Fragile or Conflict affected Situation. Learning from this initial engagement, the group shifted its focus to a purely disaster risk management (DRM) perspective in collaboration with the country’s Ministry of Civil Protection and Urbanization.

Through thoughtful the applications of multiple GFDRR assessment tools, including Disaster-FCV analytics, the team uncovered valuable insights, useful to the country and its World Bank team. They identified areas of fragility, including challenges related to refugees, and mapped out where civil protection efforts could effectively reach. Simple yet powerful tools—such as maps and qualitative interviews—aided their analysis. 2024 marked a significant achievement thanks to this study: Mauritania qualified for World Bank’s “CatDDO” (Catastrophe Deferred Drawdown Option): a rapid line of credit accessible to countries only during natural disasters. Qualification required reforms in Mauritania which were informed by the disaster and fragility points raised by the GFDRR team’s risk assessment report. Not only did FCV group’s influence government policy through a mainstreaming approach, but they also highlighted the interconnectedness of risks and fragility—a testament to the power of good research and collaboration. This success has contributed to demand for similar support to other FCV countries to support access to CAT DDO.

reporting strong results. Only two closed projects are in FCV countries (Ethiopia and Lebanon), and both received support from the GFDRR Disaster-FCV technical team. In Ethiopia, a post-conflict assessment helped inform a recovery framework and led to a request from the Government of Ethiopia to establish a MDTF for conflict recovery (see also text box in Section 3.2.1 for further details). Notably, the task team also prepared a technical note for conducting geospatial analysis of movement of internally displaced people and their high-level flood and drought exposure that could be a helpful resource for other teams.

In Lebanon, the GFDRR grant financed consultation and dialogue workshops, and guidance on the design and implementation of resilient housing reconstruction and retrofitting in Beirut. The World Bank project team used the outputs to ensure that the historic housing rehabilitation component—part of the ongoing World Bank investment operation Beirut Housing Rehabilitation and Cultural Heritage and Creative Industries Recovery (US\$12.75 million)—is being implemented in an inclusive and climate- and disaster-resilient manner. According to GFDRR grant reporting, local capacity to conduct housing rehabilitation has been increased and vulnerable groups are empowered through identification of housing rehabilitation interventions in consensus with local stakeholders (beneficiary landlords/tenants, municipalities, sectoral institutions, academia, NGOs). Project results indicators influenced by GFDRR have shown progress; 16 staff from the national government and municipalities have received support through knowledge-sharing activities and trainings to streamline their processes and promote capacity development related to housing, and 40 tenants benefited from training or knowledge-sharing activities related to technical rental support.⁸⁶ GFDRR assistance has since expanded to support the collective development of an Urban Recovery and Development Strategy for Greater Beirut.

GFDRR-informed development finance in FY23 covered nine grants in FCV-affected countries, accounting for about US\$1.5 billion. Analysis of GFDRR finances revealed that although historically GFDRR grants in non-FCV countries informed higher volumes of World Bank and other development finance, that trend reversed in FY23.⁸⁷

4.2.2.3 Factors constraining GFDRR effectiveness in FCV contexts

Demand for the FCV technical team’s services significantly outweighs their availability. As the FCV technical team has increased its technical competency year-on-year, it has provided expert, targeted support, and analysis to TTLs implementing GFDRR grants in FCV countries. Yet, several GFDRR and World Bank informants reported a shortfall in access to such guidance. As stated above, a quarter of GFDRR grants are now in FCV countries. The Disaster-FCV Nexus technical team does not have the personnel to provide personalized advice, assessments, and studies to 44 grants each year.

⁸⁶ <https://documents1.worldbank.org/curated/en/099022824160024367/pdf/P1765771f8d19407f1addf12850d629de38.pdf>

⁸⁷ In this most recent financial year, approximately \$4.1 million in GFDRR grants in FCV countries informed over \$1.5 billion in World Bank and other informed finance: a ratio of \$371 for every \$1 of GFDRR grant funding. By comparison, in FY23, approximately \$24.4 million of GFDRR grants in non-FCV countries informed almost \$5.3 billion in development finance: a ratio of \$216 per \$1 of GFDRR grant. Based on evaluation team analysis of GFDRR portfolio and M&R data. Data were disaggregated into grants in FCV countries and grants in non-FCV countries, analyzed separately and compared. The value of informed World Bank and other finance represents development informed finance newly issued in FY23 and does not include the value of finance allocated prior to FY23.

Strategic questions remain about how much GFDRR should support FCV-affected countries where the World Bank cannot provide lending. In countries where the World Bank does not have offices or cannot work due to risk, GFDRR may work with humanitarian organizations and other partners to provide analytical and advisory support. Some informants expressed the view that leveraging such partnerships could enable GFDRR to provide important DRR support to populations that are the most disproportionately affected by natural and economic shocks, and climate change.⁸⁸ Ultimately, it will be a strategic decision for the PC to determine whether to prioritize the efficiency and effectiveness of focusing grants exclusively on locations where World Bank task teams are active or optimize access to the most disaster-vulnerable populations.

GFDRR is not supporting World Bank grant applicants to screen proposals for potential conflict exacerbation. Past World Bank Group evaluations of its FCV support identified that DRR engagements in conflict-affected situations have missed opportunities to apply “a conflict lens” to ensure their implementation plans do not exacerbate existing grievances or inequitable favoritism of some groups over others.^{89,90} To date, GFDRR has not produced resources to assist grant applicants in conflict-affected locations to screen their proposed activities for such risks. The Disaster-FCV technical team has begun researching how programs might identify, understand and plan for conflict dynamics.

Achieving DRM progress in FCV is comparatively expensive. Informants reported that achieving progress in FCV contexts requires more resourcing to achieve similar results in stable contexts. Donors, task teams and GFDRR informants expressed acceptance of this reality. As one informant stated, “even small opportunities will help people’s lives.”

FCV-related objectives and results indicators in the current Strategy provided limited value for learning. At the time of Strategy formation in 2021, the GFDRR’s knowledge of Disaster-FCV Nexus issues was limited and the 2015 Sendai Framework contains no specific objectives or guidance for DRR support in FCV contexts.⁹¹ Thus, the Strategy’s references to FCV signaled the Facility’s intent to improve its engagement capacity in FCV contexts but insufficiently define what GFDRR will pursue and how to measure progress. Annual objectives and indicators for FCV engagement changed year-on-year in the FY22 and 23 work plans as GFDRR’s Disaster-FCV team and MEL team explore more relevant measurements.

4.3 Results on the ground

GFDRR’s role in contributing to “results on the ground” is typically through informing World Bank investments implementing interventions at national and local levels. These are expected to lead to substantive improvements in the lives of residents of partnered countries. As such, further analysis of the tangible results of World Bank investment projects themselves would be required to more fully capture the results on the ground to which GFDRR is contributing. In FY23,

⁸⁸ GFDRR. Annual Report 2023. p.52

⁸⁹ World Bank. 2022. Reducing Disaster Risks from Natural Hazards An Evaluation of the World Bank’s Support, Fiscal Years 2010–20. Independent Evaluation Group. Washington, DC: World Bank. p.41

⁹⁰ A Review of Disaster Risk Management for Fragility, Conflict and Violence Countries in the World Bank Portfolio. Fiscal Years 2012–2022. July 2023. GFDRR. See pp.20-32 for the full list.

⁹¹ UNDRR. (2015). Sendai Framework for Disaster Risk Reduction.

GFDRR reporting included an aggregation of results of 26 GFDRR-informed lending operations that are under implementation. Those operations are expected to “**increase resilience for 39.5 million people and households** by providing them with access to climate-resilient infrastructure, facilities, housing, and schools, and basic services; access to improved EWS and forecasting services; and access to financial protection mechanisms. These lending operations will also **bring nearly 8 million hectares of land/forest/coastal areas under climate-resilient management practices.**”⁹² GFDRR plans to continue to monitor these results, as well as to deploy additional evaluation instruments to better understand GFDRR’s contribution to these impacts (this evaluation was not tasked with assessing impact).

To generate some evidence of progress towards impact, this evaluation has gathered and analyzed observations of results from grant reports,⁹³ country client representatives, World Bank country personnel, and external partners to provide qualitative evidence of on-the-ground results. Given these are drawn from a sample of GFDRR grants, these examples are illustrative and not comprehensive.

- **GRADE assessments informed funding and targeting for rapid deployment of humanitarian response.** Informants noted that recent improvements to GFDRR’s method have significantly improved the breadth of themes and accuracy of estimated disaster impacts. In Türkiye, GFDRR’s GRADE assessment was followed by emergency response funding, which quickly turned to support for reconstruction planning (see the box below). Other cited examples included impacts of the same 2023 massive earthquake across the border from Türkiye in Syria, 2023 Cyclone Mocha in Myanmar, 2021 Super Typhoon Rai/Odette in the Philippines, and ongoing impacts of ongoing conflict across many sectors in Ukraine.
- **The Ready to Respond (R2R) assessment of governments’ emergency response institutions and subsequent initiatives to target weaknesses has strengthened local preparedness. Cited examples included various state, regional, and local government agencies in flood-prone areas of Ethiopia and India.** In Ethiopia, for example, the holistic approach is investing for the longer-term in improving hydromet and early warning capacity in the form of weather stations and weather radars, civil works to reduce flood impact, and localized emergency response capacities. For the more immediate term, the initiative is training and equipping local emergency responders for rapid flood emergency rescue response. In India, an informant noted that one of the most rewarding outcomes of the grant was that it was the first time all the State emergency response institutions had come together to coordinate their roles and establish a chain of command for various emergency scenarios.

“The whole experience of their response to this disaster should be a benchmark for other disasters in other parts of the world. The speed of assessment, documentation preparation and planning ... This is an example to the rest of the world.” – Country counterpart

⁹² GFDRR FY23 Annual Report

⁹³ GFDRR grant progress and completion reports provide limited information on results beyond engagement with institutional partners (primarily government agencies). This is appropriate to report on outcomes that grants have some degree of control over and not be held responsible for indirect aspirations beyond a grant’s immediate scope.

- **Vulnerable countries qualified for CatDDO finance** via GFDRR profiling of government legislation and structures and supported actions to strengthen them for DRM. Cited examples included Mauritania and several Pacific Island countries.
- **Urban developing plans and building regulations.** Several informants described instances where GFDRR grants have supported authorities in urban settlements with uncontrolled development to research and plan to reduce key hazard vulnerabilities. Cited examples included Freetown in Sierra Leone, Ho Chi Minh City in Vietnam, Kinshasa and Kananga in the DRC.
- **In pilot communities in the Philippines, local-level governments and citizens are learning to learn, analyze, and form their own plans for historical and emerging disaster threats specific.** The research and planning modules being developed under the GFDRR grant have become embedded into the federal government’s disaster council, who cascade train communities to gather insights and plans relevant to their specific geo-climatic contexts and livelihoods. The grant-funded pilot project is anticipated to inform a mainstreaming initiative to extend the process to communities across the country. Among all the grants sampled by the evaluation, this stood out as an exemplary model for enabling local resilience initiatives.
- **Also in the Philippines, GFDRR-supported the federal government to develop an online tool for local governments to design their own local risk financing strategy, emergency communications strategy, and disaster needs assessments.** The resultant resources and training enabled local governments to put their own disaster preparedness and response plans in place in anticipation of future emergencies. The designers of the initiative expected to support 100 local governments but received requests to participate from 500 across the whole country. Several national companies were impressed by the online platform and reportedly used their corporate social responsibility funds to expand the reach of the initiative, which had extended to around 400 local governments at time of evaluation.
- **In DRC, an assessment of urban sand erosion impacts has resulted in immediate and long-term protection of key transport infrastructure.** Informed by GFDRR-funded analysis, a US\$100 million World Bank investment in erosion prevention has secured the airport, main road, and railways links of Kananga, a city of over 1.5 million residents. Immediate, short-term measures will be followed by longer-term infrastructural and NBS for permanent protection. These results have secured the residents’ access and economic engagement with the rest of the country.
- **Also in DRC, a flood and landslide assessment has generated novel plans for solutions that provide multiple benefits for residents.** In Kinshasa, GFDRR assessments informed the mobilization of two rounds of World Bank finance worth a combined US\$500 million. The flood and landslide assessment identified a combination of engineering solutions as well as previously overlooked opportunities to reclaim lands with tree-cover to mitigate flooding and floodwater impacts such as erosion. In partnership with a national university, resident communities are being engaged in the tree-selection and planting to optimize their benefits beyond flood control, to include fruit production and other non-timber tree products.

These examples illustrate how GFDRR grants build the institutional capacity of government partners to provide top-down protection, emergency response, and regulatory frameworks for their residents. Only the case of community preparedness planning in the Philippines and to a lesser extent, tree-based flood mitigation in DRC provide tangible examples of enabling community-level agency to pursue their own disaster resilience opportunities.

Building back better, faster, and for life

When a series of massive earthquakes struck Türkiye and Syria on 6 February 2023, on the Turkish side, over 50 thousand people died, 650 thousand homes were destroyed, leaving 1.5 million people homeless, and the lives and livelihoods of 14 million people destabilized. A Global Rapid post-Disaster Estimation (GRADE) assessment was completed and released within two weeks and informed the release of US\$1 billion in World Bank Emergency response funds. Even while humanitarian responses were taking place, the World Bank Türkiye country team and Turkish authorities were already in discussions for how to rehouse those left homeless and rebuild community life. A subsequent GFDRR grant provided assessment support and reconstruction ideas and innovations from all around the world to complement Türkiye's own national expertise. According to a country informant, the responsiveness of the World Bank's country team's responsiveness and support to fast-track all documentation, expedited by GFDRR grant release, resulted in the fastest World Bank finance planning and approvals the country has ever seen. For Türkiye's response planners, building back better meant more than rebuilding houses: *"When there is mass destruction like this, we need to give life back. Not just houses, but shops, coffee houses, the places where people meet, and life can restart."*

World Bank GFDRR support lauded by Turkish responders included:

- Technical support to recycle the thousands of tons of rubble into material to feed "3D printed" houses.
- Development of software technology that can identify, define, and aggregate the scale of damage from building-to-building to landscape scale impact. Such software has informed the government's rebuilding location prioritization plans.
- Development of a case assessment system to determine who is eligible for rehousing support.

With all approvals and tenders completed, the first houses are being reconstructed just 15 months after the quake. Rather than stamping out rows of identical houses, the efficient construction processes enable each intended occupant to tailor the design of the house their personal preferences and specific needs, including disability needs, "right down to choosing the color of the roof!"

4.4 Factors influencing achievement of objectives

4.4.1 Internal factors

Strengthening the focus of GFDRR's business model on service-oriented and demand-driven approaches has increased its operational relevance. This focus shift has helped make GFDRR more instrumental in designing and implementing World Bank investment projects with a stronger and more informed disaster and climate risk perspective. Informants commonly shared the impression that GFDRR has shifted from more of a supply-driven model (e.g. approaching countries to offer its technical support) to a demand-driven model that responds to country requests. "Excellence," "responsiveness to country needs," "personalized engagement," and "a readiness to devise custom solutions" were the most common descriptions of GFDRR by the Bank's various country and regional teams. As one informant described, "A lot of effort has gone into making sure it's valuable for operational teams."

“I have seen the growth in terms of working relationships with operations side. What we provide through the grants are very demand driven. that makes GFDRR very strong as an institution. GFDRR is not just providing grants, but knowledge by having these global technical teams.”

“GFDRR business lines have become much clearer and more demand-driven. The value proposition on the financial and technical support to operational teams [is] very clear. In the past, I felt GFDRR was working on so many different topics but programs weren’t developed in such a clear manner, with a clear focal point as the knowledge resource you could contact. In the past, [GFDRR was] very technical but not really useful.”

“I find GFDRR a really helpful resource. It is very operationally focused on providing what is need at country level.”

“For me, GFDRR has been incredibly important ... we got a lot of bang for buck to mainstream disaster resilience. It is practical, it is flexible.”

“GFDRR is way beyond doing studies or technical assistance, it’s really a trust fund that’s managed to influence.”

-World Bank management and operational staff

Informants also noted that in recent years, GFDRR management has recruited more staff who already have substantial World Bank operational experience and thus better understand the needs of the regions and task teams.

The shift to more of a user-pays model for GFDRR technical services has had advantages as well as challenges. A user-pays model has supported cost-efficiencies by encouraging global technical teams to provide their services on a cost-recovery basis (e.g. task teams use their Bank budget to pay for GFDRR analytics and/or the technical teams’ time), while reducing some of the global grants to the technical teams paid for by the GFDRR Umbrella trust fund (see also Section 5.4 on efficiency). In the words of one informant, there is also “huge value” in ensuring that countries and task teams decide how best to spend their resources and that technical teams “prove their value.” At the same time, some teams have struggled with the transition, at times creating a “slightly manic scramble” to secure resource allocations from task teams and a heavy reliance on interpersonal relationships, as noted by both World Bank staff and external partners.

World Bank and external informants also noted that an increased concentration on operationally focused support has meant that research capacity has focused more on generating grant-specific knowledge and data than global goods. This provides customized, fit-for-purpose insights for specific Bank needs, and country-specific research can become the basis of globally relevant lessons.⁹⁴ However, Bank informants pointed out that the GFDRR has,

⁹⁴ For example, when GFDRR has published academic papers about its innovative housing assessment methods after the Türkiye and Syria earthquake, these were described by an expert as fast-tracking emerging technologies from distrusted fringe techniques to mainstream international adoption and policy influence. GFDRR’s *Unlivable* research publication on the urban heat island effect on East Asian cities was also cited as an example of international influence. Other positive examples included GFDRR’s ‘ThinkHazard!’ online platform of prevalent hazard risks in almost every part of the world, which is used by “hundreds of thousands of people every year.”

in the past, produced more DRR publications and tools that were seen as flagship products with broad global significance and interest.

Complementing grant finance with world-class technical and operational expertise is a key determinant of GFDRR’s effectiveness and reputation among Bank clients. GFDRR’s technical teams have developed into practical, responsive, and expert in-house staff. Informants perceived that, in recent years, GFDRR management has increasingly staffed these teams with seasoned technical experts in their field who also have strong knowledge of the needs of Bank operational teams. Over 90 percent of surveyed task teams (n=40) reported being satisfied with the GFDRR’s technical teams’ expertise and knowledge and almost two-thirds expressed being “very satisfied.” Bank informants noted great satisfaction with the range of technical services relevant to the DRM and resilience-building needs of their country clients. As one informant expressed, “Energy resilience, seismic monitoring, EP&R, and so on: these are so relevant to [this country], and I cannot imagine looking to any other window for supporting these topics.” However, demand for support from most GFDRR technical teams exceed staff availability. Technical teams have pursued multiple strategies to address this persistent constraint, including rosters of expert consultants, building capacity in task teams to conduct their own research, or relying on partnerships, such as with the ESA.⁹⁵

Expertise in cross-cutting themes reinforces improvements across other sectors. As discussed in Section 4.2 above, much work is yet to be accomplished for gender, disability and wider social inclusion to be effective, as well as the adaptation of DRM-focused support for FCV-affected countries. Over the course of the current Strategy period, the Gender and Social Inclusion and the FCV team have been supporting the other sector technical teams to better incorporate these themes to improve their guidance content and research methods.

Staff satisfaction also supports effectiveness. PMU and technical team staff generally expressed high levels of pride and satisfaction in their work in GFDRR, their level of support from their managers, and delegated authority to manage their area of responsibility, including pursuing innovations and nurturing working relationships. Technical team staff further reported that they are supported and encouraged by management to explore and develop new assessment methods, test, and if appropriate, upscale them—which drives further innovation for DRR. This is a privilege they described as highly unique within the World Bank. General satisfaction is reported to contribute to low staff turnover and subsequent optimization of uninterrupted functionality and working relationships with other parts of the Bank, as well as retention of institutional knowledge.

Client-focused assessment and analytical services fill an important need in the Bank and for country clients. Bank and country client informants pointed out that DRM and climate data are becoming increasingly important for justifying finance and informing evidence-based decisions by client governments. Often, credible data does not exist and needs to be generated. Yet, outside of GFDRR, World Bank operational teams often lack resources to undertake critical research and the expertise with which to do so. GFDRR’s array of sector technical assessment frameworks, post-disaster assessments, and data analytics services is perceived by clients as a

⁹⁵ The ESA, through its Global Development Assistance program, selects and finances Earth Observation service providers that World Bank projects benefit from, including GFDRR-financed activities.

significant timely contribution to Bank finance applications as well as for justifying and planning government DRM investments. Tools such as GRADE, R2R, CityScan, and NBS Scan are seen by World Bank operational teams as pragmatic and highly useful to inform needs and solutions with country clients. Tools have also been refined during the Strategy period; for example, while R2R has existed for over 10 years, it has been updated to adapt to sub-national scale and incorporate FCV insights.

Sequential grants can enable accumulation of results.

Though most grants have short lifecycles of one to two years, GFDRR's grantmaking enables subsequent grant proposals to follow-on and build upon preceding lessons and accomplishments to catalyze more sustained change. GFDRR is credited with enabling the World Bank's extensive DRR engagement by providing sustained resources for uninterrupted support, as evidenced by interviews conducted for this MTE, as well as the World Bank Independent Evaluation Group's recent evaluation on reducing disaster risk.⁹⁶

Grant allocations are made largely through regional block grants,⁹⁷ giving GFDRR more indirect levers for ensuring that the grant distribution responds to the Strategy.

According to the World Bank's team responsible for supporting all umbrella trust funds, GFDRR is one of the few that use regional block grants.⁹⁸ Regional block grants are allocated to task teams through regional coordinators. Regional Coordinators are not part of GFDRR but are typically DRM specialists in the regions and use different processes for allocation grant resources (e.g. competitive calls for proposal or allocating based on their understanding of needs in the region). This approach provides important predictability for regional units as well as empowers staff who are closer to country needs to decide what priorities to fund. The potential risk is that this approach decentralizing the responsibility for ensuring that GFDRR grantmaking fulfills its Strategy in staff who are outside of GFDRR and who indicated in interviews that they are less familiar with GFDRR's Strategy 2021-2025. Selection criteria used by regional coordinators are not transparently known.

While the evaluation team did not find any evidence that this allocation procedure is detracting from GFDRR's ability to meet its objectives, this may be an area for continued attention, depending on how future Strategies are designed (e.g. if specific targets are set by objective or sector, and require more active or centralized management to meet them). Regional Coordinators currently report that there is continuous feedback from GFDRR to guide allocation, in terms of communicating donor and World Bank corporate priorities. See also Section 5.2 on GFDRR's operational and management efficiency.

“[Country] is very successful now, but it took five years of technical assistance to build that capacity so that they can take things on. And they credit that to GFDRR, because there were no investments, but we created capacity and interest for the topic and developed tools and materials needed to be strong enough to handle investment. And you can see how much people now benefit from the investment that is possible.”

⁹⁶ World Bank IEG

⁹⁷ Other allocation procedures are also used in GFDRR, such as through a competitive call for proposals for the Japan ATF.

⁹⁸ EMSAP also uses regional annual block grants.

While GFDRR has made significant efforts to communicate its offerings within the World Bank, awareness can still be raised further to achieve the objective of mainstreaming DRR across sectors. GFDRR is well-known among the World Bank’s community of DRM practitioners, but even within that community, task teams are not aware of the totality of GFDRR services across all 14 technical lines of work and the entry points. In addition, task teams, regional coordinators, and GFDRR global technical teams noted that GFDRR’s internal visibility could be raised outside the DRM community. As one TTL said, “The DRM space is everywhere now. Perhaps [GFDRR] could be doing more to make others aware and interested in engaging them, and not just continuing with the usual clients.”

Informants also noted that GFDRR is often repeatedly accessed by the same task teams, which can support results achievement, as noted above. However, uneven visibility, relationships, and assertiveness among country teams may create a disconnect between ‘demand-driven’ and ‘needs-driven’ for country clients.

4.4.2 External or contextual factors

Grant implementation was often constrained by delays in recipient country processes, changes in government administration and/or leadership, and difficulty in recruiting and retaining qualified consultants. After impacts from the COVID-19 pandemic, the most cited constraint in completion reports related to instability of government partners. In many cases, a change in government or ministry leadership or a transfer of the activity from one ministry to another resulted in reduced government interest or awareness, delays, or even stopping the activity. In other cases, government partners were slower than anticipated to complete their responsibilities or redirected their engagement due to a national crisis such as national floods in Pakistan and a descent into armed conflict in Sudan.

Several completed grants also cited barriers related to difficulties recruiting and retaining qualified consultants with the necessary skills. In a couple of instances, the national consulting firm closed or went bankrupt before completing their assignments. Some noted that the World Bank’s lengthy procurement processes added to such difficulties. Without commensurate extensions to the grant timeline, delays in recruitment resulted in reduced time for carrying out the main components of the grants, creating risks to quality of outcomes. The absence of existing national and sub-national data in countries can also require long and resource-intensive primary data collection. Examples included data on land use, transportation, environment, and localized demographics.

GFDRR technical assistance may be inefficient or ineffective if it overwhelms the absorption capacities of country clients. In Caribbean SIDS, for example, the World Bank IEG found concern among stakeholders that “there had been an overload of DRM analytics and technical assistance in recent years, driven by easy access to trust-funded grants, and that the analytics and assistance may have exceeded clients’ capacity to make use of it or investment programs to operationalize it.”⁹⁹ Interviewees for this evaluation also noted that low-capacity countries have limited personnel and capacity to absorb and make use of the volume or technical detail of GFDRR’s DRM analytics, including at the pace of short-term grants. One task

⁹⁹ World Bank IEG. Reducing DRR evaluation.

team leader explained that to overcome this, they “often sit with clients [to discuss] what to research and what responses to sequence.”

World Bank country teams also sometimes encounter complacency among country clients. Demand for DRR- and climate-informed support can be harder to generate in contexts where countries face slow-onset disasters, FCV contexts, and/or are preoccupied with reactive malnutrition, health and agricultural responses without perceiving these as disaster responses. The evaluation heard examples of government ministries weighed down by a mix of acceptance of current norms of post-disaster losses plus a lack of insight and expectations that it could be any different. In other instances, a change in leadership at country or ministry level results in the loss of knowledge and interest in what their predecessors were working on. Positive responses to these situations included identifying a department whose leadership is motivated to partner to enable meaningful change, using GFDRR-funded assessment and research to invest intensively in the success of that partnership, and using it as a visible model for what other departments and ministries can achieve. Champions rather than programs drive change. Similar opportunities occur at country level. In countries that have not been interested in World Bank engagement, the regional office has reached out to such countries following a national disaster to offer to mobilize GFDRR rapid assessment support. The success of such an outreach paved the way for longer-term dialogue with the World Bank.

As the global climate action agenda grows in urgency, and as climate and DRR efforts become more mainstreamed, GFDRR will need to continue to carefully define its niche.

GFDRR’s niche position in this discipline, investments in augmented technical competencies and innovations, and service orientation have earned GFDRR influence in the Bank beyond its financial size. The global landscape is shifting, however, as DRR has become an increasingly mainstreamed expectation in Bank operations in recent years and climate resilience has also taken on increased prominence. Climate and disaster risk agendas are also increasingly intersecting. Climate resilience and DRR is core to the work of GPURL and high-quality operational work is increasingly funded by Bank teams in the regions. However, informants emphasized that GFDRR funds continue to be sorely needed to improve the quality and innovativeness of the Bank’s engagement. In the words of one informant, GFDRR funds “that little extra, that technical expertise, cutting edge knowledge, and without that we would not do a fraction of what we are doing.” In this changing context, it will be important for GFDRR to continue to push the frontier of the World Bank’s practice on DRR and climate resilience and ensure that scarce grant resources are directed to the most critical work.

5 EFFICIENCY

This chapter evaluates GFDRR’s Umbrella Program’s governance and operational and management efficiency, as well as the extent to which GFDRR delivers results in economic and timely ways. In accordance with trust fund reform processes at the World Bank, GFDRR transitioned to an umbrella trust fund structure in December 2021—presenting an important backdrop for understanding GFDRR’s governance and management effectiveness and efficiency. This process involved (a) bringing ATFs under the GFDRR Umbrella to complement the anchor MDTF, (b) establishing a single governance structure for the umbrella program (PC), (c) developing a common results framework for the umbrella program, and (d) moving to unified narrative reporting at the umbrella program level, among other actions.

5.1 Governance

Governance of a World Bank trust fund refers to decision-making and consultation arrangements between the Bank and donors.¹⁰⁰ As with all World Bank umbrella programs, the principles and structure of GFDRR governance are defined by the PC charter. The PC is responsible for providing strategic guidance and direction on the implementation of GFDRR activities and reviewing annual financial and progress reports. Reviewing and endorsing GFDRR’s Strategy, annual work plans, and results framework provide the basis for decision-making and guidance by the PC. Consultation with donors is an important process to inform decision-making. Sharing documents with PC members in advance of PC meetings is intended to enable the Bank to solicit and receive feedback that can be incorporated into documents before they are endorsed.

GFDRR’s governance arrangement is effective in supporting program operation and management. Interviews with PC members and GFDRR staff, as well as review of PC meeting minutes, demonstrate that the PC is an effective governing body for GFDRR. The PC is fulfilling key normative governance functions, including reviewing and endorsing GFDRR’s Strategy, annual work plans, and MELF. PC members and PMU staff perceive that the PC is giving sufficient strategic guidance and direction to GFDRR. Technical Advisory Groups (TAGs) provide additional guidance to GFDRR when needed, such as on M&R. The strong governance norms in the donor group have withstood the transition to an umbrella program; interviewed PC and PMU staff described the PC as “cohesive,” “harmonious,” and “well-functioning.” In interviews, neither PC members nor PMU staff expressed concerns about continued effective governance in the future, if for example, additional ATFs join the GFDRR Umbrella.

Consultation processes are effective. PC members believe that the PMU values donor feedback and is highly responsive to their input; multiple PC members shared their appreciation for an increasingly “honest” dialogue with the PMU. Donors also value the space made for informal exchanges and field

“I’m very happy with how GFDRR management interacts with us [...] They are super engaged and responsive.” – PC member

¹⁰⁰ Guidance on Governance in World Bank Trust Funds.

visits, which are seen to provide a welcome counterpart to more formal PC meetings. Information could sometimes be shared further in advance to enable donors to prepare for PC meetings, but this is generally perceived as a minor concern in an effective consultation system. Meeting minutes are sent to donors in a timely manner. Donor views are mixed on the quality of GFDRR reporting; the increased inclusion of case and impact stories is appreciated, while some donors struggle to understand the bigger, aggregate picture of what GFDRR is achieving (see also Section 5.3 on M&R).

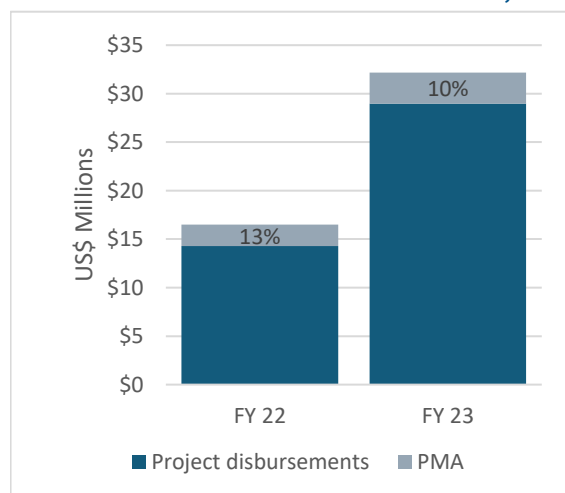
The voices of external partners have faded in GFDRR governance arrangements over the last few years, according to some interviewees. Both the previous Partnership Charter for the Consultative Group and the current one for the PC provide for participation by Observers. Observers may include former and prospective members, intergovernmental organizations, including UN agencies, developing countries, civil society organizations, private sector organizations, and private foundations. Inviting Observers to the PC is among the responsibilities of the World Bank Chair and Donor Co-Chair. While UNDRR has continued to participate in PC meetings as an Observer, some PC members and external partners have perceived that the participation of Observers such as UNDRR have generally been marginalized over the past few years. Some donors would like GFDRR to increase the meaningful participation of civil society and intergovernmental organizations in governance processes.

5.2 Program operations and management

Cost efficiency of GFDRR program operations and management has increased over the strategy period. Between FY22 and FY23 program management and administrative (PMA) costs decreased from 13 to 10 percent of total program costs.¹⁰¹ As shown in Figure 12, disbursement nearly doubled as more ATFs were brought under into the umbrella program, while PMA costs only increased by a third.

Comparisons to other World Bank trust fund programs are challenging given differences in program sizes, number of donors, types of work programs being funded, staffing and roles, definitions of PMA costs, as well as different timelines for transitioning to an umbrella program model. The ESMAP—the umbrella program in the World Bank’s Energy Global Practice—is the most apt comparator fund.¹⁰² GFDRR’s PMA costs are similar to ESMAP’s in

Figure 12. Program management and administrative costs and disbursements, FY22-23



Source: Data from GFDRR Annual Reports, own analysis.

¹⁰¹ FY21 costs are not analyzed here due to complications in interpretation given the transition to the umbrella program in December 2021 and the COVID-19 pandemic, which put downward pressure on disbursements.

¹⁰² ESMAP was identified by the World Bank DFI unit as the most reasonable comparator, while noting the complexity of this comparison.

absolute terms but nearly double ESMAP’s as a percentage of total program costs.¹⁰³ This may suggest the potential for increased efficiencies or economies of scale as GFDRR Umbrella program disbursements grow—for example, as a result of additional trust funds coming under the umbrella or additional donor contributions. See Section 5.4 for additional discussion of GFDRR efficiency gains.

The PMU’s structure is fit-for-purpose to meet its program operation and management responsibilities. Several key roles support this fit-for-purpose model: PMU program managers focus on umbrella trust fund management and donor relationships; regional focal points coordinate with the World Bank’s operational regions; and portfolio management, communication, knowledge management, and Monitoring and Evaluation (M&E) teams support financial and results management. In interviews, World Bank staff (including task teams and regional coordinators) emphasized that the PMU’s mirroring of the regional structure—with regional focal points in the PMU working closely with regional coordinators to allocate resources through MDTF and ATF regional block grants—works well.

“I like that they have these regional focal points who know what we are working with in the field [...] GFDRR’s approval process is closer to us and our context. [Their model] is something other trust funds could learn from.”

“GFDRR [has] mirrored the regional structure, with a regional focal point that works closely with me on the resource allocation processes and connecting technical business lines with TTLs. And that process works really well.”

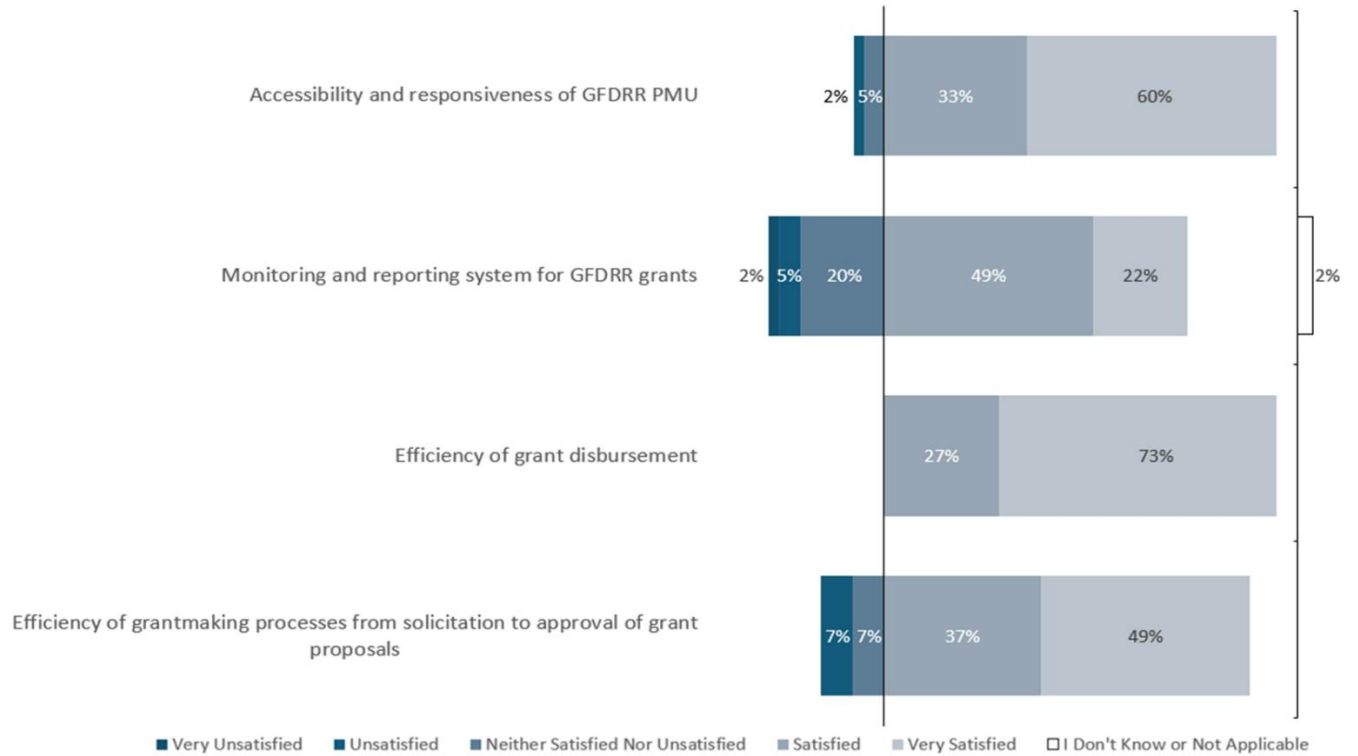
“Definitely demand-driven [with a] system of regional coordinators that link down to operational teams.”

– World Bank task teams and regional coordinators

Operational processes and procedures are efficient and have become more systematic and streamlined, although there are still areas for improvement. This finding is based on interviews with World Bank staff and a survey of task team leaders. An overwhelming majority of task team leaders are satisfied with the efficiency of GFDRR’s services in terms of grantmaking processes and grant disbursement, as well as the accessibility and responsiveness of the PMU (see Figure 13). In interviews, task teams also emphasized that GFDRR grantmaking processes are flexible and enable funds to be mobilized quickly. This is especially true for the MDTF, while the ATFs are perceived by TTLs and regional coordinators as requiring additional steps and longer times to process. Flexibility and speed were noted, including by one recipient country government, as particularly advantageous to support countries post-conflict and in fragile and conflict-affected contexts (e.g. allowing for revising existing grants in Ukraine, Türkiye, and Afghanistan to address evolving situations).

¹⁰³ ESMAP Annual Reports for FY22 and FY23; own analysis by the evaluation team. In FY22, ESMAP PMA costs were US\$1.317 million and costs for M&E, Communications, and Knowledge Management were US\$1.521 million, for a total cost for the administrative unit of \$2.838 million. In FY23, ESMAP PMA costs were reported as US\$3.265 million; other costs were not disaggregated.

Figure 13. Task team perceptions of the efficiency of PMU processes and procedures

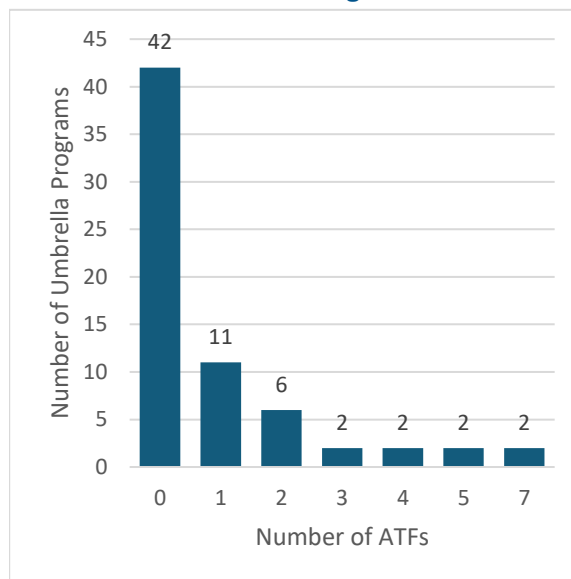


Source: Online survey of World Bank task teams, conducted by the MTE team

Multiple World Bank staff noted that the transparency of the grant resource allocation process has improved over the last several years. As noted earlier, while GFDRR maintains multiple allocation mechanisms (e.g. regional block grants for the MDTF and a separate call for proposal process for the Japan ATF), the grant proposal and reporting templates have been merged to include common fields plus additional questions for the ATFs as needed. Interviewees also perceive that the process for connecting GFDRR grants with technical knowledge (i.e. the global technical teams) is becoming more organized. Recently, the PMU has begun to regularly inform GFDRR global technical teams of grants that may be relevant for their support. The new M&E platform enables tagging grants to the global technical teams and also allows task teams to request technical support from GFDRR as part of their grant progress reports.

Although the number of trust funds has been substantially reduced in GFDRR’s transition to an umbrella program, GFDRR still maintains a relatively high number of ATFs. Among the more than 60 umbrella programs in the Bank, GFDRR is in the top four in terms of number of ATFs (see Figure 14).¹⁰⁴ While PMU staff generally believe that transaction costs have reduced in the transition to an umbrella fund, managing this number of ATFs is not seen as an easy task. One of the principles of the transition to an umbrella fund is consolidated reporting; the Annual Reports are the main reporting mechanism for the Umbrella, although in some cases, and based on ad hoc requests, GFDRR provides additional information for donors. At least one donor would like to see more detailed reporting about which outcomes are associated with which donor resources. Overall, donors expressed satisfaction with how the PMU handles preferencing (soft earmarking).

Figure 14. Number of Associated Trust per Umbrella Program



Source: Evaluation team analysis of World Bank Trust Fund Directory Data as of May 6, 2024.

Overall, GFDRR is widely perceived as an exceptionally well-managed trust fund within the World Bank. Among World Bank staff

working across trust funds, GFDRR is currently seen as “one of the better or best managed programs in the Bank” and “one of the programs that [can serve] as an example to others as to what an umbrella [should be] like in practice.” World Bank staff also noted that GFDRR has become more professional and proactive in managing the partnership over the past few years.

5.3 Monitoring and reporting

GFDRR has made substantial improvements to its M&R system over the past several years. Following the approval of the Strategy 2021-2025, GFDRR adopted an updated MELF in February 2023. This update included an updated ToC and results framework for the Facility, along with indicators at the intermediate outcome and outcome level. As GFDRR transitioned to an umbrella program, the results frameworks of ATFs were also brought in alignment with this umbrella-wide results framework. The MELF presents a coherent ToC and result framework with logical linkages between outputs, intermediate outcomes, outcomes, and impact. It is relevant to GFDRR’s objectives and covers its thematic focuses well.

With the MELF approved, GFDRR moved to developing an online M&R system. Broader changes in the World Bank’s information architecture hastened the need to launch this system, and it has been incrementally rolled out since June 2023. The new grant completion report template was used for the first time for reporting for FY23; the next phases will involve the new proposal template and a dashboard to summarize data. The compressed timeframe to design the new

¹⁰⁴ These other umbrella programs are ESMAP, SURGE, and PPIAF.

M&R system and the fragmented rollout have been challenging for GFDRR and task teams managing GFDRR grants. While operational staff generally support GFDRR's move to a new M&R platform, system functionality issues still need to be addressed and enhancements need to be made. GFDRR staff have diligently collected and collated feedback and are planning improvements to the platform.

While notable progress has been made, there is still substantial room for improvement in GFDRR's M&R systems. GFDRR's M&R system was the most raised area for improvement by informants for this MTE. The evaluation team's own analysis, combined with evidence from key informant interviews, identified the following issues:

- **Consistency and reliability of results reported.** Multiple GFDRR informants expressed concerns that some previously reported results data were not reliable or trustworthy. This was partly due to a lack of systematic processes for aggregating data and partly due to a reliance on task teams to classify results (e.g. which Sendai priorities or targets a grant's results contribute to). In its updated M&R system, task teams no longer report against any indicators in the GFDRR results framework; regional focal points in the PMU are tasked with mapping information in grant completion reports to the intermediate outcome indicators. Informants acknowledged that this interpretive effort can be tricky and that more training is needed to ensure data validity. Challenges also relate to the paucity of reporting in completion reports and the subjective interpretation of the indicators themselves, as discussed further below.
- **Indicator weaknesses.** Donors and some GFDRR staff expressed concerns about the new set of indicators that revolved around two issues. The first is that the indicators are perceived as "transactional" rather than defining and capturing progress towards medium- to longer-term changes. Most indicators are formulated as number or percent of grants or countries participating in various types of initiatives. The second is that the indicators are hard to understand and apply to the grants; sometimes the reality of what is being implemented or substantive results achieved does not easily align with the indicators. The indicators, conceptualized from the top-down, need to better reflect GFDRR achievements from the bottom-up, or at least, a degree of nuance by sector.
- **Paucity of reporting.** Multiple changes have been made to the M&R system to reduce burden on task teams. As noted above, task teams no longer report against indicators. Reporting has also been reduced to once per year rather than biannually. These changes are appreciated by task teams, and they generally believe the amount of information requested by GFDRR is reasonable or even less than other trust funds. GFDRR reporting was described as "pretty easy to fill out" and "not very demanding and maybe even less demanding than they used to be." One task team informant expressed the view that "GFDRR loses out by being too simple on reporting [...] GFDRR has no clue of some of the outcomes [we generate in our team] because the format does not allow it to be reported." It is the evaluation team's view that the reporting system has over-minimized burden on task teams at the expense of systematically understanding and capturing what GFDRR has achieved. Even among sizeable grants (e.g. US\$200,000-US\$500,000), some FY23 grant completion reports include no more than one to two sentences describing intermediate outcomes or outcomes (responding to questions focused on

how GFDRR outputs were used, by whom, and for what). Limited details and narrative make it difficult to interpret the significance of the changes being reported.

- **Lack of line-of-sight among proposals, progress, and completion reports.** In grant proposals, task teams identify outcomes and set indicators, but these are not reported on in progress and completion reports. The current system has limited accountability for monitoring what was achieved against what was planned. Informants explain that PMU staff may start to manually review progress and completion reports against proposal (e.g. outside of the online system), but it is not clear whether these internal reviews would become part of performance reporting. A related limitation is that GFDRR follow-on grants are developed and reported as standalone and not as subsequent phases of an earlier grant. Consequently, the current M&R system has a limited ability to track and learn from their cumulative outcomes over multiple phases.
- **Emerging efforts to monitor impact.** Informants expressed a widespread perception that GFDRR has been weak at communicating its impact, but that these reporting capabilities are improving. A revised methodology for reporting development finance informed or co-financed was introduced and implemented for FY23. This approach could be further refined to include only relevant components of lending operations, rather than the dollar value of the entire project, when appropriate. How GFDRR grants influence the World Bank projects could also be better described in grant reporting.

For the first time, the FY23 Annual Report also reports relevant results of World Bank lending operations informed by GFDRR (e.g. number of people with increased resilience). This approach could be further developed and systematized, following the example of ESMAP that reports against “expected impact tiles.”¹⁰⁵ For example, GFDRR could further develop the common indicators/themes against which it will aggregate lending operation results, clarify what results are reported in what year, and begin to distinguish between expected results (e.g. those expected at project appraisal) and results (e.g. those reported in implementation status and completion reports).

- **Nascent learning loops.** The use of the M&R system to support adaptive management and improve future programming is still immature. The evaluation found little evidence that lessons from GFDRR grants are routinely collected, reviewed, and disseminated to inform future grants.

5.4 Efficiency of achieving results

At the individual grant level, evidence was mixed in terms of how efficiently GFDRR delivers results. GFDRR grant resources have been nearly fully utilized; 97 percent of allocated resources were disbursed for grants approved and closed during the strategy period.¹⁰⁶ It is challenging to assess whether planned outputs have been delivered with fidelity given the

¹⁰⁵ These impact tiles include WBG, non-WBG, and private finance informed by ESMAP activities and indicators relevant to ESMAP activities such as number of people with access to energy, new renewable energy generation capacity, and lifetime energy and fuel savings.

¹⁰⁶ Excluding one large outlier grant that only disbursed 8 percent of allocated funds.

aforementioned limitations of the reporting system and changes in the reporting templates.¹⁰⁷ Currently, accountability mechanisms for achieving outputs and outcomes in GFDRR are weak. The evaluation team's own analysis indicated that about 60 percent of sampled grants delivered all planned outputs, while about 40 percent of grant completion reports reviewed did not describe delivery of all outputs envisioned in the original grant proposals. This finding should be cautiously interpreted because, while outputs were not universally identified as delivered, grant completion reports still indicated that nearly 90 percent of expected outcomes were achieved. It is reasonable to consider that GFDRR's flexibility in grant delivery has enabled task teams to meet objectives differently, although this impact requires more analysis to confirm.

The evaluation team also compared the number of beneficiaries identified in grant proposals to those in grant completion reports. The number of direct beneficiaries (i.e. people directly involved in GFDRR grant implementation or directly benefiting from grant activities) reported in grant completion reports exceeded the estimated number in grant proposals for all but one grant. Conversely, over 80 percent of grant completion reports identified fewer final beneficiaries (i.e. people in a wider zone of influence that will receive long-term, indirect benefits from a grant activity, such as through a World Bank investment operation) than originally targeted in grant proposals. The reasons for this are not readily apparent. Although, it is possible that initial targets for final beneficiaries in proposals are highly speculative given that some GFDRR grants are used upstream to help generate demand for World Bank investment operations or inform the DRM elements of investments that are being designed.

Data were not readily available on whether grant results were delivered in a timely way.¹⁰⁸ However, review of lessons learned from completed grants pointed to delays associated with changes in government administration or agenda, procurement, and need for primary data collection, as noted in Section 4.4.2. Multiple task teams referred to extensions of grant close dates, but the overlap between the GFDRR strategy period and the COVID-19 pandemic is a confounding factor in assessing timeliness. That said, task teams and clients generally appreciate how rapidly GFDRR support can be mobilized, as noted above in Section 5.2 and discussed further below.

¹⁰⁷ Grant proposals and progress reporting are not linked in the new M&E systems; PMU interviews indicated that this was not feasible due to cost; instead, a process is being established for Regional Focal Points to review proposals and progress reporting offline to assess whether expected results were delivered.

¹⁰⁸ The evaluation team requested data to determine whether grant results were delivered in a timely way (i.e., whether and with what frequency grants require extensions for their closing dates), but these data were not available.

GFDRR’s approach of providing standardized tools and streamlined procurement approaches that serve recurring needs of task teams and country clients has supported efficiency gains. GFDRR’s global position and strong connection to operational demand has enabled the program to identify common task team needs and develop standardized, operationally relevant solutions to address them, with space for customization. Framework contracts and rosters of consultants for recurring needs of task teams have also accelerated procurement processes, with awards made within days to weeks.

Nearly 90 percent of task team survey respondents agreed (and almost 50 percent strongly agreed) that GFDRR offers solutions, products, and tools that enable teams to provide efficient support to country clients. Interviewees also emphasized the efficiency of some GFDRR solutions and products. Frequently identified GFDRR tools include the GRADE tool, CityScan, NBS Scan, and Ready2Respond (R2R) Diagnostic.¹⁰⁹ These standard tools have helped generate efficiency gains, quality analytics, and timely provision of support to recipient countries.¹¹⁰ Interviewees also emphasized the value of some of these tools in early dialogue with recipient countries, where there is space to think through new ideas and conceptual elements, but where task teams do not yet have resources to spend. The price point and speed of delivery of CityScan and NBS Scan match the needs of that early dialogue and can also generate demand for deeper technical services in forthcoming operations.

Designing replicable tools that address recurring operational needs could also help drive efficient scaling up of GFDRR support, which can further increase impact. The newly developed NBS Scan, for example, has already been applied in 50 cities and 8 coastal landscapes.¹¹¹ Other GFDRR global technical teams are aiming at similar approaches to develop operationally derived tools, frameworks, and analytics that are replicable and scalable to serve more task teams and save money and time. A retail approach to GFDRR service—where task teams pay for valuable services, such as a GRADE assessment, rather than receive a grant to do so—has also helped improve efficiency.

“GRADE has been super useful. You know you can rely on GFDRR to get it done in 2-3 weeks with limited funding.”

“CityScan [was] useful, and [I was] impressed with the speed with which the team mobilized.”

“[There is] a lot of interest on [NBS Scans and CityScans in our region]. Quick, quite standardized, and super helpful to the team.”

– Task teams

¹⁰⁹ R2R provides a detailed understanding of existing emergency preparedness and response capacities in a municipality, country or region and assesses facilities, personnel, equipment, information, and legal frameworks. Source: <https://www.gfdr.org/en/epr>

¹¹⁰ Finding also supported by the recent evaluation of the CRP (2022).

¹¹¹ According to GFDRR sources.

6 SUSTAINABILITY

This chapter assesses the extent to which GFDRR’s interventions will likely lead to sustained net benefits for beneficiaries.

6.1 Understanding sustainability in the GFDRR context

The evaluation found that, in the context of GFDRR’s activities, stakeholders do not have a consistent understanding of sustainability. Interviewees shared different perceptions; for some, sustainability is simply evidenced by whether recipient countries are willing to borrow for DRM and climate resilience investments informed by GFDRR analytics and advisory services. For others, the concept extends beyond GFDRR activities to the development financing it informs. This conceptualization would require more complex causal exploration of whether GFDRR’s influence on that development finance is contributing to outcomes for final beneficiaries¹¹² and whether, in the longer-term, those outcomes are sustained.

The concept of “sustainability” generally refers to the likelihood of the net benefits of an intervention continuing, considering the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time.¹¹³ The nature of GFDRR’s analytical and advisory service offerings means that it makes a more indirect contribution to these sustained long-term benefits.¹¹⁴ If government or World Bank users find value in and adopt GFDRR’s products, then GFDRR can be seen as having contributed to the sustainability of a greater initiative. The evaluation has applied this understanding of “contribution” to frame its assessment of the sustainability of GFDRR grants.

The evaluation faced some limitations in assessing the sustainability of GFDRR’s grants outcomes. First, GFDRR’s M&R system is not currently well set up to assess the likelihood of sustainability. Its indicators and processes favor measurement of activities, with little to interpreted continuation of benefits after an intervention ends. As noted above, GFDRR’s M&R system measures outputs and process outcomes by asking how those outputs were used by country clients. It has no parameters for reporting benefits for final beneficiaries or assessing the likelihood of sustainability of end outcomes or benefits. Second, while widespread citizen engagement is understood to help ensure outcomes are appropriate, equitable and sustainable,¹¹⁵ the evaluation found insufficient evidence to draw a linkage between GFDRR activities and the sustainability of benefits for final beneficiaries of World Bank development finance operations. GFDRR’s attention to all-of-society participation, inclusiveness and gender

¹¹² People in a wider zone of influence that will receive long-term, indirect benefits from a grant activity, such as through a World Bank investment operation

¹¹³ OECD Development Assistance Committee Evaluation Criteria. Organisation for Economic Co-operation and Development DAC Network on Development Evaluation

¹¹⁴ GFDRR’s indicators defined in its 2023 MEL Framework acknowledge this to some extent, focusing on intermediate outcome process indicators. That is, they are designed to measure the number of GFDRR-funded grant activities that “contributed”, “helped”, or “supported” progress towards sustainable outcomes.

¹¹⁵ For example, see OECD. 2016. Open Government: The Global Context and the Way Forward, OECD Publishing, Paris, <https://doi.org/10.1787/9789264268104-en>; and de Poza-Vilches, M.F., Gutiérrez-Pérez, J., López-Alcarria, A. 2019. Participation and Sustainable Development. In: Leal Filho, W. (eds) Encyclopedia of Sustainability in Higher Education. Springer, Cham. https://doi.org/10.1007/978-3-319-63951-2_57-1

equality have been discussed at length elsewhere in this report (see Sections 3.2.4 and 4.2.1 in particular). This topic would be better addressed through in-depth country case study work that could involve visits to involved communities and in-person interviews with local beneficiaries including historically marginalized groups—rather than a remotely conducted global evaluation.

6.2 Likelihood of sustainability

When continuity of benefits is reliant on other parties to maintain results beyond the intervention, common drivers of sustainability are motivation, capacity, linkages, and resources.¹¹⁶ This evaluation reviewed GFDRR grant documentation against these drivers to better understand the likelihood that the benefits of GFDRR activities would be sustained.

Motivation. This 'driver' considers whether country clients are motivated or compelled to use GFDRR analysis and advice to inform their planning or implementation. Ownership by both World Bank task teams and recipient country counterparts is necessary to ensure that GFDRR activities inform the adoption of risk-

informed approaches. As noted earlier, 90 percent of surveyed task teams reported believing their client counterparts feel sustained motivation, use, or demand for GFDRR outputs.

Similarly, all country client representatives interviewed expressed that the prioritization and concepts behind each GFDRR grant and complementary World Bank loan originated from the government approaching the World Bank, or a collaborative process between the

“The grant really came from our government side. We had another project funded by the Government of Japan... building flood shelters. We saw that the shelters were being used for other community needs as well, like vaccination campaigns and COVID-19 response centers. So, we approached the World Bank and other partners to pursue multi-purpose disaster shelters in other villages too. It started with the World Bank [GFDRR] conducting a capacity and needs assessment.”

-Government partner

government and the Bank. These findings indicate that, for the most part, motivation and ownership of GFDRR initiatives and outcomes are high and well-reinforced by GFDRR's demand-driven approach. However, as identified in Section 4.4.2, motivation within country clients at the beginning of a grant has been undermined on occasions by changes in government, such as changes in administrations responsible for the activity. In some instances, such as in Kenya, this has resulted in the cessation of the grant.¹¹⁷

Capacity. Building necessary capacity and skills for national stakeholders to sustain benefits supports sustainability. The evaluation team's analysis of grant completion reports suggests that nearly 90 percent of GFDRR grants contributed to institutional DRR capacity to varying degrees. Three-quarters of grants provided assistance that could contribute to durable national capacity, including helping to inform national policy, strategies, and planning, reform institutional structures and increase government staff knowledge and skills. Some grant results emphasize that GFDRR's work helped to initiate an evidence-based dialogue with country

¹¹⁶ <https://www.fantaproject.org/research/exit-strategies-ffp>

¹¹⁷ TF0B6036: Kenya-Enhancing the Government's capacity to manage disaster risk and fortifying its building regulations for resilience.

clients on DRR and climate resilience, built the capacity of World Bank task teams, or informed World Bank country strategic and diagnostics—which have a much more indirect link to sustained benefits for final beneficiaries.

The following outcomes illustrate key examples of where GFDRR grants have catalyzed important, intermediate processes which made progress towards permanent improvements in countries’ DRM-related policies, structures, and functions. Still, each of these examples depend on government partners maintaining their momentum to complete their underlying agenda such as approval of draft policy and resourcing of DRM-related agencies—at times with and at times without ongoing World Bank investment.

- In India, a GFDRR assessment informed State actions to cool urban environments to reduce heat stress risks.
- In Zimbabwe, a national “disaster loss database” was developed, Operational Guidelines and Standard Operating Procedures were developed and adopted into provincial emergency response agencies, and DRM legislation was drafted.
- Weather forecasting agencies have been modernized in several countries across the Middle East, North Africa (MENA), and Asia.
- In Bhutan, GFDRR assessments provided credible national data and advice that informed the drafting of national policy, strategy and institutional reforms for promoting green and resilient infrastructure and disaster readiness capacities.
- In Vietnam, GFDRR assessments informed the development of the urban masterplan for Ho Chi Minh City to enhance the city’s livability through improved infrastructure, environmental amenity, land governance, social welfare, and public services.
- In Sierra Leone, GFDRR assessments informed draft building codes and building permit application processes to ensure future construction is disaster resilient and safe.
- In Panama, GFDRR EP&R learning processes led to the formation of a single technical “Cabinet” of emergency responder agencies for planning and coordinating national emergency responses.
- In Timor-Leste, GFDRR mapping of risks informed a disaster-responsive social protection policy framework for Timor-Leste, along with financing recommendations.

Linkages and resources. Linking to larger and longer World Bank lending operations, as well as informing other, non-World Bank finance, is one of GFDRR’s key contributions to drive more sustainable outcomes. As already reported in Section 4.1.2, GFDRR grants have successfully achieved this in the current strategy period, having informed or enabled, on average, US\$209 of World Bank and other finance for every dollar spent on a GFDRR grant.¹¹⁸ World Bank operations accounted for 86 percent of all such finance.

As also noted above, sequential or programmatic GFDRR grantmaking—providing follow-on and complementary grants that build on previous GFDRR work—has also been a helpful factor for enabling country motivation and capacity building. For example, in the Philippines, government support for participatory local-level DRM is considered highly embedded and therefore

¹¹⁸This ratio compares the amount of grant funding disbursed (US\$43 million) in the current Strategy Period (FY22 and FY23) to the amount of development finance newly informed (US\$9 billion) over the same period. See GFDRR Annual Report 2023, pages 90 and 102.

sustainable. Achieving this level of institutionalization required over five years of sequential GFDRR grants to raise interest, develop capacity, organizational structures, processes, and practical resources.

7 CONCLUSIONS AND RECOMMENDATIONS

This chapter provides conclusions and practical recommendations on how the Program and its operating model and operational processes may be further strengthened to improve performance and achievement during the second half of its strategy period.

7.1 Conclusions

1 GFDRR’s objectives and design remain highly relevant to countries’ needs and priorities in their efforts to reduce risk of, prepare for, and recover from disasters.

GFDRR’s 2021-2025 Strategy is aligned with the Sendai Framework and its Guiding Principles, as well as the 2030 Agenda for Sustainable Development and the Paris Agreement. GFDRR is seen as an institution at the forefront of the DRR agenda within the World Bank, and its contributions are also globally recognized, including in the recent Midterm Review of the Sendai Framework. GFDRR’s strategic objectives are adequately defined, realistic, and feasible to achieve, although the benchmarks for achieving those objectives remain somewhat undefined.

2 During this Strategy period, GFDRR has provided increasingly complementary and operationally relevant support to World Bank partners, while its external global institutional presence has eroded.

GFDRR has increasingly collaborated with other Global Practices, IFC, and relevant trust funds to mainstream DRR into other sectors. An important element of GFDRR’s success supporting World Bank partners has been the combination of grant resources with operationally relevant, sector-specific knowledge. While GFDRR has made significant efforts to communicate its offerings within the World Bank, awareness can be raised further regarding the breadth of GFDRR’s services and among country and task teams that have not previously accessed GFDRR funding.

In terms of external partnerships, GFDRR engages frequently with multilateral and bilateral partners at the country grant level, and technical partnerships have been important to ensure that GFDRR stays at the cutting edge of DRR information and analytics. However, at the global institutional level, GFDRR has become more focused on concrete outcomes for recipient countries during the strategy period, with less emphasis on global presence and goods.

3 Assessing GFDRR’s progress toward achieving its strategy objectives is hampered by a lack of results targets for the Strategy cycle and an evolving M&R system. Still, there are many positive indications of results against all four strategic objectives.

GFDRR did not set results targets for its Strategy 2021-2025; target setting for a strategy period is common practice in many other World Bank trust funds, such as ESMAP and PPIAF. The evolving M&R system—with a results framework and associated indicators first reported on in

FY23—presented an additional challenge for the evaluation team’s assessment of progress toward objectives. Many indications of good progress toward results were still identified; for example, approved and completed GFDRR grants address all strategic objectives, and all closed grants contribute to at least one of the Sendai Targets. World Bank and country informants generally agree that GFDRR is on track to deliver results that align with its objectives.

GFDRR’s business model has proved critical for its effectiveness. Several key factors contribute to achieving its objectives including: (a) a strengthened focus on demand-driven and operationally relevant approaches, and (b) combining grant finance with seasoned technical and operational expertise in GFDRR’s thematic teams. Sequential grants have also proven effective at building capacity, interest, and understanding among country agencies to pursue more informed lending operations. There is room to strengthen awareness of GFDRR’s services within the World Bank and to continue to carefully define GFDRR’s niche as climate and DRR efforts become more mainstreamed. Future programming should also take care to ensure that technical assistance does not overwhelm the absorption capacity of client countries.

4 GFDRR services are highly relevant to FCV contexts, where vulnerable people face compounding risks from disaster, climate, and humanitarian crises. GFDRR grants in FCV-affected countries demonstrate some understanding of the drivers of FCV and GFDRR’s technical service is rapidly generating insights into FCV impacts on DRR efforts to inform designs, although gaps remain in their consideration of the needs of disadvantaged groups.

As one of the few facilities funding work in the Disaster-FCV nexus, GFDRR’s growing expertise in informing activities in FCV contexts is highly valued in the World Bank and beyond. Evidence is mixed in terms of the extent to which GFDRR grant activities are designed to be sensitive to the context, challenges, needs, and priorities of involved institutions and final beneficiaries in FCV countries—in part due to the limited details provided in grant proposals. Demand for GFDRR advice on grants and lending operations exceeds the team’s capacity. Grant designs typically demonstrate some understanding of the drivers of FCV, but specific activities for disadvantaged groups and analysis of how the drivers of FCV, inclusion, and equity intersect are rarely described. It is too early to determine the extent to which GFDRR-supported FCV-sensitive approaches will support achievements on the ground, although the two closed grants are reporting strong results.

5 Future GFDRR grantmaking would benefit from increased ambition and reporting on social inclusion and gender equity.

Overall, GFDRR grant documentation lacks detail on how gender-specific actions would be or were meaningfully conducted; details on social inclusion actions and efforts to analyze and address intersectionality are even rarer. Yet, interviews suggested that gender and inclusion mainstreaming efforts are in fact much more widespread and deeply engrained into the delivery of GFDRR grants. In many cases, this appears true for gender, particularly thanks to the wider

efforts and commitments taken by the World Bank in recent years, which have resulted in widespread attention to this topic among staff. However, this trend does not appear to be as strong for increased social inclusion more broadly. Given the significant differential impacts that disasters have on disadvantaged groups and Sendai Framework’s principle for engaging “all of society”, GFDRR has an opportunity to raise its ambition toward inclusion-transformative actions, accompanied by more thorough reporting to properly capture the achievements and lessons.

6 GFDRR governance and management functions are effective and efficient. Significant progress has been made in GFDRR’s M&R system, but additional improvements are needed to generate reliable and meaningful results.

GFDRR’s governance arrangement effectively supports program operation and management, although the voices of external partners have faded in the governance function over recent years. GFDRR is managed effectively and efficiently. The PMU’s structure is fit-for-purpose to meet its program operation and management responsibilities, and operational processes and procedures have become more systematic and streamlined. While GFDRR has trended towards improvements in their M&R system, key areas for further attention include: (a) reliability, consistency, and quality of results reporting and measurement, (b) capturing impact systematically, and (c) supporting accountability between proposed and achieved results.

7 GFDRR contributions to sustained benefits for final beneficiaries are highly indirect, but its grant portfolio shows positive indications of the drivers of sustainability: motivation, capacity, linkages, and resources.

Sustainability in the context of GFDRR can reasonably be interpreted in the context of its ability to contribute meaningful and practical insights to inform longer-term efforts to build countries’ DRM capacities and practices. Evidence indicates that GFDRR does this successfully in three ways. First, GFDRR’s demand-driven approach and ability to contextualize technical services to specific countries and sector needs contributes to country client ownership and motivation to use results of the grants. Second, the quality of GFDRR analytics and guidance is building intermediate capacity of country partners that tangibly contribute to long-term, institutionalized capacities. Third, GFDRR grants are highly valued for their ability to mobilize linkages to larger and longer-duration World Bank and other financial resources to drive more sustainable DRM outcomes for final beneficiaries. While widespread citizen engagement helps ensure outcomes are appropriate, equitable and sustainable, the evaluation found insufficient evidence to draw a linkage between GFDRR activities and the sustainability of benefits for final beneficiaries of World Bank development finance operations.

7.2 Recommendations

The evaluation makes the following recommendations to strengthen GFDRR performance and results for this and future Strategy periods:

- 1. The PC and PMU should strategically consider the balance in GFDRR’s operating model between inward focus on delivering concrete results in countries and external partnerships and presence.** The evaluation findings strongly support GFDRR’s shift toward stronger operational relevance and stronger linkages with World Bank lending operations. To some extent, however, this shift has contributed to stakeholders perceiving a diminished focus on GFDRR’s external role as a global leader on DRR and its global institutional partnerships. Promoting external visibility, maintaining institutional partnerships, and developing global goods requires time and resources—which could otherwise be spent on grants to develop country- and operation-specific assistance that have a more direct link to DRR results for final beneficiaries. Both have value. Thus, in responding to Conclusion 2, PC members and PMU face a strategic trade-off that they should actively consider. Specific actions should include:
 - a. PC members should provide guidance to the PMU on the balance they wish to see GFDRR pursue between global participation and country grantmaking.
 - b. The PMU should deepen its leadership-level communication with UNDRR to establish agreements on how these two peak DRR authorities should collaborate on global- and country-level complementarity.

- 2. GFDRR should continue to increase its internal visibility among Bank task teams and collaboration with other programs within the World Bank.** Doing so will support greater mainstreaming and engagement with a wider set of teams and countries. To respond to Conclusion 2, specific actions could include:
 - a. GFDRR should continue and expand its communication efforts around the breadth of its offer to Bank regions and operational units, including through newsletters, webinars or other learning events, and other channels. GFDRR staff could also collaborate directly with Regional Coordinators to understand opportunities to bring in country teams not already accessing GFDRR grants. The goal would be for a wider range of task teams to better understand the specific technical expertise that is available and who they can contact within GFDRR for more information.
 - b. GFDRR should also strengthen its upstream collaboration with other World Bank programs—such as the FCI disaster risk finance program—to ensure that integrated advice and analytics are provided.

- 3. The PMU should strengthen its M&R system for capturing results in this and future Strategy cycles.** GFDRR has made important strides in advancing its M&R system over the last few years. In the second half of this Strategy cycle, in response to Conclusions 3 and 6, GFDRR should focus on refining its M&R system to be in a more solid position for the next Strategy. Specific actions should include:
 - a. Fully develop the approach for measuring development finance informed and impact. GFDRR should consider developing an “impact tile” approach like that used by another mature umbrella program, ESMAP. This approach would allow GFDRR to track and aggregate relevant financing and results of the World Bank lending operations it informs. Where appropriate, this approach should also be

further refined to include only relevant components of lending operations, rather than the entire project. Other Bank trust funds, like the Strategic Climate Fund, have also used similar strategies to aggregate results across multiple lending operations that use different indicators (e.g. by mapping indicators to common themes, such as people with increased resilience).

- b. For the next Strategy, revise intermediate outcome indicators to be both simpler and more meaningful. Some indicators could still measure number or proportion of grants and countries, but others should measure changes more directly (e.g. number of DRR-informed plans/strategies adopted or implemented, number of people/institutions with enhanced DRR capacity). Simpler indicators will also help task teams and GFDRR report results consistently and reliably. Indicators could also seek to better capture GFDRR's value added (e.g. improving the quality of lending operations) and its upstream support (e.g. support evidence-based dialogue in advance of designing a lending operation).
- c. Start reporting on the World Bank Resilience Rating System¹¹⁹ ratings for lending operations that GFDRR informs, once that information is systematically available. Doing so could help demonstrate or validate GFDRR's specific contribution to the quality of resilience considerations in a project.
- d. Revisit reporting templates to require more detailed reporting from task teams, including in terms of what was achieved, the significance of those results in the national context, and how lending operations were informed. Disaggregated reporting should also be required, as noted in Recommendation 4.
- e. Link grant proposals, progress reports, and completion reports in the M&R system to ensure accountability for performance and results delivery.
- f. Approve the next Strategy in tandem with a results framework that includes targets for the Strategy period. Doing so will ensure that anticipated activities link to objectives and that targets exist to gauge progress in delivering the strategic objectives. For better tracking and interpretation of portfolio results going forward, GFDRR should consider tagging grants with primary objectives/priorities and secondary/ancillary ones.

4. GFDRR should increase its ambition toward more gender- and inclusive-transformative actions in GFDRR grantmaking and reporting, including paying increased attention to intersectionality. In response to Conclusions 5 and 7, specific actions could include:

- a. Adapt grant proposal and completion report templates to consider inclusion throughout, such as how activities will (or have) integrate(d) inclusion objectives and will be (were) delivered in an inclusive and accessible way. Grant documents should actively prompt for more types of disadvantages than just gender, including but not limited to disability, age, refugee status.

¹¹⁹ The World Bank Group has developed a Resilience Rating System that provides guidance and specific criteria to rate the resilience of the project and the project's contribution to resilience of beneficiaries, communities, and systems. For more details, see: <https://www.worldbank.org/en/topic/climatechange/brief/resilience-rating-system-rrs>

- b. If grants are not informed by a broader lending operation’s gender action plan, consider requiring and resourcing the development of a light-touch inclusion action plan that provides for M&R of inclusion commitments. Development of such a plan would be consistent with international best practice to ensure that each planned activity is capitalizing on any inclusion opportunities while avoiding the risk of doing unintentional harm.
- c. Require disaggregated reporting in grant documents, including gender, age, disability as well as any other relevant protected characteristics. This should not only include reporting against quantitative indicators such as disaggregated data of beneficiaries, but also qualitative reporting against committed gender and inclusion actions.
- d. Build more feedback loops into the grant review process, for grants that do not identify any gender or social inclusion actions (feedback is currently provided to those which do not state that they have drawn on a gender analysis, but not to those which do not identify planned gender actions). This should be a pre-requisite for all proposals, even if there are fewer obvious entry points (e.g. in very technical grants) or inclusion is not the main objective of the grant, applicants should still demonstrate how the grant will be delivered to be inclusive and accessible and to not be contributing to existing inequalities.
- e. Increase attention to intersectional analysis in grants, given the significant differential impact that disasters have on disadvantaged groups.
- f. Pay more attention to dissemination and the tracking of the usage and uptake of inclusion guidance, to help ensure the guidance is having the maximum impact.

5. To capitalize on its current momentum in building FCV support, GFDRR should concentrate on optimizing the utility of its knowledge to World Bank country teams.

In response to Conclusion 4, specific actions could include:

- a. Continue to review and update GFDRR tools to ensure their relevance for identifying FCV-related vulnerabilities—including considering disadvantaged groups and intersectionality of drivers of FCV and disadvantage—and informing decision-making for enhancing DRR in FCV settings.
- b. Develop and mainstream conflict-sensitivity tools to enable country teams to identify conflict risks in client countries and target communities, and self-assess their proposal and implementation for potential to inadvertently exacerbate existing conflicts or violence.
- c. Strategically consider whether and how GFDRR should support FCV-affected countries in which the World Bank cannot operate.
- d. Seek to leverage the FCV team members’ time by building more capacity in task teams to conduct relevant analysis.

APPENDICES

Appendix A. Evaluation matrix

Evaluation questions	Evaluation sub-questions	Methods and sources of information
RELEVANCE		
R1 To what extent are GFDRR’s objectives adequately defined, realistic and feasible in supporting developing countries to implement the Sendai Framework for DRR, the 2030 Agenda for Sustainable Development, and the Paris Agreement?	<p>Are objectives adequately defined and commonly understood by stakeholders? Are objectives realistic and feasible to achieve in the strategy period, and is sufficient information available to determine that achievement?</p> <p>Do key strategy, guidance documents, and indicators adequately refer to relevant aspects of Sendai, SDGs and Paris Agreement that GFDRR aims to support?</p>	<p>Document review of GFDRR strategic and operational documents, including the Strategy 2021–2025, MEL Framework, Annual Work Plans and Reports, and Sendai, SDG, and Paris frameworks, to assess clarity and alignment of objectives, and realism and feasibility of meeting those objectives</p> <p>Analysis of interviews with GFDRR Global Unit & PMU staff and PC Members with Dedoose</p>
R2 To what extent are GFDRR operating model and its financed grants designed and implemented in ways that contribute to countries’ alignment with the Guiding Principles of the Sendai Framework?	<p>Does GFDRR’s demand-driven operating model deliver grants and technical assistance that are tailored to and aligned with local contexts and needs, consistent with the Guiding Principles?</p> <p>To what extent does the GFDRR portfolio reflect the Guiding Principle of the Sendai Framework that calls for support to be provided in particular to LDCs, small island developing countries, landlocked developing countries and Africa countries?</p> <p>To what extent do country clients/partners perceive that GFDRR outputs address their DRR development needs and aspirations, and are adapted to their specific contexts (cultural, public finances, climate, geography, economy, legal, etc.) vs. external impositions of objective and approaches?</p>	<p>Portfolio analysis of the characteristics of approved grants and technical assistance, including trends in countries supported and objectives/themes pursued.</p> <p>Analysis of interviews with GFDRR PMU, Technical Teams, country clients and partners</p>
R3 To what extent are the GFDRR grant-level activities	Do GFDRR grant designs in FCV countries demonstrate sensitivity to context and challenges (e.g. accounting for	<p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation</p>

	designed to be sensitive to the context, challenges, needs and priorities of involved institutions and final beneficiaries in FCV countries?	<p>security concerns, mobility restrictions, data gaps and restrictions in access to data, low institutional capacities)?</p> <p>Do GFDRR grants in FCV countries demonstrate and/or deliver a strong understanding of the causes of fragility and how they interact with disaster risks?</p> <p>Do GFDRR grants in FCV countries demonstrate alignment with needs and priorities of institutions and beneficiaries (e.g. through needs assessments and/or inclusive participation of vulnerable and marginalised groups in design and implementation)?</p> <p>In what ways are grant projects in FCVs designed differently to optimize sustainability of outcomes after grant closure?</p>	<p>reports) for all GFDRR grants in FCV contexts to assess relevance of design</p> <p>Document review of GFDRR and other publications on FCV- DRR nexus to inform assessment of relevance</p> <p>Analysis of interviews with GFDRR Technical Team on FCV and World Bank TTLs</p> <p>Thematic deep-dive assessment on FCV that synthesizes these analyses and others for additional relevant evaluation questions related to FCV (e.g. E1)</p>
COHERENCE			
C1	To what extent does GFDRR complement and harmonize with other WB programs that support DRR interventions?	<p>Which WB programs is GFDRR complementing or harmonizing with, for what purpose, and with what frequency?</p> <p>To what extent were grants designed and/or implemented with explicit interlinkages to other WB programs? To what extent are learning products co-developed and/or co-disseminated with other WB programs?</p> <p>What strategic value does GFDRR bring or leverage to other WB programs?</p>	<p>Document review of GFDRR annual work plans and reports</p> <p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants and relevant GFDRR knowledge products</p> <p>Analysis of interviews with GFDRR PMU and Technical Teams, World Bank TTLs, Regional Managers</p>
C2	To what extent does GFDRR complement and add strategic value to other DRR programs outside the WB, including those led by client countries?	<p>Which external DRR programs is GFDRR complementing or harmonizing with, for what purpose, and with what frequency?</p> <p>To what extent were grants designed and/or implemented with explicit interlinkages to external DRR programs? To what extent are learning products co-developed and/or co-disseminated with external programs?</p> <p>What strategic value does GFDRR bring or leverage through external engagement?</p>	<p>Document review of GFDRR annual work plans and reports</p> <p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants and relevant GFDRR knowledge products</p> <p>Analysis of interviews with GFDRR PMU and Technical Teams, World Bank TTLs, country clients/partners</p>
EFFECTIVENESS			
E1	To what extent is GFDRR achieving or will likely achieve the objectives set	To what extent have the outputs delivered to date contributed to achieving (or are likely to contribute to achieving) the	Portfolio analysis of approved grants to assess financing trends relative to objectives, and of GFDRR M&E data for approved grants to assess results relative to objectives.

forth in its 2021–2025 Strategy?	planned intermediate outcomes and outcomes under each objective? How does results achievement vary by objective, region, and theme?	<p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants</p> <p>Analysis of interviews with GFDRR PMU and Technical Teams, World Bank TTLs</p>
	To what extent are DRM or risk-informed approaches adopted?	<p>Portfolio analysis of GFDRR M&E data for approved grants</p> <p>Structured review (based on structured protocol in Excel) of implementation reports for a sample of completed GFDRR grants, to identify grants that delivered risk-informed information/planning/analysis and assess whether those approaches were adopted/used; review of implementation status and/or completion reports for associated development finance operations to trace contribution to adoption of DRM or risk-informed approaches</p> <p>Analysis of interviews with GFDRR Technical Team, World Bank TTLs, and country clients/partners</p>
	To what extent do the expected and achieved results address gender equality and inclusiveness ambition?	<p>Portfolio analysis of GFDRR M&E data for approved grants</p> <p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants to assess expected and achieved results on gender equality and inclusiveness; review of PADs for associated development finance operations to identify relevant gender indicators</p> <p>Document review of GFDRR publications on gender and DRR</p> <p>Analysis of interviews with GFDRR Technical Team on gender and inclusion and World Bank TTLs</p> <p>Thematic deep-dive assessment on gender equality and inclusion that synthesizes these analyses and others</p>

			for additional relevant evaluation questions related to gender (e.g. S1, S2)
		To what extent have the FCV-sensitive approaches effectively supported or will potentially support the achievement of DRR results on the ground in the FCV context?	<p>Portfolio analysis of GFDRR M&E data for approved grants</p> <p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for all GFDRR grants in FCV contexts to assess expected and achieved results and factors affecting results</p> <p>Document review of GFDRR and other publications on FCV- DRR nexus</p> <p>Analysis of interviews with GFDRR Technical Team on FCV, World Bank TTLs, Regional Managers, and country clients/partners</p> <p>Thematic deep-dive assessment on FCV that synthesizes these analyses and others for additional relevant evaluation questions related to FCV (e.g. R3)</p>
E2	What are GFDRR’s contributions and roles in the achievement of DRR results on the ground?	<p>What results “on-the-ground” are observed to date associated with GFDRR grants and technical assistance approved during the Umbrella Program’s operations during FY22 and FY23?</p> <p>What contribution did GFDRR make to these results?</p>	<p>Structured review (based on structured protocol in Excel) of implementation reports for a sample of completed GFDRR grants, to identify grants that may have contributed to on-the-ground results to date; review of implementation status and/or completion reports for associated development finance operations to trace contribution to results</p> <p>Analysis of interviews with GFDRR PMU and Technical Teams, World Bank TTLs, and country clients/partners</p>
E3	What are the factors (internal and external) that have influences on the achievement of the Strategy’s objectives?	<p>What factors related to GFDRR’s governance and management structure, procedures, or processes have enabled or constrained achievement of the Strategy objectives?</p> <p>What factors related to the design and/or implementation of GFDRR grants and technical assistance have enabled or constrained achievement of the Strategy objectives?</p> <p>What external or contextual factors have enabled or constrained achievement of the Strategy objectives?</p>	<p>Document review of recent relevant evaluations (e.g. Evaluation of the CRP and IEG’s Evaluation of the World Bank’s Support, Fiscal Years 2010–20 to Reducing Disaster Risks from Natural Hazards) to identify enabling and constraining factors</p> <p>Structured review (based on structured protocol in Excel) of implementation reports for a sample of completed GFDRR grants, to identify enabling and constraining factors</p>

			Analysis of interviews with GFDRR PMU and Technical Teams, World Bank TTLs, Regional Managers, and country clients/partners
EFFICIENCY			
F1	To what extent does the GFDRR Umbrella Program governance arrangement effectively support the program operation and management?	<p>How effectively does the PC perform its roles and responsibilities, as outlined in the GFDRR Partnership Charter?</p> <p>Has governance effectiveness changed with the transition to the Umbrella model, and if so, how and why?</p> <p>What is working well and not working well in terms of GFDRR's Umbrella Program governance arrangement? Are there any key considerations for GFDRR governance if the Program grows in the coming years?</p>	<p>Document review of PC Charter and Meeting Minutes to assess whether the PC is performing its responsibilities</p> <p>Analysis of interviews with PMU staff, PC members, and staff in the World Bank's Development Finance unit (responsible for trust funds)</p>
F2	To what extent are the PMU structure, operational procedures and processes efficient in the Program's administration and management? What can be improved?	<p>How do program management and administration costs compare to disbursements during FY22-23? How do these compare to previous years (pre-Umbrella) and to other umbrella trust funds in the World Bank?</p> <p>How has the Umbrella program approach affected efficiency of operational decision-making and grant management? How does GFDRR's PMU structure compare to other umbrella TFs?</p> <p>What is working well in terms of PMU structure, procedures, and processes, and what is not working well? What can be improved? Are there any key considerations for GFDRR management if the Program grows in the coming years?</p>	<p>Cost effectiveness analysis of PMA cost data compared to disbursements and benchmarking this ratio against other umbrella trust funds; analysis of level of cross-support as a means of cost control and supporting results</p> <p>Document review of documents on GFDRR organizational structure and operational procedures</p> <p>Document review of reports on other WB trust fund experiences and approaches transitioning to the umbrella structure, to identify lessons</p> <p>Analysis of interviews with PMU staff, GFDRR Technical Teams, PC members, World Bank TTLs, World Bank Regional Managers, and staff in the World Bank's Development Finance unit (responsible for trust funds)</p> <p>Analysis of survey administered to World Bank TTLs</p>
F3	To what extent is the GFDRR Umbrella Program's M&R mechanism effective and efficient? How might this function be improved?	<p>Does the 2023 Results Framework and indicators adequately capture objectives under all Priority Areas and Cross-cutting themes in the Strategy?</p> <p>To what extent is the M&R system integrated into GFDRR's business processes? How has this changed in the transition to an umbrella program? How does GFDRR's M&R mechanisms</p>	<p>Document review of GFDRR Strategy 2021-2025, MEL Framework, annual work plans and reports, and comparative analysis based on available reviews/evaluations of other umbrella programs' M&E systems</p> <p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation</p>

		<p>compare to that of other World Bank umbrella trust funds? What lessons can be learned?</p> <p>To what extent are statements of outputs and outcomes at regional and individual grant levels linked to the Results Framework outcomes and measurable indicators? To what extent are outcome statements supported by evidence of achievements? To what extent do systems exist to enable the M&R system to capture its downstream or longer-term outcomes and impacts, including the impact of the development finance it influences?</p> <p>How can the M&R function be improved to support a summative assessment of GFDRR's results and delivery of its strategic plan, at the end of the strategic period?</p>	<p>reports) for a sample of GFDRR grants to assess indicator alignment and evidence of achievement</p> <p>Analysis of interviews with PMU staff, GFDRR Technical Teams, PC members, World Bank TTLs, and staff in the World Bank's Development Finance unit (responsible for trust funds)</p>
F4	<p>To what extent does GFDRR deliver or is likely to deliver results in an economic and timely way? In what way, or what are the examples of GFDRR's solutions or products that demonstrate the Program's efficiency?</p>	<p>What trends can be observed in terms of the types of activities that leverage significant World Bank development finance?</p> <p>What are examples of GFDRR solutions or products that demonstrate the Program's efficiency? Have standardized tools supported efficiency?</p> <p>To what extent are GFDRR resources fully utilized or disbursed?</p> <p>What proportion of GFDRR grants require extensions to the close date? What trends can be observed in terms of which types of grants need extensions and why?</p>	<p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants</p> <p>Portfolio analysis of trends in grant resource usage and closing date extensions</p> <p>Analysis of interviews with GFDRR PMU staff and Technical Teams, PC Members, and World Bank TTLs</p>
SUSTAINABILITY			
S1	<p>How does GFDRR operating model support "all-of-society" participation, inclusiveness, and gender equality that would help the sustainability of benefits to the final beneficiaries over time?</p>	<p>To what extent have GFDRR's cross-cutting themes been embedded throughout its programming?</p> <p>Is there evidence that the GFDRR operating model supports all-of-society equity and inclusion in ways that extend beyond its cross-cutting themes?</p>	<p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants</p> <p>Analysis of interviews with GFDRR PMU staff and Technical Teams, and World Bank TTLs</p>

S2	<p>What is the likelihood that the DRR solutions, and interventions supported through GFDRR grants and the WB complementary lending operations will sustain net benefits for target beneficiaries over time, including the sustained net benefits for all genders and marginalized groups in line with “leave no one behind” principle?</p>	<p>To what extent do grant proposals and progress reports include tangible objectives for ensuring ongoing ownership of responsibility, funding, and maintenance of project outcomes?</p> <p>For completed grants that are linked to development finance operations, do those operations include indicators to monitor DRR-related benefit to women, people with disabilities, and other identified marginalised groups?</p>	<p>Structured review (based on structured protocol in Excel) of documents (e.g. proposals and implementation reports) for a sample of GFDRR grants; review of PADs for associated development finance operations to identify relevant indicators</p> <p>Analysis of interviews with GFDRR PMU staff and Technical Teams, and World Bank TTLs</p>
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Appendix B. Strategy mapping of GFDRR’s priority areas, objectives, outcomes, outputs, and thematic areas, and indicators and results

Sendai Framework Priority	GFDRR Priority Areas	ToC Objectives and Descriptions (MELF)	Results Framework Outcomes and Intermediate Outcomes (MELF)	Results Framework Outputs (MELF)	Technical Thematic Areas
(1) Understanding disaster risk	Priority 1: Risk-Informed Decision Making	<p>OBJECTIVE 1. Evidence and knowledge on effective disaster and climate resilience approaches are generated and shared for improved policy and practice.</p> <ul style="list-style-type: none"> - Governments and other stakeholders in developing countries start using risk profiles and hazard maps as part of planning, factoring in FCV risks as needed. - Governments and other stakeholders in developing countries increase the availability of accessible, understandable, usable, and relevant disaster risk information; engage civil society and communities, including vulnerable groups, in policy formulation; and empower vulnerable groups to manage disaster and climate change risks. - Governments and other stakeholders in developing countries use coalitions and consensus for policy changes, strategies for DRM priorities, and knowledge-sharing. 	<p>High-level Outcomes:</p> <p>Enhanced country capacities for generating, maintaining and using risk information and evidence, factoring in FCV risks where needed</p> <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"> - 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 	<ol style="list-style-type: none"> 1. Digital Earth 2. Disaster Risk analytics
(2) Strengthening disaster risk governance to manage disaster risk	Priority 2: Reducing Risk and Mainstreaming Disaster Risk Management	<p>Objective 2: Risk-informed development is adopted at national, sub-national, and community levels, using integrated, inclusive, and participatory approaches.</p> <ul style="list-style-type: none"> - Governments and other stakeholders in developing countries improve existing or put into place new national DRM strategies, DRM policy, codes, and standards such as building codes or land use policies that are responsive to gender and socially differentiated risks. 	<p>High-level Outcomes:</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>Intermediate outcomes</p>	<ul style="list-style-type: none"> - Country Capacity Building in Risk-informed Policy, Planning and Budgeting - Development of DRM/climate resilience policies and plans - Integrated Disaster-Conflict Risk Reduction Solutions for FCV environments 	<ol style="list-style-type: none"> 3. Building Regulations for Resilience 4. City Resilience 5. Nature-Based Solutions 6. Resilient Housing 7. Resilient Infrastructure 8. Safer Schools

Sendai Framework Priority	GFDRR Priority Areas	ToC Objectives and Descriptions (MELF)	Results Framework Outcomes and Intermediate Outcomes (MELF)	Results Framework Outputs (MELF)	Technical Thematic Areas
			<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. 		
(3) Investing in DRR for resilience	Priority 3: Financial Preparedness and Resilient Recovery	<p>OBJECTIVE 3 Governments in vulnerable countries have access to additional investments for scaling up disaster and climate resilience building.</p> <ul style="list-style-type: none"> - Governments and other stakeholders in developing countries ensure increased government spending on DRR and climate resilience across sectors and risk financing mechanisms. 	<p>High-level Outcomes:</p> <ul style="list-style-type: none"> - Increased government access to DRR and climate resilience/ adaptation financing. - Increased government spending on DRR. <p>Intermediate outcomes</p> <ul style="list-style-type: none"> - Additional investment financing for resilience investments mobilized from: <ul style="list-style-type: none"> o World Bank-financed projects; o partner governments; o private sector; o civil society and/or o 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"> - 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 	9. Disaster Risk Finance

Sendai Framework Priority	GFDRR Priority Areas	ToC Objectives and Descriptions (MELF)	Results Framework Outcomes and Intermediate Outcomes (MELF)	Results Framework Outputs (MELF)	Technical Thematic Areas
(4) Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction	Priority 4. Disaster Preparedness and Resilient Recovery	<p>OBJECTIVE 4 Disaster preparedness and resilient recovery capacity are increased at national, sub-national, and community levels.</p> <ul style="list-style-type: none"> - Governments and other stakeholders in developing countries improve existing or put into place new EWS and hydromet services and planning for resilient recovery. - Governments and other stakeholders in developing countries demonstrate greater capacity to conduct post-disaster assessments; design and implement investments to enhance physical preparedness; and design systems and planning processes to be accessible and inclusive to women and other marginalized groups. 	<p>High-level Outcomes:</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"> - 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. 	<ul style="list-style-type: none"> - Design of EWS and hydromet services - Conduct of 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>10. Climate and DRM for Health Systems</p> <p>11. EP&R</p> <p>12. Hydromet Services and EWS</p>
	Cross-cutting Priority area 1: Scaling Inclusive Disaster Risk Management and Gender Equality	<p>Not addressed separately. Incorporated into the following categories:</p> <p>Financing Activities:</p> <p>Task teams mainstream gender, inclusion, and FCV considerations across all GFDRR-funded activities.</p> <p>TA & CB Activities:</p> <p>Inclusive DRM and gender equality</p> <p>Technical Advisory Outputs:</p> <p>Task teams and/or clients receive designs and/or implementation plans [...] that consider impact on and inclusion of women and other marginalized groups in policy formulation and design</p>	<p>Not addressed separately.</p> <p>Incorporated into Priority Area Objectives above. I.e.</p> <p>Priority Area 1: Intermediate outcome:</p> <ul style="list-style-type: none"> - Improved access to gender-informed risk assessments <p>Priority Area 2: Intermediate outcome:</p> <ul style="list-style-type: none"> - Incorporation of gender-sensitive approaches in DRM policy formulation 	<p>Not addressed separately.</p> <p>Incorporated into Priority Area Objectives above. I.e.</p> <p>Strategic Objective 1, Output:</p> <p>Gender-informed risk assessments</p> <p>Strategic Objective 3, Output:</p> <p>Disaster resilience investment projects with support of GFDRR grants that include gender analysis,</p>	<p>13. Inclusive DRM and Gender Equality</p>

Sendai Framework Priority	GFDRR Priority Areas	ToC Objectives and Descriptions (MELF)	Results Framework Outcomes and Intermediate Outcomes (MELF)	Results Framework Outputs (MELF)	Technical Thematic Areas
		<p>Capacity-building outputs</p> <p>Task teams and/or clients demonstrate enhanced knowledge and skills to use risk information in development and planning, adopt safer building codes, design projects with DRM investments, design financial protection mechanisms against disasters, factor the needs of women and other marginalized groups into project design, factor specific FCV risks into project design when needed, etc.</p> <p>Objective 2, Intermediate outcome:</p> <p>Governments and other stakeholders in developing countries improve existing or put into place new national DRM strategies, DRM policy, codes, and standards such as building codes or land use policies that are responsive to gender and socially differentiated risks.</p> <p>Objective 4, Intermediate outcome:</p> <p>Governments and other stakeholders in developing countries demonstrate greater capacity to conduct post-disaster assessments; design and implement investments to enhance physical preparedness; and design systems and planning processes to be accessible and inclusive to women and other marginalized groups.</p>		<p>actions and/or monitoring and inclusive DRR.</p> <p>Strategic Objective 4, Output:</p> <p>Conducting of post-disaster assessments and resilient recovery planning that are gender-informed and factor into account needs of marginalized groups.</p>	
	<p>Cross-cutting Priority area 2: Addressing the Disaster-Conflict Nexus</p>	<p>Not addressed separately. Incorporated into the following categories:</p> <p>Financing Activities:</p> <p>Task teams mainstream gender, inclusion, and FCV considerations across all GFDRR-funded activities.</p>	<p>Not addressed separately.</p> <p>Incorporated into Priority Area Objectives above. I.e.</p> <p>Priority Area 1: High-level Outcome:</p> <p>Enhanced country capacities for generating, maintaining and using risk</p>	<p>Not addressed separately.</p> <p>Incorporated into Priority Area Objectives above. I.e.</p> <p>Strategic Objective 1, Output:</p>	<p>14. Disaster-FCV Nexus</p>

Sendai Framework Priority	GFDRR Priority Areas	ToC Objectives and Descriptions (MELF)	Results Framework Outcomes and Intermediate Outcomes (MELF)	Results Framework Outputs (MELF)	Technical Thematic Areas
		<p>TA & CB Activities:</p> <p>DRM-FCV Nexus</p> <p>Technical Advisory Outputs:</p> <p>Task teams and/or clients receive designs and/or implementation plans [... that] when relevant, include specific considerations for FCV environments.</p> <p>Capacity-building outputs</p> <p>Task teams and/or clients demonstrate enhanced knowledge and skills to use risk information in development and planning, adopt safer building codes, design projects with DRM investments, design financial protection mechanisms against disasters, factor the needs of women and other marginalized groups into project design, factor specific FCV risks into project design when needed, etc.</p> <p>Objective 1, Intermediate outcome:</p> <p>Governments and other stakeholders in developing countries start using risk profiles and hazard maps as part of planning, factoring in FCV risks as needed.</p> <p>Impacts</p> <p>Governments in developing countries achieve mainstreaming of disaster and climate resilience in national planning and budgeting at multiple levels, including the incorporation of inclusive DRM and FCV considerations where applicable.</p>	<p>information and evidence, <u>factoring in FCV risks where needed.</u></p> <p>Priority Area 2: High-level Outcome:</p> <ul style="list-style-type: none"> - Adoption and utilization of disaster, FCV, inclusion and climate risk-informed policies 	<p>Integrated Risk Analysis specific to FCV environments</p> <p>Gender-informed risk assessments</p> <p>Strategic Objective 2, Output:</p> <p>Integrated Disaster-Conflict Risk Reduction Solutions for FCV environments</p>	

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
	Indicator Text	Target	Indicator Text	Target	Strategic Objective	Outcome/Intermediate Outcomes	Indicator Text	Results
Priority 1: Risk-Informed Decision Making	# of in-country operations informed by GFDRR disaster risk analytical products/reports	5	# of in-country investments informed by GFDRR disaster risk analytical products and reports	8	Strategic Objective 1: Evidence and knowledge on effective disaster and climate resilience approaches as shared for improved policy and practices	1. Enhanced country capacities for generating, maintaining, and using risk information and evidence, factoring in FCV risks where needed	# of countries with improved country capacities for generating, maintaining and using risk information and evidence compared to previous year	
			# of World Bank-financed operations that received support to use EO data and services	8			# of countries with integrated DRM-FCV Risk assessments	
		% of countries (per region) that have disaster risk information (profile and/or maps) available on websites						
		# of countries that have disaster risk information, profiles or maps that are understandable and useable	94					
		# 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						% of completed grants that contribute to making risk or hazard information accessible and utilized
					% of completed grants and number of countries that support the creation or utilization of risk profiles or hazard maps	21%		

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
			# of technical reports on global evaluation of built-up areas and flood exposure trends; and efficiency and equity issues in flood management policies would be developed	3		1.2 Increased utilization of risk information and evidence in-country policy development and planning	% of completed grants that lead to the utilization of disaster risk information and assessments in policy development and planning	30% (% grant activities that support utilizing innovative solutions for addressing natural hazard and/or climate change risk)
			# of tools/databases would either be developed or modified to support quantification of disaster risk	5		1.3 Use of Knowledge and evidence in disaster and climate policy formulation improved	% of grant activities that support the utilization of knowledge products for disaster and climate resilience at the country level	
			Amount of funding mobilized through analytical support from the global technical lines of work	US\$50 million		1.4 Improved access to gender-informed risk assessments	% of grants that include gender analysis in risk assessments % of grants that contribute towards specific gender actions	
Priority 2: Reducing Risk and Mainstreaming DRM	# of infrastructure projects with more than 50 percent DRM co-benefits	15	# of infrastructure projects with more than 50 percent Climate Change co-benefits	15	Strategic Objective 2: Risk-informed development is adopted at national, sub-national, and community level, using	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	# of countries with improved government institutional capacity in disaster and climate risk-informed policy design and analysis # of countries in each region that have mainstreamed DRM, FCV and inclusion in national policy and budgeting in the last 12 months	99

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
					integrated and participatory approaches	building practices and codes	# 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	66 (# countries supported for improved disaster risk governance)
	# of countries supported to enhance resilience to climate change and natural hazards in urban areas	6	# of countries that enhance resilient to climate change and natural hazards in urban areas	8			% of countries that have revised and strengthened building codes at the national or local government level in the last 12 months	
	# of investment projects incorporating NBS for resilience	14	# of investment projects incorporating NBS for resilience	10		2.1 National policy frameworks for mainstreaming climate/disaster resilience across sectors developed	% of grant activities that contribute to mainstreaming climate/disaster resilience across sectors into national policy frameworks	
	Investment (\$) in safer school infrastructure	\$1.5 billion	# of countries that have mainstreamed resilience in their housing programs and investments	10		2.2 Infrastructure planning and regulation risk-informed	% of grant activities that contribute to risk-informed policy formulation or decision-making	49%
							# of grant activities that helped incorporate DRM measures into infrastructure planning at national or local government level and country coverage	26
							# of grant activities that have helped strengthen land use planning systems at national or local government level	16

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
	# of children benefitting from safer school infrastructure	1.8 million	# of countries supported to enhance the resilience of the built environment through regulatory, policy and institutional reforms	10		2.3 Building regulations improved with safety, green and universal accessibility provisions	# 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	7 (grant activities that have helped strengthen building codes at national/local government level)
							# of grant activities that have helped assess an existing building approval process and/or assisted governments' building approval process reforms and digitalization efforts	
							# 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	
	# of countries supported to enhance the resilience of the built environment through regulatory and institutional reforms	5	Develop multi-city current and future scenario-based climate risk assessments and recommendation sets for at least three countries	3 Countries		2.4 Civil society and communities including vulnerable groups engaged in DRM policy formulation	% of grant activities that have supported increased citizen engagement in disaster and climate resilience-related policy formulation	16%
							# of grant activities that have helped empower vulnerable groups to manage disaster and climate change risks	18
						2.5 Incorporation of gender and disability sensitive approaches in DRM policy formulation	% of grant activities supporting policy and planning that include gender-sensitive approaches	13% (% grant activities support

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
							% of grant activities supporting policy and planning that includes the needs of persons with disabilities	policy that includes needs of individuals based on gender, disability, etc.)
Priority 3: Financial Preparedness to Manage Disaster and Climate Shocks	# of disaster risk financing options or instruments informed through diagnostics, tools, or products	5	# of reports on the development of innovative physical and financial resilience DRF solutions with a focus on one key sector such as housing or infrastructure	1	Strategic Objective 3: Governments in vulnerable countries have access to additional investments for scaling up disaster and climate resilience building	(a) Increased government access to inclusive DRR and climate resilience/adaptation financing, (b) increased government investment in inclusive DRR	# of countries with increased government access to inclusive DRR, climate resilience/adaptation financing	
			# of developed public sector focused disaster risk financial product in partnership with regional, private sector or agencies such as the Insurance Development Forum or Global Resilience Index Initiative	1			# of countries with enhanced spending record on inclusive DRR relative to the previous year	
			# of BBLs/workshops related to DRF, building regulations and RBAMS	2			# of new infrastructure resilience investments in the last 12 months financed through WBG/others	
			Additional investment financing for resilience investments mobilized from: World Bank-financed projects; partner governments; private sector; civil society and/or other development partners	Amount of DRM investments mobilized through GFDRR funding (Total amount and number of grants)		\$2.34 billion was mobilized through \$5.2 million funding (16 grants)		

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
			# of DRF instrument informed through diagnostics, tools or products	1		Design and/or implementation of DRM investments by national and sub-national governments and/or development partners enabled	# of DRM projects, informed and co-financed through GFDRR grants	
Priority 4: Disaster Preparedness and Resilient Recovery	# of countries benefitting from GFDRR hydromet analytical products and direct operational guidance	6	# of countries benefitting from GFDRR-funded hydromet analytical products and direct operational guidance	7	Strategic Objective 4: Disaster preparedness and resilience recovery capacity is increased at national, sub-national, and community level	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	# 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	
							# of countries that have access to improved EWS and hydromet services infrastructure in the last 12 months	54
						4.1 Strengthened early warning and hydromet systems accessible to all population groups, including women and the disabled	% of post-disaster assessments that specifically take stock of EWS and hydromet services	
	# of countries with operations incorporating components or sub-components related to EP&R systems improvements	14	# of countries with operations incorporating components or sub-components related to EP&R systems improvements	3		4.2 Investment Planning for strengthened physical preparedness developed	% of grant activities that contributed to increased access to inclusive EWS and hydromet services that cater to the needs of women, vulnerable groups and disabled people	12%
		# of countries that have created rules for housing reconstruction programs within their	3		% of grant activities that contributed to investment planning for enhanced physical preparedness			

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
			existing operational schemes					
	# of countries supported in conducting disaster recovery needs assessments and planning	6	# of countries supported to conduct disaster recovery needs assessments and planning	6	4.3 Improved financial protection and budgetary mechanisms to appropriate and execute public resources for disasters	% of grant activities contributing to disaster risk-informed social protection systems	11%	
			# of reports on global disaster recovery experiences and lessons learnt will be produced	1		% of grant activities contributing to increased financial protection of governments against natural disasters	10%	
	# of countries or disasters assessed through the GRADE analysis	5		5	4.4 Enhanced public sector capacity in resilient recovery planning	% of grant activities supporting resilient recovery planning and capacity building	6%	
						Total # of people trained in recovery assessment and planning		
						% of grant activities that include civil society or community groups in resilient recovery assessments, planning and preparedness	10%	
				4.5 Integrated resilience enhanced for health systems	Total # of people trained in gender-sensitive post-disaster assessment and recovery planning	686		
					# of countries supported to identify opportunities for investments to strengthen integrated resilience for health systems			

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
Cross-Cutting Priorities	% of new GFDRR grants gender-informed	100%	# of countries supported to advance the inclusive DRM and gender equality agenda through policy dialog and/or technical assistance to inform investments • At least 5 countries have	7	Additional Cross-cutting Indicators	Resilience to climate change	% of grants (and total contributions) that are informed by climate change-related risk analysis	
	% of new GFDRR grants including gender analysis	90%	% of new GFDRR grants include gender analysis	90%				
	% of GFDRR grants including specific actions to address the needs of persons with disabilities	30%	# of knowledge products developed on topics such as inclusive EWS, gender-based violence, disaster risk financing and community engagement in DRM programs	4				
	# of countries supported to advance the DRM-FCV nexus agenda including integrated risk analysis, preparedness,	8	# of countries included concrete rules to include minorities as beneficiaries in their housing and urban infrastructure programs	5			% of grants (and total contributions) that contribute towards specific actions to build resilience to climate change as part of implementation	

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
	and capacity building		# of countries supported to advance the DRM-FCV nexus agenda, including integrated risk analysis, integrated disaster-conflict preparedness, treatment of intersectional	5				
			# of analytical products to support World Bank client countries through the Bank regional and country teams deepening operational engagements in nexus context: conceptual framework and operational guidance on the intersectionality of risks; guidance note on urban forced displacement; and knowledge note series on World Bank engagement in Disaster-Conflict nexus	3		Addressing FCV-DRM nexus	% of grants (and total contributions) that address issues related to FCV-DRM nexus	
			# of product design aimed at helping countries respond at scale with resilient housing solutions to massive inflows of migrants and refugees	1			% of grants (and total contributions) that contribute towards specific actions to address issues related to FCV-DRM nexus	

Strategic Objective/ Priority Area	FY22 Indicative Indicators & Targets (FY22 Workplan Appendix 1)		FY23 Indicative Indicators & Targets (FY23 Workplan Appendix A)		MELF Outcomes/Intermediate Outcomes and Indicators (Appendix A)			FY 22 Results (Annual Report)
			# of countries that mobilize concessional financing to respond with resilient housing solutions to large inflows of migrants and refugees	3				

Appendix C. Sample of grants for structured grant-level review

The following sample of 60 GFDRR grants were the focus of portfolio analyses that informed evaluation findings. Their proposals, progress reports and completion reports (for closed grants) were analyzed.

Fund ID	Fund Name	Fund Country Region Name	Country	Umbrella Funding Source	Lending	Status (as of 30 June 2023)
TFOB8024	Support to Evidence-based Disaster and Climate Risk Management Financing in Timor-Leste	EAST ASIA AND PACIFIC	Timor-Leste	MDTF III	BLEND	ACTV
TFOB8560	Vietnam – Analytical work on climate and natural hazards-induced migration	EAST ASIA AND PACIFIC	Viet Nam	MDTF III	IBRD	ACTV
TFOB9439	CRP Grant	EAST ASIA AND PACIFIC	Viet Nam	CRP	IBRD	ACTN
TFOB9914	Climate Change Information for Communities in the Philippines	EAST ASIA AND PACIFIC	Philippines	MDTF III	IBRD	ACTV
TFOB8816	Enhancing integration of social inclusion and social protection in Disaster Risk Management in Indonesia	EAST ASIA AND PACIFIC	Indonesia	MDTF III	IBRD	ACTV
TFOB7504	CRP Grant	EAST ASIA AND PACIFIC	Viet Nam	CRP	IBRD	LCLS
TFOC0579	Integrating Climate and Disaster Risk Management into Investments Planning in Ulaanbaatar Eco-Industrial Park	EAST ASIA AND PACIFIC	Mongolia	MDTF III	IBRD	ACTV
TFOB9646	The Philippines: Support to the Philippines NDRRMC's Disaster Risk Communication Program	EAST ASIA AND PACIFIC	Philippines	MDTF III	IBRD	ACTV
TFOB9470	China DRM Policy Dialogue	EAST ASIA AND PACIFIC	China	MDTF III	IBRD	ACTV
TFOB7863	Philippines: Support to Government's Conduct of Post- Disaster Needs Assessment and Recovery Planning for Typhoon Odette (RAI) (CMU)	EAST ASIA AND PACIFIC	Philippines	MDTF III	IBRD	LCLS
TFOC1678	Myanmar – Post-Disaster Assessments in the Aftermath of Cyclone Mocha	EAST ASIA AND PACIFIC	Myanmar	MDTF III	IDA	ACTV
TFOB7859	Support to Rapid Post-Disaster Assessment and Recovery Planning in Tonga (JIT)	EAST ASIA AND PACIFIC	Tonga	MDTF III	IDA	LCLS
TFOB9056	Social Dimensions of Climate Change in the Pacific Study	EAST ASIA AND PACIFIC	Solomon Islands	MDTF III	IDA	ACTV
TFOB9057	Cambodia: Assessment of Shelter, EP&R Needs	EAST ASIA AND PACIFIC	Cambodia	MDTF III	IDA	ACTV

TFOB9099	GFDRR MDTF for Support to Cities on the Frontline Speaker Series	EAST ASIA AND PACIFIC	East Asia and Pacific	MDTF III		ACTV
TFOB6299	EAP Regional Understanding Risk Forum	EAST ASIA AND PACIFIC	East Asia and Pacific	MDTF III		LCLS
TFOB6298	EAP Regional Extreme Urban Heat Study – Assessing Risk and Adapting to Impacts	EAST ASIA AND PACIFIC	East Asia and Pacific	MDTF III		ACTV
TFOC1668	Supporting Disaster and Climate Risk Reduction in Samoa	EAST ASIA AND PACIFIC	Pacific Islands	MDTF III		ACTV
TFOB9789	Customary Land Tenure and Resilience in Pacific Island Countries	EAST ASIA AND PACIFIC	Pacific Islands	MDTF III		ACTV
TFOC1105	Enhancing Resilient and Affordable Housing in Southwest Indian Ocean countries	EASTERN AND SOUTHERN AFRICA	Seychelles	MDTF III	IBRD	ACTV
TFOB8795	Erosion Management for Climate Adaptation in DRC	EASTERN AND SOUTHERN AFRICA	Congo, Democratic Republic of	MDTF III	IDA	ACTV
TFOC0732	Strengthening Climate Change and Disaster Risk Management Reserve Funds and Contingent Financing in Tanzania	EASTERN AND SOUTHERN AFRICA	Tanzania	MDTF III	IDA	ACTV
TFOC1261	Ethiopia: Enhancing Disaster Risk Management and Basin-Level Flood Risk Management	EASTERN AND SOUTHERN AFRICA	Ethiopia	MDTF III	IDA	ACTV
TFOC0692	Comoros: Enhancing Disaster Resilience in Comoros	EASTERN AND SOUTHERN AFRICA	Comoros	MDTF III	IDA	ACTV
TFOB7990	Disaster Resilient Recovery and Reconstruction in Post Conflict Ethiopia	EASTERN AND SOUTHERN AFRICA	Ethiopia	MDTF III	IDA	ACTV
TFOB8633	Supporting preparedness diagnostics and urban resilience investment planning in Uganda	EASTERN AND SOUTHERN AFRICA	Uganda	MDTF III	IDA	ACTV
TFOC1669	Rwanda Flood Damage and Needs Assessment	EASTERN AND SOUTHERN AFRICA	Rwanda	MDTF III	IDA	ACTV
TFOC1970	DRC Floods and Landslides Damage and Needs Assessment	EASTERN AND SOUTHERN AFRICA	Congo, Democratic Republic of	MDTF III	IDA	ACTV
TFOC1087	Ukraine Sectoral Deep Dives – Water Supply and Sanitation Services	EUROPE AND CENTRAL ASIA	Ukraine	CRP	IBRD	ACTV
TFOC1297	Ukraine Sectoral Deep Dives - Health Services Recovery and Reconstruction	EUROPE AND CENTRAL ASIA	Ukraine	CRP	IBRD	ACTV
TFOC0690	Ukraine Sectoral Deep Dives – Urban and Local Transport Infrastructure and Services	EUROPE AND CENTRAL ASIA	Ukraine	CRP	IBRD	ACTV

TFOC0248	Damage and needs analytics for recovery and reconstruction in Ukraine (DRM and Urban)	EUROPE AND CENTRAL ASIA	Ukraine	MDTF III	IBRD	ACTV
TFOB7472	Supporting Holistic DRM in Albania	EUROPE AND CENTRAL ASIA	Albania	MDTF III	IBRD	ACTV
TFOC1273	Support to Türkiye's Resilient and Inclusive Post-Earthquake Recovery	EUROPE AND CENTRAL ASIA	Türkiye	USAID	IBRD	ACTV
TFOC1541	Safeguarding Education Infrastructure in Ukraine - Deep Dive Damage and Needs Analytics	EUROPE AND CENTRAL ASIA	Ukraine	MDTF III	IBRD	ACTV
TFOB8379	Deepening interventions in DRR, preparedness, and climate adaptation in ECA	EUROPE AND CENTRAL ASIA	Europe and Central Asia	MDTF III		ACTV
TFOB8419	Peru Oil Spill Response	LATIN AMERICA AND CARIBBEAN	Peru	MDTF III	IBRD	LCLS
TFOC2040	DR – Enhancing resilient and inclusive infrastructure development and territorial planning	LATIN AMERICA AND CARIBBEAN	Dominican Republic	ACP-EU	IBRD	ACTV
TFOB8103	Strengthening Institutional Capacities for Comprehensive DRM in Panama	LATIN AMERICA AND CARIBBEAN	Panama	MDTF III	IBRD	LCLS
TFOC0066	Strengthening Nicaragua's Institutional and Local Capacity for Resilient Recovery	LATIN AMERICA AND CARIBBEAN	Nicaragua	MDTF III	IDA	ACTV
TFOB8693	Towards Shock Responsive Social Protection in the LAC Region	LATIN AMERICA AND CARIBBEAN	Latin America and Caribbean	MDTF III		ACTV
TFOC1467	GFDRR MDTF for Supporting Disaster and Climate Resilience in Developing Countries	MIDDLE EAST AND NORTH AFRICA	Lebanon	MDTF III	IBRD	ACTV
TFOB6307	Supporting the operationalization of Algeria's National Disaster Risk Management strategy	MIDDLE EAST AND NORTH AFRICA	Middle East and North Africa	MDTF III		ACTV
TFOC1540	Syria Earthquake Global Rapid post-disaster Damage Estimation (GRADE)	MIDDLE EAST AND NORTH AFRICA	Middle East and North Africa	USAID		ACTV
TFOB6306	Strengthening Jordan institutional capacity on DRM	MIDDLE EAST AND NORTH AFRICA	Middle East and North Africa	MDTF III		LCLS
TFOB7846	GRADE Assessment: Rapid Post Haiti Earthquake Disaster Response	OTHER	World	MDTF III		LCLS
TFOC0628	Socio-economic Benefits of a Better Weather and Climate Observation and Decision Making	OTHER	World	MDTF III		ACTV
TFOB9575	Post Disaster Needs Assessment and Resilient Recovery Framework for Pakistan	SOUTH ASIA	Pakistan	MDTF III	BLEND	ACTV
TFOB9670	Pakistan Cash Transfer Support Beneficiary Survey	SOUTH ASIA	Pakistan	MDTF III	BLEND	ACTV

TFOB6935	Development of Resilient Programs for Select Indian States	SOUTH ASIA	India	EU-SAR	IBRD	ACTN
TFOC0789	Climate Smart Urbanization in SAR	SOUTH ASIA	India	MDTF III	IBRD	ACTV
TFOB7682	Assessment to improve disaster prevention, EP&R mechanisms	SOUTH ASIA	India	EU-SAR	IBRD	ACTV
TFOB6676	Urban Flood Resilience Program in India	SOUTH ASIA	India	EU-SAR	IBRD	ACTV
TFOC1361	Strengthening Climate Resilience and Disaster Risk Management in Maldives	SOUTH ASIA	Maldives	MDTF III	IDA	ACTV
TFOB8612	BHUTAN: Understanding Risk and Enhancing Resilience	SOUTH ASIA	Bhutan	MDTF III	IDA	ACTV
TFOC0731	Gabon WRM Study	WESTERN AND CENTRAL AFRICA	Gabon	MDTF III	IBRD	ACTV
TFOB8692	Benin: Strengthening DRM in urban planning and municipal investments	WESTERN AND CENTRAL AFRICA	Benin	MDTF III	IDA	ACTV
TFOB9426	Ghana: Mainstreaming Resilience into Urban Policies and Infrastructure	WESTERN AND CENTRAL AFRICA	Ghana	MDTF III	IDA	ACTV
TFOC0202	Climate Resilience in Mauritania for improved flood risk management and enhanced preparedness	WESTERN AND CENTRAL AFRICA	Mauritania	MDTF III	IDA	ACTV
TFOC1588	Resilience Analytics and Investment Planning for Northern and Eastern Chad	WESTERN AND CENTRAL AFRICA	Chad	MDTF III	IDA	ACTV

Appendix D: Number of interviewees by group

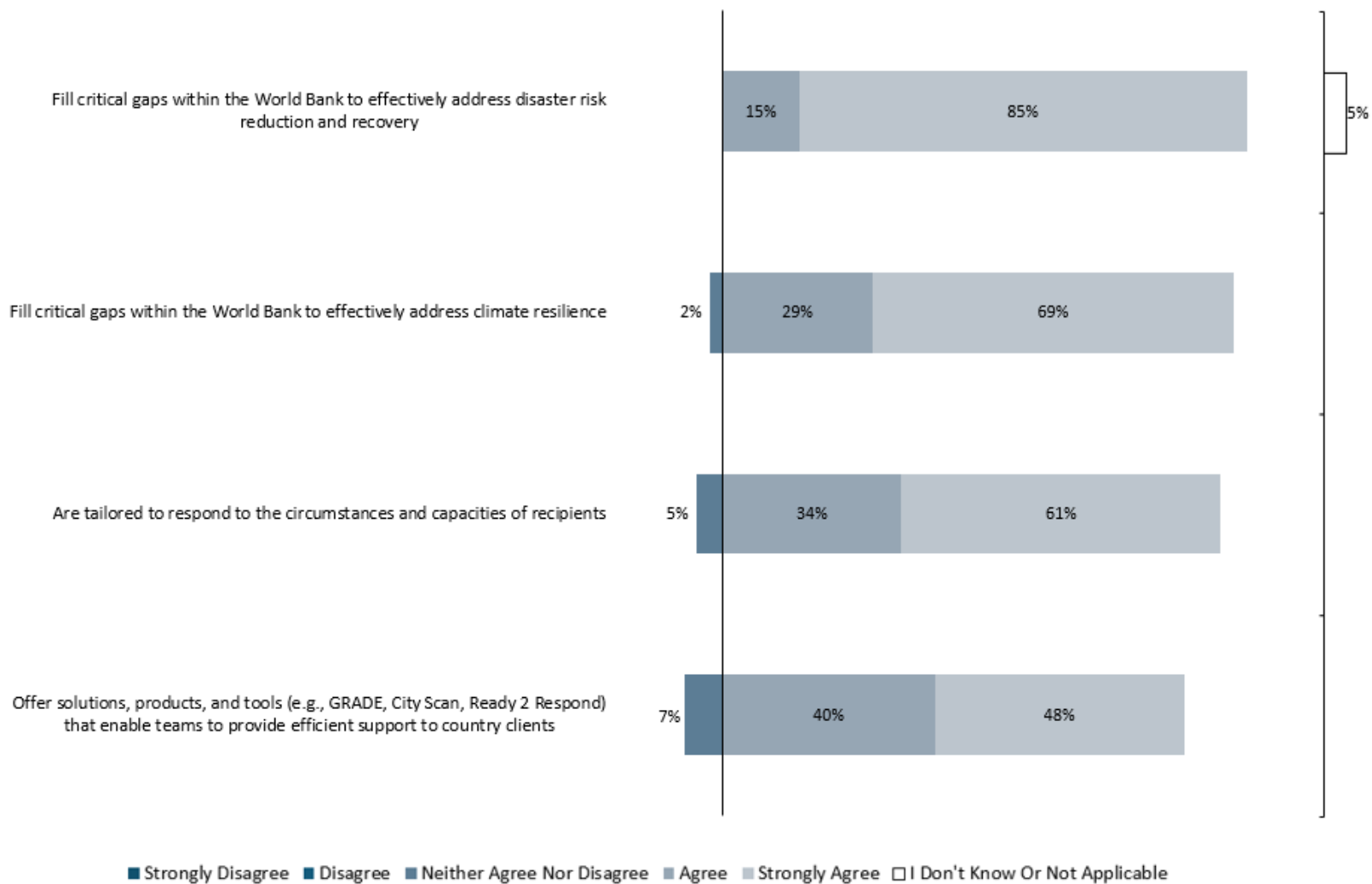
Organizational affiliation	Number of interviewees
GFDRR	38
Partnership Council Members	15
World Bank Management and Operational Staff	26
External Partners	4
Country Counterparts	12

Appendix E: Survey results

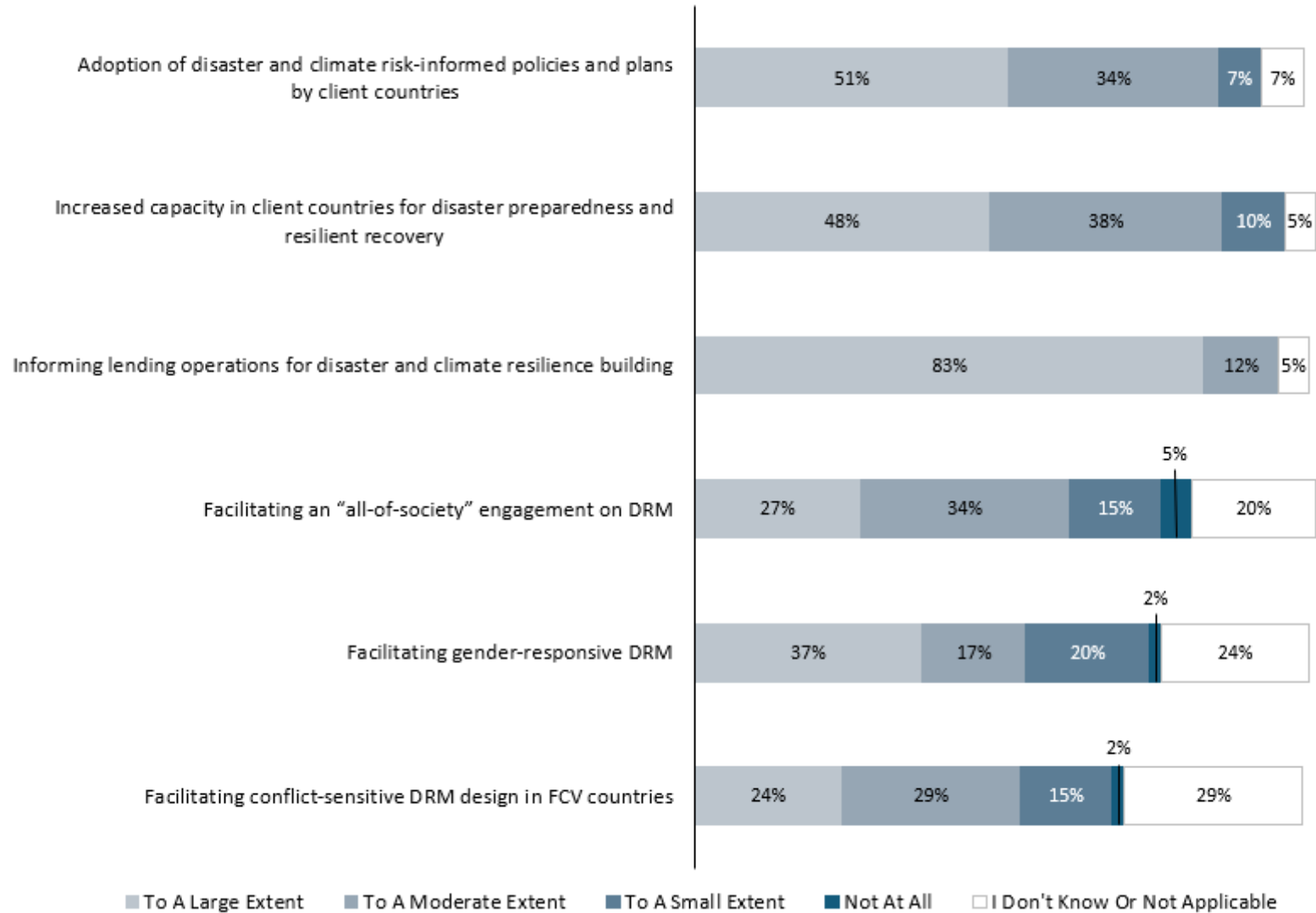
An online survey was developed in Survey Monkey and administered to all World Bank task team leads with a GFDRR grant approved during the evaluation period. The survey was open for approximately 3 weeks (from 22 April 2024 to 8 May 2024) and achieved a 40 percent response rate. The population size and number of respondents allow for the survey results to be reported with a 90 percent confidence level with 90 percent precision.

The survey consisted of four multiple-choice questions focusing on GFDRR's relevance, effectiveness, and efficiency. Along with these multiple-choice questions, the survey also included optional open response questions allowing respondents to share further reflections and suggestions. The results of the four multiple-choice questions are shown below.

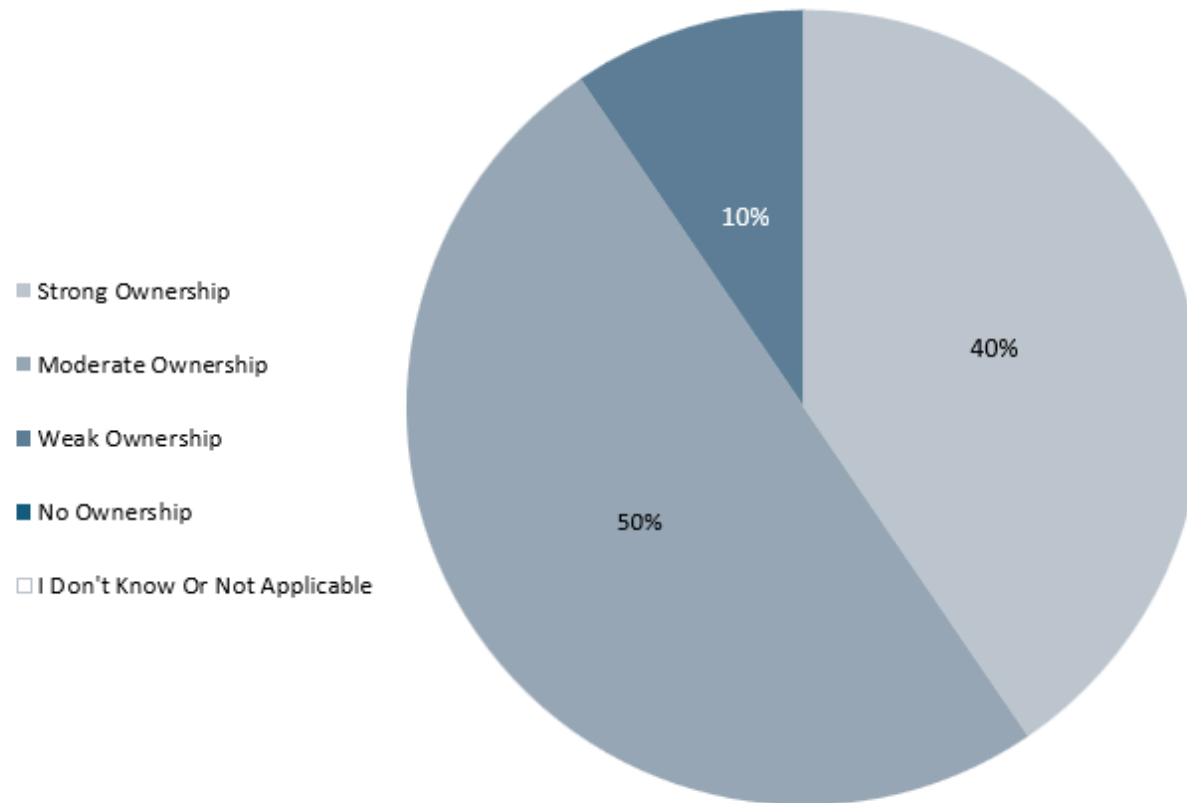
Question 1: Please indicate the extent of your agreement with the following statements. The services (e.g. grants, technical assistance, analytics, capacity building support) provided by GFDRR:



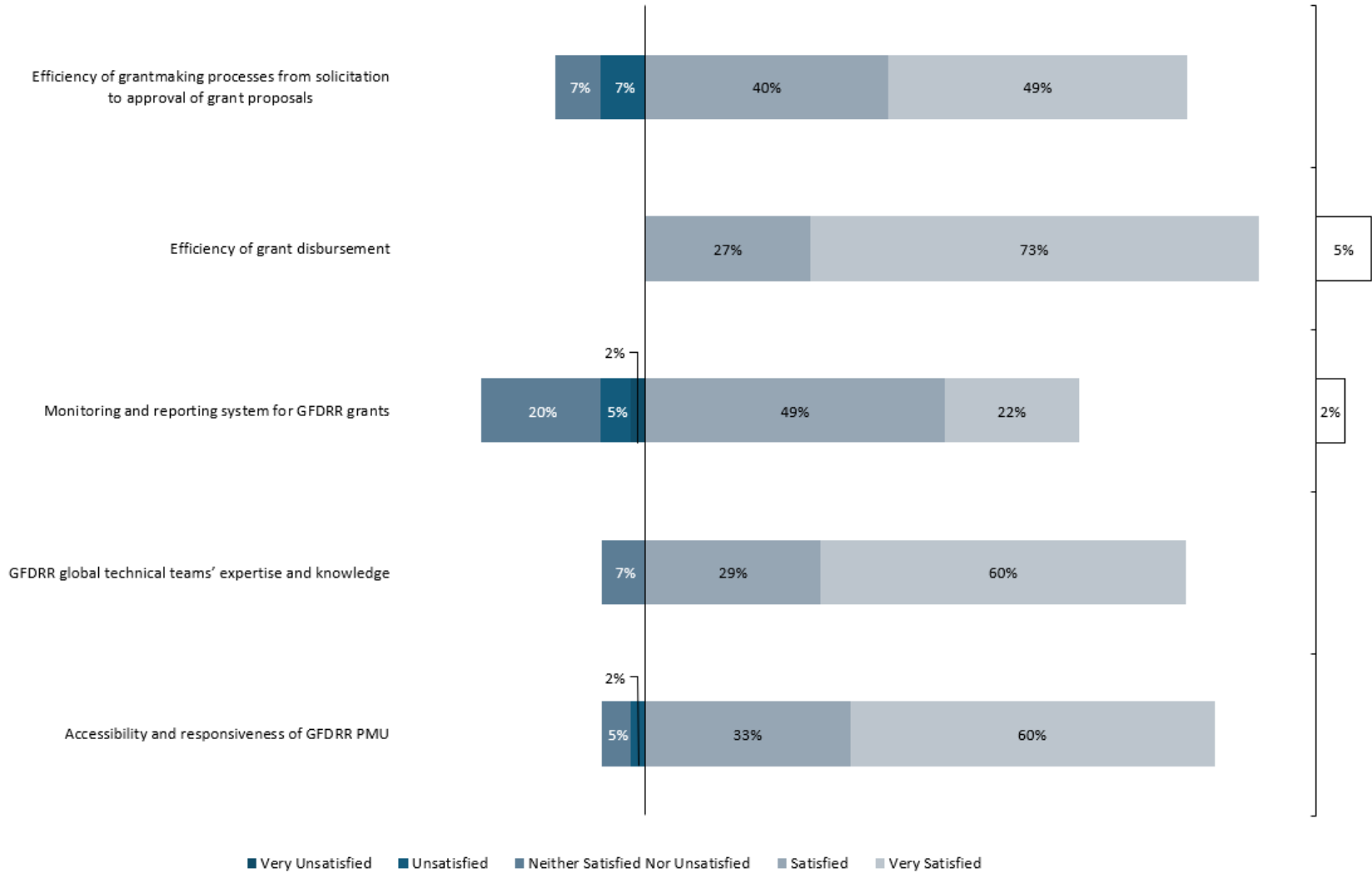
Question 2: Please indicate the extent to which the services provided by GFDRR contributed to the following results. Please respond based on your own experience with GFDRR services.



Question 3: For the GFDRR grants you have managed over the past three years, how would you rate the client counterpart's ownership of the outputs delivered? Ownership is understood to mean sustained motivation, use, or demand for the outputs.



Question 4: Please rate your level of satisfaction with GFDRR services in terms of:



**Global Facility for Disaster Reduction and Recovery (GFDRR)
Management Response
to the:
Midterm Evaluation for the Global Facility for Disaster Reduction and
Recovery, prepared by ICF**

Midterm Evaluation for the Global Facility for Disaster Reduction and Recovery *prepared by ICF*

Global Facility for Disaster Reduction and Recovery (GFDRR) - Management Response
September 2024

GFDRR welcomes the Midterm Evaluation Report as an important contribution to strengthening the efficiency and effectiveness of GFDRR. Management recognizes the efforts of the evaluation team and the relevance of their findings and highlights the importance of the evaluation in the context of the organization's goals and current initiatives. Management appreciates the value of the evaluation as an input to inform adjustments to our GFDRR partnership towards driving even higher impact for disaster and climate risk management.

We welcome that the Evaluation recognizes that GFDRR's objectives and design remain highly relevant to countries' needs and priorities in their efforts to reduce the risk of, prepare for, and recover from disasters. The current Strategy has provided GFDRR with the ability to provide increasingly complementary and operationally relevant support to World Bank partners. The report notes the perception within the World Bank, that GFDRR is the leading funder of DRR and recovery knowledge and expertise. The Evaluation finds that GFDRR complements grant finance with world-class technical and operational expertise housed in the same global unit at the World Bank, which is a key determinant of GFDRR's effectiveness and reputation among Bank clients and for its global brand. The report finds GFDRR's governance and management functions are effective and efficient. The report demonstrates many positive results against all four strategic objectives. However, it also recognizes that monitoring and measuring GFDRR's achievement of the objectives of its Strategy is hampered by a lack of defined results targets and an evolving monitoring and reporting (M&R) system and capacity. The report illustrates that the GFDRR grant portfolio shows positive indications of the drivers of sustainability: motivation, capacity, linkages, and resources, while its contributions to sustained benefits for final beneficiaries are highly indirect.

In this context, the GFDRR Program Management Unit (PMU) notes the positive comments and agrees with several of the key recommendations and areas for improvement identified in the report. In this Management Response, the PMU takes this opportunity to provide some specific information that may not have been available to some of the informants expressing views captured in the report.

A - Response to the Evaluation's Recommendations

The PMU appreciates the Evaluation's recommendations and recognizes their importance in ensuring the Facility leverages progress to date to scale up its impact and how this impact is communicated.

1. Response to Recommendation #1: The PC and PMU should strategically consider the balance in GFDRR's operating model between inward focus on delivering concrete results in countries and external partnerships and presence. The evaluation findings strongly support GFDRR's shift toward stronger operational relevance and linkages with World Bank lending operations. To some extent, however, this shift has contributed to stakeholders' perception that GFDRR's role as a global leader on DRR and its engagement in global institutional partnerships has diminished. Promoting external visibility, maintaining institutional partnerships, and developing global public goods requires time and resources—which could otherwise be spent on grants to develop country- and project-specific assistance that has a more direct link to DRR outcomes and results on the ground. Hence, there is an evident trade-off that requires constant balancing and calibration between global public good contributions and local and national level contributions to outcomes and impact. At a global level GFDRR currently is prioritizing presence and participating in:

- G20 DRR Working Group,
- the Climate COPs,
- the UNDRR Global Platform, and
- the NYC Climate Week at the margins of the UNGA
- GFDRR also has funded the global Understanding Risk Conference every two years for more than a decade.

GFDRR staff and management is present and participate in many other national and regional forums and events during the year too. The GFDRR co-chair (World Bank Global Director) meets four times a year with the Head of UNDRR and the Head of GFDRR meets UNDRR more regularly. UNDRR is always invited to GFDRR PC meetings as an observer. GFDRR staff participate in the CREWS steering committee and GFDRR facilitates channeling CREWS and SOFF resources through the Bank as implementing entity. GFDRR funded specialists engage with all the large MDBs, the large climate related fiduciary intermediary funds on selected DRR topics.

The PMU seeks guidance from PC members on the balance they wish to see GFDRR pursue between global visibility and partnerships vis-à-vis country-level grantmaking. And if more global level engagement is desired, GFDRR appreciate specific guidance on which processes and partners the GFDRR members would like to see more engagement with.

Responsibility: PMU

*Timeline: This recommendation will be integrated into the activities planned for **FY25** and reported in the **FY25 Annual Report**. Additionally, it will be carried forward and thoughtfully incorporated into the development of the **new strategy**, which will begin implementation in **June 2025**.*

2. Response to Recommendation #2: GFDRR should continue to increase its internal visibility among Bank task teams and collaboration with other programs within the World Bank. The PMU agrees with this recommendation, as increasing internal visibility across World Bank teams and sectors will promote greater mainstreaming and engagement with a wider set of countries. It is important to note though, that GFDRR already has a demand for grant resources that is five times higher than its available resources. Hence, more visibility may drive more competition for our support and grants, which could drive higher quality in the work we support and therefor higher impact, but we are unlikely to immediately be able to measure and monitor the result of increased visibility in terms of the outcomes it may drive. GFDRR will continue expanding its communication efforts to Bank regions and operational units around the breadth of its offer, in particular with a focus on its knowledge service offers, including through newsletters, webinars and/or other learning events, and other channels. The goal would be for a wider range of task teams to better understand the specific technical expertise that is available to them and their external clients and who they can contact within GFDRR for more information. GFDRR will also continue strengthening its upstream collaboration with other World Bank programs—for instance in social protection, transport, or related to disaster risk financing—to ensure that integrated advice and analytics are provided. Furthermore, the PMU will emphasize to World Bank teams and programs collaborating with GFDRR the importance of providing appropriate visibility for GFDRR grant-funded activities and technical assistance in all related communications and materials, such as press releases, blogs, and publications, by including GFDRR logos or mentioning GFDRR’s support.

Responsibility: PMU

*Timelines: This recommendation will be integrated into the activities planned for **FY25** and reported in the **FY25 Annual Report**. Additionally, it will be carried forward and thoughtfully incorporated into the development of the **new strategy**, which will begin implementation in **June 2025**.*

3. Response to Recommendation #3: The PMU should strengthen its M&R system for capturing results in this and future Strategy cycles. GFDRR has made important strides in advancing its M&R system over the last few years. In the second half of this Strategy cycle, GFDRR will focus on refining its M&R system to be in a stronger position for the next Strategy period. The PMU is considering the development of an approach for measuring the impact of development finance informed by GFDRR in the new Strategy. GFDRR will take into consideration the development of an “impact tile” approach used by ESMAP. This approach might allow GFDRR to track and aggregate relevant financing and results of the World Bank lending operations it informs. For the next Strategy, the PMU will establish a fully functional M&R system, revising the results framework for the next strategy to be both simpler and more meaningful, revisiting reporting templates to drive better reporting on what was achieved, allowing GFDRR to connect through other information systems with the significance of those results in the national context, and how lending operations were informed, and the results of their implementation. GFDRR has already implemented changes to its grant proposals, progress reports, and completion reports in the M&R system that enables a stronger focus on accountability for performance and results delivery. The M&R framework adopted by GFDRR in 2023¹²⁰ will be revised to include well-defined targets for the next Strategy period. On the human resource side, the PMU has hired a full-time M&E expert to oversee implementing these actions.

Responsibility: PMU

Timeline: This recommendation will be integrated into the activities planned for FY25 and reported in the FY25 Annual Report. Additionally, it will be carried forward and thoughtfully incorporated into the development of the new strategy, which will begin implementation in June 2025.

4. Response to Recommendation #4: GFDRR should increase its ambition toward more gender- and inclusive-transformative actions in GFDRR grantmaking and reporting, including paying increased attention to intersectionality. The PMU agrees with the recommendation to have a strong focus on inclusion. The current GFDRR purpose is to deliver impact on DRR objectives. GFDRR understands the recommendation in that context, which means that GFDRR works towards DRR objectives, with the understanding that inclusion more broadly, and gender focus more specifically, are key elements of effective and impactful DRR strategies. The PMU will continue to improve how it through the knowledge it finances and the grants it allocates can drive further inclusion and mainstreaming into the processes it contributes to. GFDRR acknowledges, that effective inclusion in DRR cannot be measured only by a check box in a grant proposal system, but requires a combination of enabling knowledge and technical support, with a system capacity to monitor and capture outputs and results in the context of GFDRR's theory of change where our grant support and knowledge often influence and informs an investment decision, and the most important part of the value chain to ensure inclusion of all stakeholders in the process of deciding what gets financed and how it gets implemented. GFDRR will for the majority of its grants rely on and support the gender action plans developed for the investment financing process the GFDRR grant is supporting. GFDRR will in addition frequently finance and provide technical support to specific guidance and implementation on inclusion specific elements related to disaster risk management processes. GFDRR grant documents already require disaggregated reporting on gender and will continue to look for opportunities to track other characteristics when the context and data systems allow. GFDRR will continue through its support to the Inclusive DRR line of work to provide training, streamlined data collection, and enhanced team capabilities and thereby enable meaningful and impactful inclusive approaches to DRR that get implemented.

¹²⁰ GFDRR Monitoring, Evaluation and Learning (MEL).

Responsibility: PMU

Timeline: This recommendation will be integrated into the activities planned for FY25 and reported in the FY25 Annual Report. Additionally, it will be carried forward and thoughtfully incorporated into the development of the new strategy, which will begin implementation in June 2025.

5. Response to Recommendation #5: To capitalize on its current momentum in building FCV support, GFDRR should concentrate on optimizing the utility of its knowledge to World Bank country teams. The PMU agrees with this recommendation which is a fundamental pillar for GFDRR support. GFDRR will continue to review and update GFDRR tools to ensure their relevance for identifying FCV-related vulnerabilities—including considering disadvantaged groups and intersectionality of drivers of FCV and disadvantage—and informing decision-making for enhancing DRR in FCV settings. GFDRR is committed to develop and mainstream conflict-sensitivity tools to enable country teams to identify conflict risks in client countries and target communities and self-assess their proposal and implementation for potential to inadvertently exacerbate existing conflicts or violence. The PMU will continue to provide knowledge support on demand where possible to development actors operating in FCV-affected countries in which the World Bank cannot operate. GFDRR will fund work of the specialized team leading the FCV-DRM nexus work that serves as the World Bank’s knowledge center on FCV-DRM issues.

Responsibility: PMU

Timeline: This recommendation will be integrated into the activities planned for FY25 and reported in the FY25 Annual Report. Additionally, it will be carried forward and thoughtfully incorporated into the development of the new strategy, which will begin implementation in June 2025.

B - Response to the Evaluation’s Findings

Underlying the Evaluation’s recommendations are a series of findings, many of which are of great use to the Team in planning future operations. However, the PMU believes that some findings could benefit from clarification.

MTE. The PMU would like to clarify, we are not at the midterm of the current strategy as mentioned in the introduction but rather at the end. The findings from the grant portfolio covers the first two years of grant allocation and implementation of the current strategy and in that sense part of the underlying data for the MTE reflects the midpoint of the strategy. The team is already working on several of the recommendations, but some will inform the preparation of the new Strategy 2025-2030.

Engagement and support for SIDS, LDCs, and AFR. The PMU would like to clarify the SIDS, LDCs and AFR grant numbers, because the evaluation report gives the impression that these countries receive less funding; however, it is quite the opposite. The geographical allocation of grant resources managed by the PMU through the umbrella and through stand-alone trust funds is influenced significantly by donor priorities and earmarking. The majority of resources the PMU can allocate geographically is allocated to LDCs.

Other. The evaluators note that GFDRR may be falling short of reaching a 30 billion dollars influenced target. The target was originally set in relation to an estimate that GFDRR on average can influence \$100 in development finance for each dollar GFDRR allocates. Following a strategy to annually allocate every dollar GFDRR has available, GFDRR has in the first three years of the current strategy allocated \$102.5 million. GFDRR will only be able to reach the target if more donors contribute more resources to GFDRR.

C - Conclusions

We conclude this Management Response by thanking the evaluators again for their work and PC members for their continuous support and guidance. We look forward to working together to further analyze the results and recommendations of the Evaluation and define how it can further support GFDRR in the future.