

Global Facility
for Disaster Reduction
and Recovery (GFDRR)

Partnership Charter

Committed to Reducing Vulnerabilities to Hazards By Mainstreaming
Disaster Reduction and Recovery in Development Strategies

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A. Introduction

1. The Global Facility for Disaster Reduction and Recovery (GFDRR) is a partnership of the International Strategy for Disaster Reduction (ISDR) system to support the implementation of the Hyogo Framework for Action (HFA). The HFA, endorsed by the United Nations General Assembly in Resolution 60/195 is the primary international agreement for disaster reduction. One hundred sixty-eight (168) countries and multilateral organizations including the World Bank (as defined below) and the United Nations (UN) system participated in the UN World Conference on Disaster Reduction in Kobe, Hyogo, Japan in January 2005. The principal strategic goal of the HFA is to effectively integrate, in a coherent manner, disaster risk considerations into sustainable development policies, planning, programming, and financing at all levels of government.

2. The GFDRR is managed by the World Bank on behalf of the participating donor partners and other partnering stakeholders. The GFDRR will operate through multiple donor funds to enable low- and middle-income countries that are at most risk to mainstream disaster reduction in national development strategies and plans to achieve the Millennium Development Goals (MDGs). “Low-income countries” are those defined by the World Bank as eligible to receive assistance from the International Development Association (IDA). “Middle-income countries” are those defined by the World Bank as eligible to receive assistance from the International Bank for Reconstruction and Development (IBRD, and together with IDA, the World Bank).

3. On September 29, 2006, the World Bank, donor partners and key stakeholders of the ISDR system formally launched the GFDRR. A draft of this Charter was first circulated to prospective donors beginning in January 2007 and benefited from comments received during the ensuing consultation process. Now the present document as adopted by the Consultative Group on February 23, 2007 serves as the initial Charter of the GFDRR.

B. Mission and Rationale

4. The GFDRR is a unique long-term global partnership under the ISDR system established to develop and implement the HFA through a coordinated program

for reversing the trend in disaster losses by 2015. The GFDRR complements and reinforces ongoing efforts of ISDR stakeholders in disaster reduction. It facilitates ownership by developing countries and augments the volume and effectiveness of donor partner support in disaster reduction.

5. The GFDRR's mission is to mainstream disaster reduction and climate change adaptation in country development strategies, such as poverty reduction strategies (PRSs), country assistance strategies (CASs), United Nations Development Assistance Frameworks (UNDAFs), and National Adaptation Plans of Action (NAPAs), to reduce vulnerabilities to natural hazards. At the national and local levels, it also includes other sectoral development strategies that low- or middle-income countries may undertake to alleviate poverty and address sustainable growth.

6. The GFDRR's mission is also to foster and strengthen global and regional cooperation among various stakeholders under the ISDR system, such as low- and middle-income country governments, international financial institutions (IFIs), UN agencies, research and academic institutions, intergovernmental organizations, civil society organizations (CSOs), and the private sector, to leverage country systems and programs in disaster reduction and recovery. It promotes global and regional partnerships in (i) developing new tools, practical approaches and other instruments for disaster reduction and recovery, (ii) fostering an enabling environment at the country level that can generate greater investment in disaster mitigation practices within a sustainable legal, policy, financial and regulatory framework, (iii) facilitating knowledge sharing in reducing disaster risks and sustainable disaster recovery, and (iv) creating adaptive capacities for limiting the impact of climate change.

C. Relationship with Programs of Participating Donor Partners

7. The GFDRR work program at global, regional and country levels provides an opportunity to enhance the impact of ongoing programs of bilateral donors, country governments, IFIs, UN agencies, research and academic institutions, intergovernmental organizations, CSOs, and the private sector, in risk reduction and post-disaster recovery. The World Bank's participation in the GFDRR helps effectively establish linkages at the country level with national poverty reduction strategies and enable countries to take disaster risks into account in all policies and programs.

8. To the maximum extent feasible, complementarities and collaborations will be sought with other programs of participating donor partners, country governments, IFIs, UN agencies, research and academic institutions, intergovernmental organizations, CSOs, and the private sector, regional development banks, regional inter-governmental organizations, and other low- and middle-income country governmental agencies and non-governmental organizations (NGOs).

D. GFDRR Tracks

9. The GFDRR pursues its objectives at global, regional, and country levels, and it addresses disasters both *ex ante* and *ex post*. The work of the GFDRR is divided into three tracks.

TRACK I: Support to the ISDR system through the ISDR Secretariat

10. Track I consists of financial support to the secretariat of the ISDR system (the ISDR Secretariat) and is managed by the ISDR Secretariat. This track is designed to enhance global and regional advocacy, partnerships, and knowledge management for mainstreaming disaster reduction. Activities under Track I promote the standardization and harmonization of disaster reduction tools and methodologies, in part by disseminating emerging notions of best practices. The World Bank is contributing financial resources to Track I in 2007 through the World Bank's Development Grant Facility (DGF). DGF resources are currently anticipated to be available for a limited period through the World Bank's start-up fund, and subsequent contributions to Track I from the DGF are subject to annual approval by the World Bank Board of Directors.

11. Regional and global activities in Track I are designed to enhance (i) global commitment to risk reduction, (ii) global, regional and sub-regional cooperation in identification and mitigation of disaster risks, (iii) widening of global and regional dialogue for disaster reduction with all stakeholders, particularly private sector, scientific organizations, and media networks, (iv) learning and dissemination of good practices in disaster reduction, and (v) ISDR system-wide collaboration in support of national initiatives for disaster reduction. These activities will complement country-specific activities in Tracks II and III.

12. Proposals for Track I activities may originate from any interested source, but must be routed through the ISDR Secretariat. All activities funded under Track I must be consistent with the joint work plan under the ISDR system as determined by the ISDR Secretariat, which is reviewed and approved annually by the Consultative Group of the GFDRR. Track I activities are coordinated and implemented by the ISDR Secretariat, in cooperation with regional intergovernmental organizations and in accordance with any relevant framework arrangements with the World Bank.

TRACK II: Support to countries for mainstreaming disaster reduction in development

13. Track II consists of donor contributions provided to various trust funds administered by the World Bank. Track II is directed at mainstreaming disaster reduction and management in country development processes to ensure that risk assessments, risk mitigation, risk transfer, and emergency preparedness are incorporated into all strategic plans and programs. This track is designed to provide *ex ante* support, primarily through technical assistance to enhance investments in risk reduction and risk transfer mechanisms, as well as disaster management planning to low- and middle-income country governments. Developing policy options to deal with risks, including limiting the impact of climate change, is integral to objectives of this Track. Upstream engagement through country plans, particularly the PRSs and CASs, promote country ownership and implementation follow-through. PRSs, CASs, UNDAFs, NAPAs and the like provide an opportunity to introduce risk reduction and risk transfer strategies as well as emergency preparedness planning. Track II supports countries wherever such strategic processes are in the pipeline. Track II also supports strengthening of national institutions for disaster reduction and preparation of risk mitigation projects, and emergency preparedness including multi-country programs for management of transboundary risks.

14. Track II is primarily focused on achieving results through country-specific activities. Proposals for Track II activities typically originate from national authorities or ISDR system members and in all cases must be routed through the GFDRR Secretariat for vetting and approval. These activities should demonstrate commitment to increased investment in disaster reduction and emergency preparedness. In addition, activities that facilitate disseminating lessons learned and good practices implemented by country governments in a regional or global context can be supported under Track II.

15. Track II beneficiary countries are low- or middle-income countries (i) prone to high disaster risks with more than 30% of their population and gross domestic product in areas of risk to one or more hazards, and (ii) requiring special attention due to adverse geo-economical settings, such as small-island and fragile states. Each year a designated list of low- and middle-income countries will be selected to receive Track II assistance, whether through Core or Non-Core Funds (as defined below), under a three-year implementation cycle. Selection of these countries will be based on procedures approved by the Consultative Group, and the number of countries selected will depend on available financing. Priority will be given to those countries that:

- (i) Have a new plan or PRS in the pipeline; or
- (ii) Expressed interest to the GFDRR in developing a disaster risk reduction strategy that is not funded elsewhere; or
- (iii) Requested assistance from other donors or investors to prepare an investment framework, financing strategy, or specific high priority risk mitigation and emergency preparedness project, but whose implementation is hampered by lack of institutional capacity or sufficient funding; or
- (iv) Have been specifically designated by a donor to receive support from Non-Core Funds approved by the GFDRR Secretariat.

16. Track II has a two-category financial structure: “Core Funds” and “Non-Core Funds.” The Track II Core Funds comprise a pool of resources in one or more Bank-administered trust funds that can be used for any activity falling within the work program approved by the Consultative Group under the broad results framework established by the Consultative Group in accordance with this Charter. All cash contributions to Track II for donors seeking membership in the Consultative Group are designated first to the Track II Core Fund to meet the minimum requirement for membership, although donors may contribute any amounts to the Core Funds. Track II Non-Core Funds are resources in Bank-administered trust funds that are expended in accordance with specific designations by a donor relating to themes, activities, countries, or regions. Unlike Core Funds, Non-Core Funds give donors an opportunity to specifically designate certain countries as beneficiaries of their contributions. Requests to provide Non-Core Funds must be approved by the GFDRR Secretariat.

17. The recipients of Track II funds include country governments, United Nations agencies, IFIs, regional intergovernmental organizations or research organizations. All grant agreements under World Bank-administered trust funds follow World Bank guidelines, including fiduciary management and external auditing requirements, procurement guidelines, and safeguards.

TRACK III: Standby Recovery Financing Facility (SRFF)

18. Track III consists of donor contributions provided to trust funds administered by the World Bank that make up a Standby Recovery Financing Facility (SRFF) to support primarily low-income countries for accelerated disaster recovery. The SRFF has two parts: (i) a technical assistance to support the development of an integrated international approach to disaster recovery by drawing up disaster plans, development of tools and guidelines for recovery, and strengthening existing international mechanisms for recovery activities; and (ii) a Callable Fund for *ex post* disaster support through a speedy, predictable and effective mechanism to fund immediate recovery needs, thereby supporting expeditious transition to development in the immediate aftermath of a disaster. Procedures for determining recipients of Callable Fund support are determined by the Consultative Group.

19. GFDRR collaborates with UN, IFIs and donors to develop and implement common frameworks for post-disaster recovery. The initial work under Track III involves developing an integrated international approach to disaster recovery by drawing up post-disaster plans among IFIs, UN agencies, donors and other partners. Common approaches for damage and needs assessment, integrated recovery planning processes, training and capacity building of international recovery experts, strengthening international mechanisms for expeditious disaster recovery are some of the initial deliverables.

20. To address post-disaster situations, Track III mobilizes donor commitments for rapid disaster recovery financial support to disaster-stricken governments or UN agencies and other stakeholders to support national governments in rapid deployment of damage and needs assessment missions, support start-up recovery activities, and twin international recovery experts with national counterparts in affected countries.

21. As with Track II, the recipients of Track III funds include country governments, United Nations agencies, IFIs, regional intergovernmental organizations or research

organizations. All grant agreements under World Bank-administered trust funds follow World Bank guidelines, including fiduciary management and external auditing requirements, procurement guidelines, and safeguards.

E. Proposal Selection Criteria

22. All proposals for GFDRR assistance must fit within the Tracks described in Section D above. Proposals are assessed by the GFDRR Secretariat against the following set of criteria:

- (a) *Consistency with the GFDRR Mission:* All activities must be consistent with the GFDRR's overarching objective of mainstreaming disaster risk reduction and assisting sustainable recovery to help eliminate poverty and achieve sustainable development.
- (b) *Government Commitment:* There must be clear evidence of country-ownership of country-specific activities. Global, regional, and multi-country activities will not normally be required to meet this criterion. However, as determined by the GFDRR Secretariat, the criterion may be applied to multi-country activities that are designed to benefit directly a small number of easily-identifiable countries.
- (c) *Donor Coordination:* The GFDRR activities must be undertaken in a way that promotes effective coordination with the activities of GFDRR partners. In particular, country-specific activities are undertaken only if the GFDRR Secretariat is satisfied that the proposed activity does not conflict with programs or activities being undertaken by the World Bank Group, the ISDR system, other GFDRR donor partners or, to the extent this is easily verifiable, by other donors, United Nations agencies, and other stakeholders outside of GFDRR. Joint initiatives involving national governments, the UN system, IFIs and others at the country level are encouraged to seek Track II and III financing.
- (d) *Co-financing:* All proposals should include co-financing with a target of at least 10% financing from the proponent or the relevant low- or middle-income country government, as well as from other sources. Co-financing can be in the form of in-kind assistance.

F. Governance and Organizational Structure

23. The governance and organizational structure of the GFDRR include a Consultative Group, a Results Management Council, and a Secretariat.

The Consultative Group

24. The members of the Consultative Group are:

- (a) The Vice President for Sustainable Development of the World Bank Group, as Chair;
- (b) Donors to the GFDRR contributing at least \$3,000,000 in cash cumulatively over three consecutive years in Track II Core Funds or Track III Funds, as specified in their Administration Agreements;
- (c) The Chair (or designated nominee) of the ISDR system;
- (d) The Chair of the Results Management Council; and
- (e) Recipient or developing country governments contributing at least \$500,000 in cash cumulatively over three consecutive years in Track II Core Funds or Track III Funds, as specified in their Administration Agreements (such membership does not restrict a country's eligibility to receive GFDRR assistance, provided appropriate conflict of interest protocols are followed).

25. The Consultative Group's responsibilities include:

- (a) Defining long-term policies and strategies of GFDRR;
- (b) Adopting a multi-year results framework to be achieved by the GFDRR;
- (c) Adopting project approval procedures and other operational guidelines for the implementation of GFDRR activities;
- (d) Determining common priorities and approving the countries, regions, and/or themes to be adopted each year by approving the details of the annual work program and financial plan or budget to be funded from the Track II Core Funds;
- (e) Sharing knowledge and experience gained in tackling problems in mainstreaming disaster reduction in the poverty alleviation agendas of countries;
- (f) Facilitating coordination of related activities financed from the Track I, Track II, Core and Non-Core Funds, and Track III Funds;

- (g) Confirming donor pledges and mobilizing additional resources;
- (h) Nominating members to the Results Management Council and such other bodies that the Consultative Group may determine as a platform to successfully implement the GFDRR mission;
- (i) Establishing mechanisms to supervise and guide the GFDRR bodies between Consultative Group meetings; and
- (j) Approving and amending the GFDRR charter.

26. The term for each Consultative Group member other than the Chair and the ISDR member is for the duration of their minimum contribution or three years, whichever is more. The Consultative Group meets in person at least once a year. Decisions are made by consensus. Between meetings, decisions can also be taken virtually (email) on a no-objection basis with a reasonable period of review.

27. The Chair of the Consultative Group is the World Bank Vice President for Sustainable Development. The Chair calls and presides over the meetings of the Consultative Group. The Chair, upon consultation with the rest of the Consultative Group members, may call special meetings of the Consultative Group or commission specific studies to inform policy decisions of the Consultative Group. The Chair may, in consultation with the rest of the Consultative Group members designate specific partners including non-Consultative Group members of the GFDRR to undertake specific activities designed to reinforce the global, regional, or country-specific results of the activities funded under the GFDRR. The Chair of the Consultative Group shall also be responsible for approving a plan for staggered rotations of the Results Management Council.

28. A Co-Chair is selected by the Consultative Group from among its members. The Co-Chair term is for one [1] year. The Co-Chair shares the responsibilities of co-chairing the Consultative Group meetings and other meetings or fora presided over and called for by the Chair, as agreed with the Chair.

29. This Charter may be amended by the Consultative Group only by affirmative acceptance on the part of all members; provided that approval by mere lapse of a no objection period is not sufficient, whereas approval by all members that are present at a Consultative Group meeting is sufficient. The Secretariat will maintain and distribute clear records of any such amendments. Any relevant amendments to this

Charter will become applicable to the Administration Agreements between the Bank and the Donors as such amendments take effect without further need to amend the relevant Administration Agreements.

Results Management Council

30. To ensure the quality, relevance and impact of the GFDRR-financed activities, GFDRR is supported by the Results Management Council (RMC).

31. (a) The members of the Results Management Council are:

- (i) A Director of the World Bank nominated by Vice President of Sustainable Development Network;
- (ii) The Director of the ISDR Secretariat;
- (iii) The Program Manager of the GFDRR Secretariat;
- (iv) Five (5) Representatives of inter-governmental organizations, non-governmental organizations, community based organizations, regional development banks, private sector entities, charities, foundations, and/or trusts, associations of industries, academic and research institutions, and professional networks appointed by the Chair and Co-Chair of the Consultative Group in consultation with its members for a period of two [2] years on a staggered rotation basis;
- (v) Five (5) prominent experts, appointed by the Chair and Co-Chair of the Consultative Group in consultation with its members for a period of two [2] years on a staggered rotation basis, from regions or areas of expertise according to established or accepted disaster reduction conventions provided under the ISDR system including but not limited to:
 - (1) Geological hazards,
 - (2) Weather-related hazards,
 - (3) Environmental risks,
 - (4) Advanced research in any aspect of disaster reduction,
 - (5) Risk financing instruments,
 - (6) Public policy specialist/Economist in disaster reduction,
 - (7) Community-based disaster mitigation,
 - (8) Institutional capacity building, and
 - (9) Knowledge management.

- (b) Members of the Results Management Council (RMC) will select a chair among them to preside over the meetings. Among other things, the Chair of the Results Management Council will have responsibility for confirming the plan for staggered rotations of its members under (a) (iv) and (v) above with the Chair of the Consultative Group.

32. The Results Management Council's responsibilities include:

- (a) Providing technical guidance to all GFDRR-funded activities and advising the GFDRR Secretariat and the Consultative Group in establishing a results framework for disaster risk reduction
- (b) Reviewing and commenting on the GFDRR strategy as reflected in draft annual work programs prepared by the GFDRR Secretariat prior to its presentation to the Consultative Group;
- (c) Contributing to the evaluation of the impact of the GFDRR annual work program through *ex-post* evaluation of selected GFDRR activities;
- (d) Leveraging the engagement of local and regional authority networks in building capacity to sustain and replicate the work of the GFDRR; and
- (e) Other functions as may be requested by the GFDRR Secretariat (including upon recommendations from the Consultative Group) from time to time.

33. The Results Management Council's findings and recommendations on their *ex-post* evaluation of selected activities are submitted to the GFDRR Secretariat who disseminates them to all Consultative Group members at least four weeks prior to the Consultative Group's annual meeting. The Results Management Council meets in person at a minimum twice a year. The Council operates by consensus and actions can be undertaken between meetings by tele/video conference or virtually (email) on a no-objection basis with a reasonable period of review. The Chair of the Results Management Council shall represent the group at the annual meeting of the Consultative Group.

GFDRR Secretariat

34. The GFDRR Secretariat carries out the mission of the GFDRR and manages its day-to-day operations. The GFDRR Secretariat provides an annual report on GFDRR activities to the Consultative Group through the Consultative Group Chair. It is

housed in the Washington, DC offices of the World Bank. Professional staff of the GFDRR Secretariat is recruited internationally based on relevant expertise following World Bank recruitment rules, having clear accountability to the World Bank.

35. The GFDRR Secretariat focuses on the administration of the GFDRR program and delivery of GFDRR-funded activities. Key responsibilities include:

- (a) Screening and evaluating proposals for GFDRR assistance under Tracks I, II, and III in accordance with this Charter and any further criteria and procedures approved by the Consultative Group, in addition to any specific requirements agreed with contributors in the case of activities funded under Track II from Non-Core Funds;
- (b) Proposing the annual work program and financial plan or budget;
- (c) Administering and delivering Track II and III activities, including approving the establishment of trust funds for Track II Non-Core Funds, determining the recipients and activities for Track III Funds under procedures approved by the Consultative Group, and managing and disbursing Track II Core Funds and Non-Core Funds and Track III Funds;
- (d) Monitoring the implementation of Track I, II, and III activities in coordination with the relevant task managers or recipient entities assigned to implement the various activities;
- (e) Maintaining effective relationships with donor partners, country governments, IFIs, UN agencies, research and academic institutions, CSOs, intergovernmental organizations, the private sector, and other stakeholders.
- (f) Supporting the Consultative Group in fund raising for the GFDRR.
- (g) Identifying technical, financial and implementation proposals in support of global risk reduction initiatives that may or may not be funded under GFDRR Core or Non-Core Funds but which nevertheless contribute to meeting the GFDRR mission;
- (h) Publishing annually a compilation of all activities contributing towards meeting the GFDRR mission, whether implemented through GFDRR or other parallel funding resources, for the overall recognition of donor contributions to the HFA; and
- (i) Providing secretariat services to the Consultative Group, the Results Management Council and fora that the Consultative Group may call for.

36. The GFDRR Secretariat may use consultants to assist in delivering approved activities. To support the services of World Bank Group staff or partner agencies to assist in identifying, supervising and, in limited cases, delivering GFDRR activities, up to 25% of all donor funds may be used.

37. Contributions of in-kind resources in the form of staff secondments may also be considered by the GFDRR Secretariat. The GFDRR Secretariat may in its discretion receive in-kind resources through staff provided by donor partners or recipient countries under the secondment rules of the World Bank. In accordance with World Bank guidelines, no trust fund resources shall be made available to pay for costs associated with seconded personnel.

G. Interface with Recipient Governments and the Private Sector

38. Successful design and execution of the GFDRR's mission requires a close understanding of the needs, constraints and priorities of recipient governments. It also needs the full confidence of recipient governments. The private sector also has an important role in the GFDRR. GFDRR needs to understand the private sector's approach in contributing to meeting the objectives of the GFDRR.

39. The GFDRR seeks to increase understanding vis-à-vis recipient governments and private sector entities through various means, including the following:

- (a) Activities proposed for GFDRR funding are reviewed and implemented with the following objectives:
 - i. Recipient governments are closely involved in all country-specific activities; and
 - ii. Perspectives from low- and middle-income country governments as well as those of the private sector are actively solicited as a matter of course in framing GFDRR outputs.
- (b) The GFDRR promotes the public dissemination of key findings and other relevant information related to disaster prevention and management.



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