



Evaluation of the Global Shield Financing Facility

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Prepared for:
Global Shield Financing Facility
The World Bank Group
1818 H Street NW
Washington DC 20433

Prepared by:
ICF
1902 Reston Metro Plaza
Reston, VA 20190





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Acronyms

ADB	Asian Development Bank
ADRiFi	African Disaster Risk Financing Program
AfDB	African Development Bank
ARC	African Risk Company
ASP	Adaptive social protection
BETF	Bank-executed trust fund
CAT bond	Catastrophe bond
CCRIF SPC	Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company
CDRF	Crisis and Disaster Risk Finance
CDRFI	Climate and disaster risk financing and insurance
CERP	Contingent Emergency Response Project
CoE	Centre of Excellence
COP	Conference of Parties
CMU	Country Management Unit
CRF	Climate Risk Fund
CSO	Civil society organization
CVF	Climate Vulnerable Forum
DAC	Development Assistance Committee
DDO	Deferred Drawdown Option
DMF	Disaster management fund
DRC	Democratic Republic of the Congo
DRF	Disaster risk financing
DRF4ASP	DRF for ASP
DRFI	Disaster Risk Financing and Insurance
DRIVE	De-Risking, Inclusion, and Value Enhancement of Pastoral Economies in the Horn of Africa
ECHO	European Commission's Directorate-General for Civil Protection and Humanitarian Aid Operations
EU	European Union
FCI	Finance, Competitiveness, and Investment
FCV	Fragility, conflict, and violence



FRLD	Fund for Responding to Loss and Damage
FSRP	Food System Resilience Program
FY	Fiscal Year
G7	Group of Seven
GDP	Gross domestic product
GFDRR	Global Facility for Disaster Reduction and Recovery
GIIF	Global Index Insurance Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GRiF	Global Risk Financing Facility
GSFF	Global Shield Financing Facility
GSSP	Global Shield Solutions Platform
ICP	In-Country Processes
ICR	Implementation Completion and Results Report
IDA	International Development Association
IDB	Inter-American Development Bank
IDF	Insurance Development Forum
IDURM	Global Unit for Climate and Disaster Risk Management
INFORM	Index for Risk Management
IO	Intermediate outcome
IPF	Investment Project Financing
IRFF	Insurance and Risk Finance Facility
ISF	InsuResilience Solutions Fund
ISR	Implementation Status and Results Report
JMDF	Joint Multi-Donor Fund
KII	Key informant interview
LTC	Long-term change
M&R	Monitoring and reporting
MDTF	Multi-donor trust fund
MEL	Monitoring, evaluation, and learning
MIGA	Multilateral Investment Guarantee Agency
MSME	Micro, small, and medium enterprises
NGO	Non-governmental organization
OECD	Organisation for Economic Cooperation and Development



PAD	Project Appraisal Document
PASA	Programmatic advisory services and analytics
PCRAFI	Pacific Risk Assessment and Financing Initiative
PFB	Pooling Fund Bencana
PPCG	Partial portfolio credit guarantees
RAM	Resilient and Accessible Microfinance
RCRF	Regional Climate Response Fund
REPAIR	Regional Emergency Preparedness and Access to Inclusive Recovery
RETF	Recipient-executed trust fund
RFS	Request for Support
RFU	Risk Finance Umbrella
SC	Steering Committee
SCTP	Social Cash Transfer Programme
SEADRIF	Southeast Asia Disaster Risk Insurance Facility
TA	Technical assistance
ToC	Theory of Change
TTL	Task team leader
UN	United Nations
UNDP	UN Development Programme
UNDRR	UN Office for Disaster Risk Reduction
UNICEF	UN Children’s Fund
V20	Vulnerable Twenty
VFM	Value for money
WFP	World Food Programme



Executive Summary



Executive Summary



Launched in 2022, the Global Shield Financing Facility (GSFF) is a multi-donor trust fund administered by the World Bank, designed to increase access to financial protection against climate shocks, disasters, and crises for poor and vulnerable countries. As one of three financing vehicles under the Global Shield against Climate Risks—a joint G7/V20 initiative—GSFF builds on the foundation of its predecessor, the Global Risk Financing Facility (GRiF), and aims to deliver integrated, scalable, and country-driven disaster risk financing (DRF) solutions.

It is an opportune time to evaluate GSFF's performance, given key changes to the program model in the transition from GRiF to GSFF, ongoing shifts in the broader global DRF landscape, and the maturity of GRiF-funded activities, creating a window of opportunity to focus on learning, reflection, and planning for the next stage. This independent, Trustee-level evaluation assessed whether the restructured GSFF is aligned with its updated vision and whether its new model is effectively delivering on its goals, and provided actionable recommendations to inform the Facility's future strategic direction. The evaluation's objectives focused on assessing the strategic alignment and relevance of GSFF's programming and operations, examining its operational efficiency, evaluating the facility's effectiveness and results, and analyzing its coherence and coordination with other DRF initiatives.

The evaluation covered both GSFF and its predecessor GRiF, including all country and regional grants and other activities supported since 2018. The findings, lessons, and recommendations



were informed through a theory-based, mixed methods approach. Data collection and analysis methods included program and external document review, structured grant-level review, portfolio and monitoring data analysis, rapid landscape analysis, deep dives on GSFF's engagement on adaptive social protection (ASP), in fragile and conflict affected (FCV) contexts, and on gender and inclusion, and over 70 interviews with key internal and external stakeholders. A synthesis process rooted in triangulation was used to generate robust findings. The draft evaluation findings, conclusions, and recommendations will also undergo a collaborative sensemaking process with key GSFF stakeholders to improve their validity and utility.

Key findings and conclusions

Relevance and coherence

GSFF's activities have been strongly aligned with trust fund objectives and the financial protection and resilience needs of countries. GSFF's grants have addressed the DRF needs of vulnerable countries, with activities and instruments tailored to local conditions, and often embedded in national programs and informed by robust analytical and diagnostic work. The Facility has pioneered innovative DRF solutions, with notable examples of first-of-their-kind instruments in Jamaica, Sierra Leone, Malawi, and Pakistan. Many recent GSFF-funded grants also reflect the Facility's updated objective of designing more integrated and scalable financial protection packages. For example, Uganda's GSFF package combines contingent credit and sovereign insurance to address different disaster types, while Pakistan's GSFF-supported Climate Risk Fund uses a risk layering approach to distribute risk across public and private actors. Grants under implementation have demonstrated good adaptive management practices to address changing needs and circumstances, facilitated by GSFF's flexibility.

GSFF support has also been strongly targeted to vulnerable countries and populations. Among recipient countries, 61 percent fall within the top quartile of global vulnerability according to the INFORM Risk Index. Grants are designed to benefit poor and marginalized groups, including smallholder farmers, women-owned MSMEs, and disaster-prone communities. Examples include targeting poor farmers in the DRC, disaster-affected districts in Somalia, and vulnerable MSMEs in Rwanda and Lesotho. GSFF's support is increasingly linked to ASP programs, enhancing the ability of national systems to deliver timely, targeted responses to the most vulnerable.

While GSFF activities have complemented other initiatives to date, an evolving DRF landscape presents opportunities to deepen coherence, building on the Facility's strategic position in the World Bank. GSFF activities have been designed to complement other World Bank DRF programs like the Global Facility for Disaster Reduction and Recovery (GFDRR) and Risk Finance Umbrella (RFU) by focusing on downstream implementation and operational co-financing. Coordination is generally effective, though opportunities exist for more deliberate sequencing and strategic alignment. In the broader global DRF landscape, GSFF occupies a distinct and strategically valuable niche as one of the most comprehensive DRF programs in terms of scale, scope, and technical offerings. As DRF initiatives—both within and outside the World Bank—continue to evolve, continued attention to more explicitly defining GSFF's strategic niche and ensuring strategic coherence with other programs, especially the Fund for Responding to Loss and Damage (FRLD), will be important.



GSFF has played a meaningful role in advancing the overall objectives of the Global Shield while working within and leveraging the World Bank’s operational framework. As a World Bank trust fund, GSFF must engage with the broader Global Shield initiative in a manner that is compliant with the World Bank’s institutional policies and operating model. Trust fund activities must be aligned with and embedded in World Bank country dialogues, and countries must send direct requests to World Bank country management units (CMUs) for trust funds to be able to respond. The Global Shield in-country processes (ICPs) generate Requests for Support (RFS), but identifying new activities for GSFF to fund would require those country requests to be channeled directly to CMUs, in order to be compliant with World Bank programming processes.

To engage with Global Shield processes, GSFF has facilitated active participation in ICPs through World Bank focal points, although with variation across countries in both processes and outcomes. The effectiveness of GSFF’s engagement is influenced by the Bank’s own country relationships and programming processes as well as by ICP factors, such as the selection of the lead agency, country capacity and ownership, and timelines. The differences in how the World Bank and ICP operate have led to situations where the RFS includes existing GSFF allocations (linked to World Bank operations in the pre-implementation phase), since identifying new activities for GSFF to fund directly through the ICP would require country requests to be channeled directly to CMUs, as noted. Sometimes this process has contributed to confusion among country stakeholders about GSFF’s role and some perceptions that GSFF is insufficiently responsive to country needs as expressed through ICPs.

GSFF has provided relevant and scaled-up DRF support to Global Shield priority countries by influencing larger IDA investments, and to date, GSFF activities have complemented those financed by other Global Shield funding vehicles. However, external stakeholders perceive some potential risks for overlapping support between GSFF and the Global Shield Solutions Platform (GSSP), stemming from misaligned timelines and institutional limits to transparency, if not proactively managed.

Efficiency

GSFF has significantly adapted its operational processes and activities to transition from GRIF to GSFF. These changes are evident throughout the Facility’s work, such as in the updated Theory of Change and Results Framework, revisions to the country grant selection criteria to prioritize Global Shield alignment, growing support for Global Shield countries, use of global analytical and advisory resources to support strategic partnerships with humanitarian organizations and Global Shield countries that may not be positioned for a full-scale World Bank DRF lending operation, new GSFF staff roles as focal points for Global Shield ICPs, and increased emphasis in funded grants on comprehensive and integrated financial protection packages—as well as the successful operationalization of the transfer out mechanism for UN and humanitarian partners.

GSFF has been well-managed and governed but staffing constraints hinder the Facility’s ability to realize its full potential. GSFF’s governance and operational procedures have matured and now effectively support program operations and management. The GSFF Steering Committee has ensured oversight and strategic alignment. The Secretariat has a balanced mix of technical and fiduciary expertise, with improved coordination between the Trust Fund Administrator (GFDRR) and Technical Manager (FCI/CDRF). This has led to clearer roles, streamlined processes, and more



effective management of grants and technical assistance. Yet, persistent capacity constraints—especially limited staff and heavy reliance on short-term consultants—inhibit the Facility from realizing its full potential. The Secretariat is fulfilling its core responsibilities, but staff are increasingly overstretched given increased responsibilities in the evolution from GRiF to GSFF, missing opportunities for more systematic and strategic approaches. While GSFF has made significant advances related to gender and DRF, staffing constraints are especially evident in the partial implementation of the Gender Strategy and somewhat ad hoc approach to knowledge sharing and learning, despite the rich insights that could be harvested from GSFF’s pioneering portfolio.

GSFF’s monitoring and reporting (M&R) systems have matured, supported by a revised Theory of Change and Results Framework in the transition from GRiF to GSFF. The annual reporting process is efficient and provides useful information. Despite these significant advances, several opportunities remain to better capture results and support learning, as well as refine GSFF’s ToC and Results Framework to better reflect actual results and impact pathways. For example, annual progress reporting could prompt task teams to share information on how value-for-money (VFM) analysis is informing grant decision-making and how they are planning for sustainability; grant completion reports and ex post or impact evaluation could help GSFF better understand its long-term benefits and sustainability. While GSFF has integrated VFM considerations into grant appraisal and design, documentation of how VFM informs decision-making during implementation is limited.

Effectiveness

GSFF has been highly effective in influencing World Bank lending and country programs through ongoing engagement and grant-based support. All GSFF grants are linked to World Bank projects totaling nearly US\$4 billion, most of which is in International Development Association (IDA) countries. GSFF’s grant-based support—particularly for premium and capitalization co-financing—has consistently leveraged IDA resources at or above a 1:1 ratio, even in FCV settings. In several cases, GSFF engagement has been instrumental in convincing governments to pilot DRF instruments and integrate them into broader development programs. Elsewhere, such as in Indonesia and regional programs in Africa, large DRF lending operations were facilitated by GSFF engagement setting the groundwork through proof of concept and policy dialogue, and providing grant resources for technical assistance, policy support, and transaction costs. GSFF grants also intend to facilitate substantial levels of private capital at risk for DRF, primarily through insurance and re-insurance markets. Development partners have not co-financed World Bank operations alongside GSFF, although potential for parallel or additional financing was sometimes noted.

GSFF has made substantial progress in designing and implementing DRF instruments, as well as expanding access to DRF. To date, the Facility has supported the placement of 24 DRF instruments—including sovereign risk insurance, CAT bonds, contingency funds, and micro/meso-level insurance—across a diverse set of countries resulting so far in payouts totaling approximately US\$56.8 million to over 2.5 million beneficiaries.¹ These instruments have enabled countries to

¹ These values were calculated based off the total amount triggered and actual beneficiaries across each FY in the GSFF Portfolio data provided on June 6, 2025.



adopt risk-layered approaches, combining tools to address shocks of varying frequency and severity. GSFF's support has also helped countries operationalize scalable DRF mechanisms, such as in Malawi, where both contingency funds and parametric insurance were triggered to deliver emergency cash transfers to over 140,000 households. GSFF's contributions to strengthening domestic insurance and financial markets are less evident and still emerging, due partly to the weak indicators in this area and partly to the longer-term nature of these changes.

GSFF has contributed to policy reform and institutional capacity building. The Facility has supported the development and adoption of national DRF strategies in countries such as Mozambique, Indonesia, and Sierra Leone, and enabled key legislation in countries such as the DRC. These efforts have helped institutionalize DRF within government systems and fiscal planning. Technical assistance has played a central role, supporting feasibility studies, regulatory reform, and operational readiness. In fragile contexts like Sierra Leone and Somalia, GSFF has helped governments establish governance frameworks, fund flow protocols, and coordination mechanisms to enable pre-arranged finance and shock-responsive delivery.

GSFF has limited evidence of the impact of its DRF work to ultimate beneficiaries, such as adaptive capacity and resilience benefits for local communities and MSMEs, after instruments are placed and triggered. This makes it difficult to assess whether the "money in" is translating into meaningful "money out," especially for the most vulnerable. Such assessments may be all the more important given the small size of payouts per beneficiary in some countries to date. Some GSFF grants and Bank projects are planning for impact evaluations, but results are not yet available.

Gender and inclusion have received increased attention, but results are uneven. GSFF has developed a Gender Strategy and embedded gender considerations into grant design and reporting processes. However, while some grants have delivered strong outcomes—such as increased access for women-led MSMEs and improved female representation in DRF governance—reporting on outcomes for women and marginalized groups remains inconsistent. The Facility has partially delivered on its gender and inclusion ambitions, with room for deeper integration.

Sustainability

GSFF interventions show uneven attention to sustainability. At design, grants focus on embedding efforts in national programs and strategies, strengthening institutional capacities and systems, fostering government ownership, and identifying opportunities for ongoing financial support to enhance prospects for sustainability—all of which are promising approaches. GSFF grants often include design elements to reduce long-term reliance on external funding, reflecting perceptions that financial sustainability is a significant challenge. For example, some grants describe cost-recovery models, fiscal policy reforms, and phased transitions to government financing as strategies for sustaining DRF coverage. Yet, at design, only half of grants can identify clear pathways to sustainability, while the other half have basic plans in place. Moving into implementation, GSFF shows limited systematic attention to exit planning for sustainability, outside of broader World Bank project-oriented processes. GSFF annual reporting templates do not prompt task teams to consider sustainability or begin exit planning as grants near closing, nor are grant completion reports required assessing likelihood of sustainability.



Few GSFF grants are closed, but some show promising signs of sustainability. Early evidence from countries like Jamaica, Mozambique, and Malawi demonstrates government willingness to continue or scale up DRF instruments. These examples also show that initial grant funding can build confidence and technical know-how, leading to longer-term adoption and integration of DRF into national strategies. Embedding DRF in broader systems-building efforts—such as improving social protection delivery channels or integrating DRF into public financial management—may also enhance sustainability prospects.

Challenges to sustainability persist. Limited fiscal space, government staff turnover, political volatility, and the need for stronger exit strategies remain significant barriers. The Facility's contribution to developing inclusive financial markets is still emerging, and more systematic attention to sustainability planning, impact evaluation, and market development is needed to ensure long-term benefits.

Recommendations

GSFF has made significant progress in delivering on its restructured vision, supporting countries to access innovative and integrated DRF solutions, and building the foundations for more resilient and inclusive financial protection systems. Based on the findings, the evaluation makes the following recommendations to strengthen GSFF's performance and results:

RECOMMENDATION 1: Continue to provide both technical and financial support for government-led DRF solutions linked to World Bank operations, and enhance GSFF's strategy and support on ASP and FCV contexts. GSFF should explicitly define its strategic advantage and core strategy based on the combined provision of technical and financial support for government-led DRF solutions. Designing integrated, layered financial protection solutions, in partnership with other actors and initiatives (UN agencies, NGOs, MDBs, regional risk pools, and wider Global Shield processes), remains a relevant and effective approach.

GSFF should also continue to leverage expertise across the World Bank Group to support DRF for ASP and in FCV contexts. GSFF's future support for DRF for ASP should enhance focus on two areas: (1) supporting and building the capacity, resilience, and sustainability of national ASP systems to support DRF solutions, linking money-in to money-out; and (2) enhancing the efficiency and effectiveness of ASP disbursement delivery mechanisms, to ensure that DRF response relief reaches most vulnerable populations quickly. To guide GSFF's future work in FCV contexts, donors should advise the GSFF Secretariat on the relative priority to be given to these countries in upcoming calls for proposals.

This recommendation both reaffirms GSFF's current approach and provides a strategic direction for the Facility's future direction, integrating its comparative advantage with donor priorities.

RECOMMENDATION 2: Reassess how GSFF should be positioned within Global Shield processes, working within the World Bank's operational framework. The GSFF Secretariat's role in re-assessing GSFF's positioning could include the following actions:

- With recent changes in the Global Shield Secretariat, now is a good time for the GSFF Secretariat to **communicate further reflections on the Global Shield country process** and how GSFF might be more effectively positioned within these processes. Any reflections or



changes to the GSFF's role in the process should adhere to what is possible within the Bank's country programming processes and trust fund governance framework.

- The GSFF Secretariat should help develop **improved, transparent, and consistent messaging** on GSFF's role in financing Requests for Support (RFS), as a financing vehicle of the Global Shield and a World Bank trust fund. This messaging should be agreed with the Global Shield Secretariat and shared with Global Shield priority country counterparts, relevant World Bank country office staff, and other relevant stakeholders to better manage expectations from the outset. This messaging should clarify how countries can access additional GSFF financing through World Bank programming processes, namely that country counterparts can submit written requests for new DRF support identified through RFS to World Bank country offices (either for a new investment operation or for upstream technical assistance to help a country prepare for a full-scale operation), and that countries will need to also commit IDA or IBRD resources when GSFF funding is deployed alongside World Bank operations. It could also clarify that, depending on World Bank country dialogues and existing project pipelines, GSFF's process to respond to RFS may follow a different timetable than other Global Shield financing mechanisms, in order to engage with World Bank and GSFF programming processes.
- The GSFF Secretariat should enhance **responsiveness to countries' RFS** through several actions, if reflected in World Bank country dialogues. GSFF could use its existing flexible, rolling window (currently through the PASA) more systematically to provide upstream technical assistance to Global Shield countries where (a) the Bank does not have an existing engagement, and/or (b) the country is not well-positioned to finance a World Bank operation with DRF activities. As feasible, GSFF could provide technical support to World Bank country teams to help ensure that such activities advance countries' readiness for operational DRF engagement—generating potential to further influence and leverage IDA resources.

RECOMMENDATION 3: Actively manage strategic coherence as the World Bank and global DRF landscape evolves. GSFF should enhance coherence both internally and externally:

- Within the World Bank, GSFF should pursue **more deliberately coordinated and sequenced support** with other DRF-related programs, such as RFU and GFDRR. This could involve more clearly defining the niche and strategic advantage of each program, as well as enhancing complementarity of roles in terms of more sequenced upstream and downstream support. It could also involve coordinating disaster risk reduction and management activities with pre-arranged financing strategies and sources. Concrete actions could include, for example, reviewing the intersection between RFU and GFDRR upstream activities and Global Shield priority countries, to see where planned and ongoing analytics and advisory support might be leveraged or even tailored to inform GSFF downstream financing.
- Externally, as the FRLD becomes operational and scales up, it will be important for GSFF to **clarify how its activities and modalities will relate to FRLD financing and thematic support**, as well as the role of DRF as a sustainable response more broadly.

RECOMMENDATION 4: Enhance GSFF's M&R mechanism to align the ToC and Results Framework with actual results and impact pathways, as well as to refine reporting elements to better capture results and lessons. GSFF should take several actions to better capture more meaningful results and support adaptive learning:



- **Refine GSFF’s ToC and Results Framework to better reflect actual activities, results, and impact pathways.** The GSFF Secretariat should further develop the ToC and Results Framework to monitor and report results related to (a) strengthening the DRF technical knowledge and capacity of government institutions and (b) systems building. These results are part of GSFF’s comparative advantage and are becoming increasingly relevant as GSFF focuses on the DRF–ASP nexus. GSFF should also resolve the conceptual disconnect² between the expected IO and LTC under Pillar 2 and the indicators used to measure these results. Further, if resources allow, designing and operationalizing a more qualitative element of the Results Framework and M&R process, exploring GSFF’s relative contribution to IOs and LTCs, would help to contextualize quantitative indicator reporting.
- **Require reporting on VFM analysis and how it informs decision-making.** The GSFF Secretariat should revise the annual grant progress report template to include a section on VFM analysis. In this section, task teams should be requested to report on VFM analyses that have been conducted during implementation and how those analyses are informing grant decision-making. The GSFF Secretariat should synthesize and report this information in its Annual Report, including reflecting on whether analyses planned at the proposal stage have been conducted.
- **Enhance reporting on how grants will specifically identify and target DRF support toward the most vulnerable.** To better understand who is benefitting from GSFF support, the GSFF Secretariat should enhance tracking and reporting on how DRF instruments are being designed to specifically identify and target the most vulnerable. The GSFF Secretariat should revise the annual grant progress report template to include a section specifically on this topic, synthesize the information collected from task teams, and report on it in its Annual Report.
- **Require results-focused grant completion reports.** The GSFF Secretariat should request task teams to submit grant completion reports that capture final outcomes and impact, implementation challenges and how they were addressed, and lessons learned that may be relevant for future DRF interventions. Doing so is standard practice in other World Bank trust funds, such as GFDRR. The Secretariat should share key impacts and learning with donors through the Annual Report or other communication channels.
- **Begin tracking World Bank financing informed or leveraged.** The GSFF Secretariat should start systematically capturing GSFF’s influence on broader World Bank financing, given the Facility’s strong operational focus. Reporting such financing is standard practice in other World Bank trust funds with operational linkages. The GSFF Secretariat is already monitoring such information informally, and these data could be systematically captured and reported with relatively minimal additional effort.

RECOMMENDATION 5: As GSFF’s portfolio matures, strengthen attention to effectiveness of outcomes, sustainability, and learning. Partly reflecting the evolution of its portfolio, with most instruments placed in just the last two fiscal years, GSFF has tended to focus more on design and delivery of activities and outputs to date and less on effectiveness of outcomes, sustainability, and

² The pathway for Pillar 2 to extend coverage and impact is described as through “increasing humanitarian and development organization capacities and resources,” while the results reported are primarily delivered through World Bank projects working with government partners.



learning. The time is opportune for GSFF to strengthen its focus on supporting and understanding its longer-term impact. Specific actions could include:

- **Deepen attention to gender and inclusion** in grant design and implementation to enhance effectiveness of outcomes and sustainability. The GSFF Secretariat should fully implement all aspects of the Gender Strategy, including building capacity among task teams and partners to better identify, address, and learn from opportunities for gender-responsive and gender-transformative DRF actions. The GSFF Secretariat should review its current staffing approach for gender expertise to assess whether it is sufficient to address this recommendation, or whether further capabilities need to be accessed.
- **Ensure that planned impact evaluations are conducted, and pursue opportunities to embed impact and/or ex post evaluations in other grants.** The GSFF Secretariat should follow up with grantees to ensure that planned impact evaluations are undertaken and explore opportunities with new grantees to embed such evaluations in their work, where feasible and where such evaluation would yield valuable learning. These evaluations should include findings and lessons on the accuracy of the targeting, the effectiveness of payouts in enhancing adaptive capacity and resilience, and the speed at which the most vulnerable received payouts. The GSFF Secretariat should share the results of these evaluations widely, including with World Bank regional and task teams, donors, partners, and other stakeholders to promote learning and accountability.
- **Strengthen the focus on sustainability at design and during implementation.** The GSFF Secretariat should ensure that exit plans and financing arrangements are embedded in grants and projects at design to secure sustainable outcomes. This could involve (a) more rigorous review of and feedback on grant proposals to ensure task teams are actively designing for sustainability; (b) working with task teams during implementation to ensure that exit planning for DRF activities is happening, and (c) requiring reporting on sustainability planning in annual task team progress report templates.
- **Develop a more systematic reflective learning and knowledge sharing practice and strategy.** The GSFF Secretariat should approach learning and knowledge sharing from a strategic orientation, going beyond ad hoc knowledge products and events, to develop a reflective learning practice and culture in GSFF. Doing so is likely to require strengthening GSFF Secretariat staffing, particularly in strategic capabilities related to learning and strategic communications. Actions should involve designing and implementing a learning agenda for GSFF that harvests the extensive, varied, and pioneering experience of GSFF grants and engages World Bank staff, Global Shield stakeholders, and other government and external partners in lesson-learning activities and processes. Examples of this may include identifying key common knowledge gaps of task teams and partners and developing knowledge products accordingly; supporting cross-contextual learning about the transferability of specific DRF products across country contexts; or peer-to-peer learning on DRF experiences across priority countries. Appropriate formats to convene diverse stakeholders for reflective learning could include webinars and workshops which combine virtual communications tools for hosting online meetings with online collaborative platforms or visual workspaces that enable participants to reflect and learn in real time. Knowledge outputs harvested from these



workshops should be shared as easily accessible and digestible knowledge products and kept in an online repository that stakeholders can refer back to, even after the MDTF closes.



Main Evaluation Report



1. Introduction



Launched in 2022, the Global Shield Financing Facility (GSFF, or the Facility) is a multi-donor trust fund (MDTF) administered by the World Bank. It aims to support poor and vulnerable countries and people with increased access to financial protection against climate shocks, disasters, and crises. GSFF is one of three financing vehicles under the Global Shield against Climate Risks, a joint Group of Seven (G7)/Vulnerable Twenty (V20) initiative to strengthen financial protection and resilience for vulnerable countries. GSFF also builds on the foundation of its predecessor facility, the Global Risk Financing Facility (GRiF), which launched in 2018 to pilot and expand support for financial resilience in vulnerable countries.

It is an opportune time to evaluate GSFF's performance. The transition from GRiF to GSFF has involved key changes to the program model that reflect ongoing shifts in the broader global climate and disaster risk financing and insurance (CDRFI) landscape. Many activities financed by GRiF are now in mature implementation or completed, while priorities for GSFF support are still emerging and evolving, creating a window of opportunity to focus on learning, reflection, and planning for the next stage. In this changing context, this external and independent Trustee Level evaluation helps i) better understand whether the restructured GSFF aligns with its updated vision



and whether its new model is effectively delivering on its goals and ii) assess the Facility's overall performance. This report presents the findings, conclusions, and recommendations of this independent evaluation.

1.1. Evaluation objectives and scope

The evaluation covers both GSFF and its predecessor, GRiF, including the country and regional grants, scoping grants, and global goods supported by both.³ The evaluation assessed GSFF's performance during its first full fiscal year (FY) of implementation, as well as the results and lessons from GRiF-funded projects that are in advanced phases of implementation, examining how the program has delivered CDRFI solutions and strengthened resilience in vulnerable countries. The evaluation also reviewed the program's role in integrating CDRFI into World Bank operations, how the Facility has influenced the Bank's lending, and its strategic position within the broader CDRFI landscape. The objectives of the evaluation were to:

- Assess strategic alignment and relevance of GSFF programming and operations.
- Examine the Facility's operational efficiency.
- Assess the Facility's effectiveness and results.
- Analyze GSFF's coherence, coordination, and collaboration with other disaster risk financing (DRF) initiatives.
- Inform future strategic direction through actionable recommendations.

These objectives are reflected in the evaluation questions (summarized in Box 1) and in the use of the five Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) criteria of relevance, coherence, efficiency, effectiveness, and sustainability. Appendix A. Evaluation Matrix provides the full set of evaluation questions.

Box 1: Summary of Evaluation Questions

Relevance: Do GSFF's governance, structure, and operations align with its strategic vision and address DRF needs of vulnerable countries?

Coherence: How well does the GSFF complement and coordinate with other global and regional DRF initiatives?

Efficiency: How well do the GSFF's management structure, procedures and processes support efficient operations?

Effectiveness: How effective is GSFF support in the design and placement of inclusive CDRFI solutions and in what ways has it influenced World Bank lending?

Sustainability: To what extent do GSFF interventions lead to sustained net benefits for the target beneficiaries?

1.2. Methods

The evaluation was designed to be rigorous, utilization-focused, collaborative, and context-aware. It took a theory-based design, organized around the GSFF Theory of Change (ToC) and structured

³ In this report, "GSFF" is used to refer to activities undertaken by both GSFF and GRiF. For instance, references to "GSFF grants" are also inclusive of those financed by GRiF.



to use contribution analysis as an overarching approach to mixed methods data collection and data analysis. The evaluation encompassed both quantitative and qualitative data collection tools and analytical methods as described below. The evaluation matrix in Appendix A. Evaluation Matrix includes evaluation sub-questions developed to unpack each of the evaluation questions and methods for collecting and analyzing the evidence for each sub-question. The evaluation team conducted six distinct tasks to collect and analyze evidence on GSFF's performance:

- **Program and activity document review**, including review of GSFF's core strategic and operational documents, previous evaluations, knowledge products, and relevant World Bank policies and strategies related to DRF, disaster risk management, gender, and adaptive social protection (ASP).
- **Structured grant-level review** of grant proposals and annual World Bank task team progress reports and surveys, supplemented by review of Project Appraisal Documents (PADs), Implementation Status and Results Reports (ISRs), and Implementation Completion and Results Reports (ICRs) for each linked World Bank operation. The structured review included GSFF grants approved or under preparation since 2018.⁴ Appendix C. Structured grant-level review provides results from this review.
- **Analysis of portfolio and monitoring and reporting (M&R) data**, based on grant datasets provided by GSFF Secretariat to better understand trends in grant characteristics and results.
- **Rapid landscape analysis** based on a review of publicly available external documentation on the global CDRFI landscape and evolution, interviews with internal and external stakeholders, and results from the parallel technical consultancy evaluation.⁵ Findings from this analysis are integrated into the Background and Relevance and Coherence chapters.
- **Deep dives** on ASP (Appendix D. ASP Deep Dive), working in contexts affected by fragility, conflict, and violence (FCV) (Appendix E. FCV Deep Dive, and gender and inclusion (Section 5.3), are based on an in-depth review of GSFF and World Bank project documents and external literature on CDRFI experience related to these themes, as well interviews with internal and external stakeholders.
- **Interviews with over 70 key informants**, including current and former members of GSFF Secretariat, donors, World Bank management and operational staff (including Global Facility for Disaster Reduction and Recovery [GFDRR] and Crisis and Disaster Risk Finance [CDRF] management, task team leaders [TTLs], and staff from other relevant groups in the Bank), external partners (including the World Food Programme [WFP], United Nations Children's Fund [UNICEF], Asian Development Bank [ADB], African Risk Company Ltd [ARC], Center for Disaster Protection, the Global Shield Secretariat, Global Shield Solutions Platform [GSSP], and V2O

⁴ This includes three closed projects (in Jamaica, Mozambique, and Sierra Leone), 12 projects under implementation, three projects in an active pipeline, and eight projects still in the scoping phase. For the eight grants still in the scoping phase, there were no results to be assessed but the analysis included review of grant proposals and associated PADs.

⁵ An initial landscape mapping was conducted under a parallel technical consultancy, focused on understanding the factors influencing the pace of implementing DRF solutions. This mapping also analyzes how GSFF's model compares to other similar global and regional initiatives, with a focus on objectives and priorities, role in the global landscape, size of funding, types of support and instruments offered, costs covered and concessionality, eligible countries, and delivery models.



Group), and a country client.⁶ Appendix B. Interviewees by group lists the number of interviewees by stakeholder group. The evaluation team coded all interview transcripts into qualitative software (Dedoose) to facilitate pattern and content analysis.

The evaluation team took a systematic approach to data synthesis organized by each evaluation question, triangulating multiple sources of evaluative evidence to generate robust findings. The draft evaluation findings, conclusions, and recommendations will also undergo a collaborative sensemaking process with GSFF Secretariat staff, donors, and other key stakeholders. This process aims to discuss and refine the conclusions and recommendations to improve their validity and utility.

1.3. Structure of the report

The remainder of this report is structured as follows:

- Chapter 2 provides background information on GSFF as well as the strategic context of GSFF's work in the evolving CDRFI landscape.
- Chapter 3 assesses the extent to which GSFF's activities are relevant to GSFF and World Bank objectives and responsive to in-country needs as well as the coherence of GSFF programming with World Bank and external DRF programs.
- Chapter 4 addresses GSFF Secretariat's operations and staffing, including its M&R mechanism, leveraging technical assistance (TA) to design DRF solutions and the use of value for money (VFM) analysis to inform grant decision-making.
- Chapter 5 discusses the effectiveness of GSFF's financial and technical inputs in influencing World Bank lending and to what extent GSFF inputs have contributed to achieving DRF results in client countries.
- Chapter 6 evaluates the extent to which GSFF funded activities support sustainable DRF solutions and the likelihood of sustainability of achieved outcomes.
- Chapter 7 presents the evidence-based lessons learned and recommendations to improve performance and inform future strategic decisions.

The appendices provide additional information to support the evaluation findings.

⁶ The evaluation team made numerous attempts to schedule interviews with more country clients. Interview requests were reliant on task team leads to make a formal introduction and despite outreach in multiple instances, we were unable to connect with country clients to confirm their participation.



2. Background and Context



2.1. Strategic context of GSFF's work

This evaluation of GSFF takes place against a backdrop of intensifying climate risks, rising demand for DRF, and a rapidly evolving global architecture for DRF institutions. As climate-related shocks grow in frequency and severity, vulnerable countries face widening protection gaps and mounting fiscal pressure when they respond to disasters. Yet, global investment in preparedness remains disproportionately low. Between 2019 and 2023, only one to two percent of official development assistance supported prevention and readiness, while most funding continued to flow into often fragmented, delayed, and inefficient post-disaster response.⁷ Crises like the 2011–2012 Horn of Africa drought illustrate the high human and economic costs of late intervention and the value of scalable, pre-arranged finance for faster, more predictable support.⁸

⁷ UNDRR GAR. Global Assessment Report on Disaster Risk Reduction (GAR). Available at: <https://www.undrr.org/gar>.

⁸ Hillier, D. & Dempsey, B. 2012. A Dangerous Delay: The cost of late response to early warnings in the 2011 drought in the Horn of Africa. Oxfam International and Save the Children. Available at: <https://policy-practice.oxfam.org/resources/a-dangerous-delay-the-cost-of-late-response-to-early-warnings-in-the-2011-droug-203389/>.



Upstream governance has improved in recent years, creating a timely opportunity to focus on downstream delivery through DRF. Since the adoption of the Sendai Framework, national disaster risk reduction strategies are becoming more robust, supported by whole-of-government approaches and increased technical capacity.⁹ This progress lays a strong foundation but must be matched by operational systems to ensure strategy becomes action, specifically through DRF instruments that enable rapid, targeted financial assistance when disasters strike.

The DRF landscape has become increasingly crowded and complex, with many actors contributing to different aspects of DRF. Since launching its Disaster Risk Financing and Insurance (DRFI) program in 2010, the World Bank Group has played a central role in helping countries develop risk-layered financial protection strategies. It also hosts complementary initiatives such as GFDRR, the Global Index Insurance Facility (GIIF), the Risk Finance Umbrella (RFU), and regional platforms like the Pacific Risk Assessment and Financing Initiative (PCRAFI) and the Southeast Asia Disaster Risk Insurance Facility (SEADRIF), each contributing to different aspects of DRF design, implementation, and capacity building.

Beyond the World Bank Group, a wide range of global actors have expanded the DRF landscape through distinct initiatives addressing myriad DRF needs. Some initiatives focus on integrating insurance into development planning and building institutional capacity, like the UN Development Programme's (UNDP) Insurance and Risk Finance Facility (IRFF) and the Insurance Development Forum's (IDF) efforts to align insurance sector expertise with public policy goals. The UN Office for Disaster Risk Reduction (UNDRR) also offers guidance and support for national DRF strategies and strategic partnerships, despite a primary focus on upstream DRR. At the global policy level, the UNFCCC has deepened engagement in DRF, with initiatives such as the Warsaw International Mechanism (Conference of Parties [COP]19); the Santiago Network (COP25); and the Glasgow Dialogue (COP26) signaling growing recognition that financial preparedness must be part of the global response to climate impacts. Initiatives like those from WFP and the Start Network emphasize anticipatory action and linking DRF with humanitarian assistance. The European Commission's Directorate-General for Civil Protection and Humanitarian Aid Operations (ECHO) also plays a key role in linking DRF and humanitarian assistance by funding anticipatory action pilots and pre-arranged financing mechanisms. Meanwhile, the Germany-led InsuResilience Global Partnership (i.e., the successor of the G7's InsuResilience Initiative) and its InsuResilience Solutions Fund (ISF) collectively promote innovation, coordination, and scaling of DRF solutions at the macro- and meso-levels. The V2O Sustainable Insurance Facility also provides meso-level support to facilitate risk insurance for micro, small, and medium enterprises (MSMEs).

Regional actors also play a key role in the DRF landscape. Risk pools, such as the African Risk Capacity (ARC), the Caribbean Catastrophe Risk Insurance Facility Segregated Portfolio Company (CCRIF SPC), SEADRIF, and PCRAFI, offer pooled insurance solutions tailored to regional contexts. While the World Bank supports SEADRIF and PCRAFI, ARC and CCRIF operate independently from the World Bank and receive funding from several of the same donors as GSFF. These risk pools reflect a growing recognition that collective risk-sharing can enhance financial resilience. Regional development banks have also launched their own DRF programs, including the Inter-American Development Bank's (IDB) support for contingent credit lines and climate resilience debt clauses;

⁹ UNDRR GAR. Global Assessment Report on Disaster Risk Reduction (GAR). Available at: <https://www.undrr.org/gar>.



ADB's contingency disaster financing and ex-post grants; and the African Development Bank's (AfDB) African Disaster Risk Financing Program (ADRFi), which helps countries develop DRF strategies and co-finances premium subsidies for sovereign insurance.

These initiatives reflect growing political momentum and an expanded DRF landscape.

Instruments and delivery mechanisms have increased in both number and variety, ranging from parametric insurance and catastrophe bonds (CAT bonds) to forecast-based financing, microcredit, and ASP, and now comprise a broad toolkit for addressing diverse DRF needs. Public and private actors operate across five loosely connected phases of DRF—risk reduction, retention, transfer, preparedness, and response—with limited integration between them.¹⁰ While this diversity contributes to flexibility and responsiveness, it also introduces structural complexity. Countries navigating multiple systems with varying eligibility criteria, timelines, and technical requirements can face inefficiencies, overlaps, and gaps in coverage. As a result, available financing may not always be accessible or deployable in ways that meet urgent needs or align with national strategies.

Recent developments in the financing landscape signal a shift toward greater strategic alignment.

Two key additions to the international finance architecture emerged at COP27: the Global Shield against Climate Risks, launched by the G7 and V20 Group, and the Fund for Responding to Loss and Damage (FRLD), operationalized at COP28. The launch of the Global Shield Against Climate Risks at COP27 marked a coordinated effort to embed DRF into national systems, guided by principles of inclusivity, country ownership, complementarity, transparency, and timeliness. Its establishment was driven by evidence of a massive protection gap against climate-related losses (i.e., 98 percent) in many vulnerable countries due to limited coverage by existing financial instruments.¹¹ Through its Secretariat and the three distinct financing vehicles, the Global Shield is expected to complement existing DRF efforts, strengthen national systems, and promote strategic alignment across humanitarian, climate, and development finance, thereby contributing to the harmonization of the global DRF landscape. Meanwhile, the FRLD was established at COP28 to introduce more streamlined access to assistance in responding to economic and non-economic losses and damages resulting from climate change. Although the FRLD is expected to use a wider range of financial instruments, its establishment raised expectations around complementarity with DRF efforts like the Global Shield. These initiatives build on existing efforts to promote coherence and reflect a growing commitment to improving coordination, resource mobilization, and delivery for countries highly exposed to climate shocks. At the same time, donors are increasingly focused on efficiency, gender responsiveness, and catalytic impact, while countries are prioritizing ownership and long-term systems strengthening. These evolving priorities are driving demand for integrated, multi-layered DRF solutions that can deliver scalable, shock-responsive support.

GSFF was launched to help address this challenge of delivering integrated and cohesive DRF solutions. Hosted by the World Bank, its primary objective is to support poor and vulnerable countries and people with increased access to financial protection against climate shocks,

¹⁰ GIZ. 2025. Climate and Disaster Risk Finance: A Mosaic of Instruments. Available at: <https://www.adaptationcommunity.net/wp-content/uploads/2025/04/Disaster-Risk-Finance-Toolkit.pdf>.

¹¹ Global Shield. 2023. Global Shield against Climate Risks. Available at: <https://www.globalshield.org/wp-content/uploads/2023/10/Global-Shield-Overview.pdf>.



disasters, and crises. It does so by offering technical advisory services and integrated financial packages designed to close protection gaps, while also fostering strategic partnerships across the DRF ecosystem. As the integration and scaling arm of the Global Shield, GSFF channels funding into existing programs across the World Bank and other select UN and MDB partners, embedding financial protection into broader development strategies such as social protection, climate adaptation, and market development. It also works with governments to strengthen policies, delivery systems, and access to private capital. As an evolution of GRiF, GSFF supports a wide range of instruments, including contingency funds, parametric insurance, and CAT bonds, and contributes to improving not only resource mobilization but also strategic alignment and delivery across the increasingly complex DRF architecture.

2.2. Background on GSFF

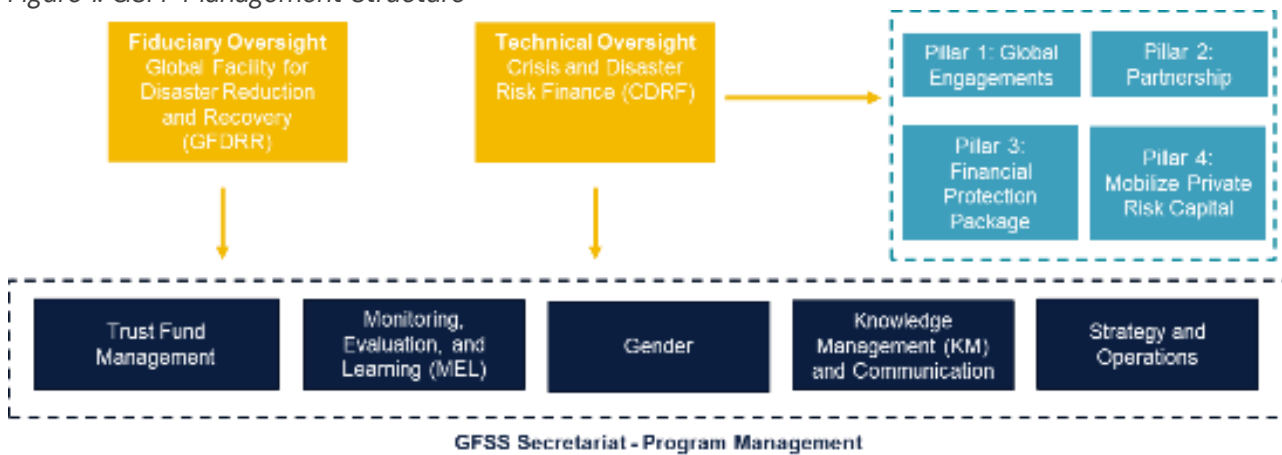
GSFF governance and management structure. GSFF’s mission, governance and implementation arrangements, and risk and mitigation measures are defined in its program document and operations manual. GSFF is governed by a Steering Committee (SC) comprised of representatives of the World Bank and donor countries. The World Bank serves as Chair of the SC and is responsible for convening SC meetings, including inviting observers to attend open sessions. The Chair is responsible for providing strategic advice on the positioning of the program in relation to the Bank’s priorities as well as the global landscape and portfolio-level advice on funding allocations. Donor members are responsible for reviewing and endorsing yearly annual reports, budgets, and work plans, including the pipeline of projects proposed by the Secretariat.¹² The SC meets formally at least once a year with additional technical meetings as requested by Members or the Secretariat and decisions are made by consensus.

As the Trust Fund administrator, the World Bank is responsible for both fiduciary oversight and technical implementation. As shown in Figure 1, GSFF is jointly managed by the World Bank’s Global Unit for Climate and Disaster Risk Management (IDURM, previously known as GFDRR, part of the Global Department for Urban, Resilience and Land) as the Trust Fund Manager responsible for fiduciary oversight, and the DRFI program—part of the Global Department on Finance, Competitiveness, and Investment (FCI)—and Technical Manager responsible for the technical implementation of the program. GSFF Secretariat helps facilitate the day-to-day implementation of the program including coordination with GSFF Donors, GSSP, Climate Vulnerable Forum (CVF) & V2O Group Joint MDTF, and the Global Shield Secretariat.

¹² These projects have already received endorsement from WB senior management. The SC does not have a role in reviewing and approving project proposals.



Figure 1. GSFF Management Structure



Source: GSFF Operations Manual, Version as of January 24, 2024.

GSFF operating model. GSFF’s flexible approach enables it to finance a range of activities across its four pillars, shown in Figure 1 above. These include a combination of Bank-executed, recipient-executed, and transferee-implemented activities. The majority of GSFF financing is embedded in larger World Bank projects that contain a CDRFI component.¹³ GSFF offers smaller scoping grants upstream to support preparation of full design of the CDRFI component. Through a programmatic advisory services and analytics (PASA) grant, GSFF also funds global public goods, analytics, and engagements to deepen partnerships with key stakeholders in the global CDRFI landscape.

As noted above, the evolution from GRiF to GSFF has involved some key changes to the Facility’s operating model. These changes include an increased focus on coordination and collaboration through expanding partnerships with both traditional and non-traditional partners (Pillar 1), including a wider range of implementing partners (Pillar 2), providing more integrated financial packages (Pillar 3),¹⁴ and actively contributing to country-led DRF processes. With the integration with Global Shield, GSFF now focuses on Global Shield priority countries, while also providing funding to other countries with Bank-identified demand, when strategic opportunities arise.¹⁵

As shown in Figure 2 below, GSFF now solicits grant proposals through an annual call for proposal process.¹⁶ The GSFF Secretariat reviews initial scoping proposals against the Technical Review Criteria, followed by a review from the Strategic Review Committee against the Strategic Review Criteria. GSFF includes grants that meet all criteria in the Work Plan for endorsement from the SC. Once the grant has received endorsement, the project team prepares the full proposal as part of the larger World Bank project preparation, typically an 18-to-21-month process. In specific

¹³ As one of the three financing vehicles of the Global Shield, GSFF is the primary vehicle for integrating activities into ongoing World Bank programs. Source: The World Bank. 2025. Global Shield Financing Facility: Annual Report 2024. Available at: <https://www.globalshieldfinancingfacility.org/sites/default/files/2025-02/GSFF%20Annual%20Report-FINAL.pdf>.

¹⁴ Integrated financial protection packages include a combination of financial mechanisms and risk reduction investments. These integrated packages offer coordinated financial support and has been found to be cost-effective and sustainable mechanisms for countries to improve their financial protection. Source: GSFF Concept Note.

¹⁵ Global Shield. 2025. Global Shield Financing Facility: Annual Report 2024. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>. GSFF Operations Manual, Version as of January 24, 2024.

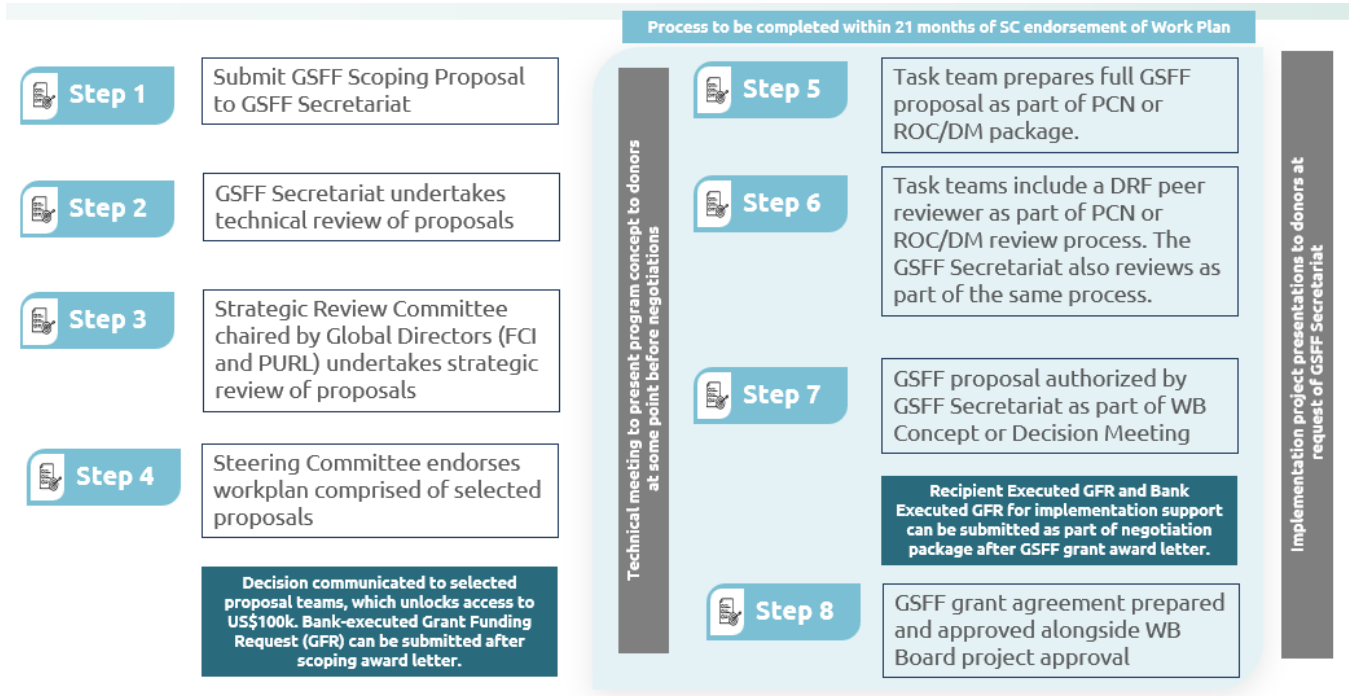
¹⁶ Previously under GRiF, proposals were accepted and reviewed on a rolling basis.





circumstances and under donor direction, GSFF provides transfer-outs to eligible organizations. The World Bank is not involved in the oversight or implementation of transferred funds.

Figure 2. GSFF Proposal Process



Source: Adapted from GSFF Proposal Selection Presentation.

GSFF funding structure and portfolio overview. GSFF’s funding structure is anchored in a stand-alone MDTF model, with total funding of approximately US\$457 million¹⁷ from the Governments of Canada, The Federal Republic of Germany, The Grand Duchy of Luxembourg, Japan, and the United Kingdom of Great Britain and Northern Ireland to date. GSFF funds a variety of grant types, ranging from grants for global public goods and analytics, to scoping grants¹⁸ and technical grants (typically US\$200,000), to full grants providing concessional financing to design and place financial instruments (ranging from a total grant amount of US\$2.5–30 million). Eligible GSFF expenditures include Bank-executed TA and recipient-executed start-up and operating costs for risk financing vehicles, premium and capitalization co-financing, and costs of implementation of pre-arranged DRF linked to national delivery mechanisms.

GSFF has awarded over US\$329 million in grants associated with 26 World Bank projects, of which 13 are in implementation, two are in the pipeline, eight are in the scoping phase, and three are closed (Figure 4). GSFF’s portfolio has supported a diverse range of CDRFI instruments, such as sovereign risk insurance, CAT bonds, contingency funds and credits, micro and meso risk insurance, and partial portfolio credit guarantees (PPCG). The most frequently used instrument are contingency funds followed by contingency credits and sovereign risk insurance (Figure 5)

¹⁷ This value is inclusive of contributions (US\$420 million) and investment income.

¹⁸ Under GRiF, scoping grants could be awarded up to US\$200,000 but under GSFF, the total value available for scoping grants is now US\$100,000.



Figure 3. Instrument Status

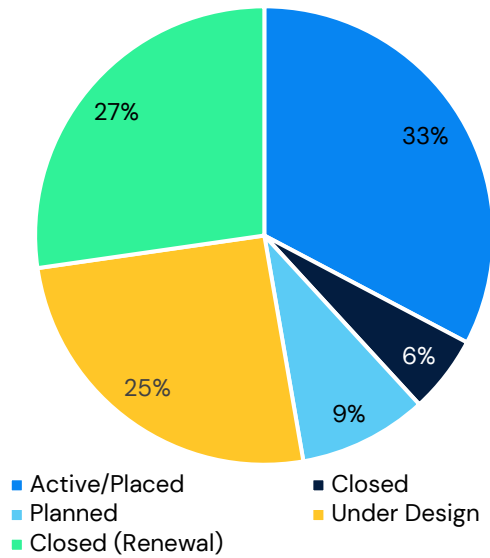


Figure 4. GSFF Project Status

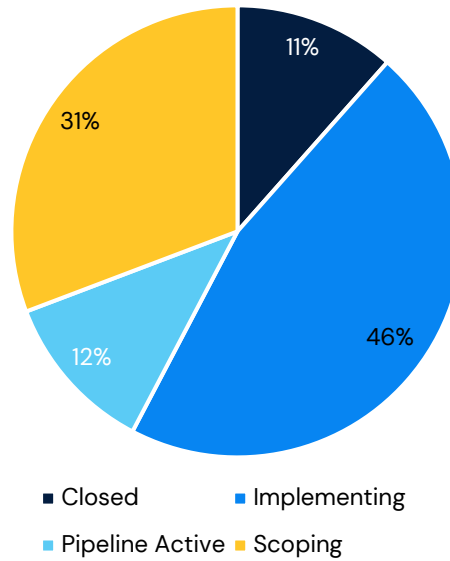
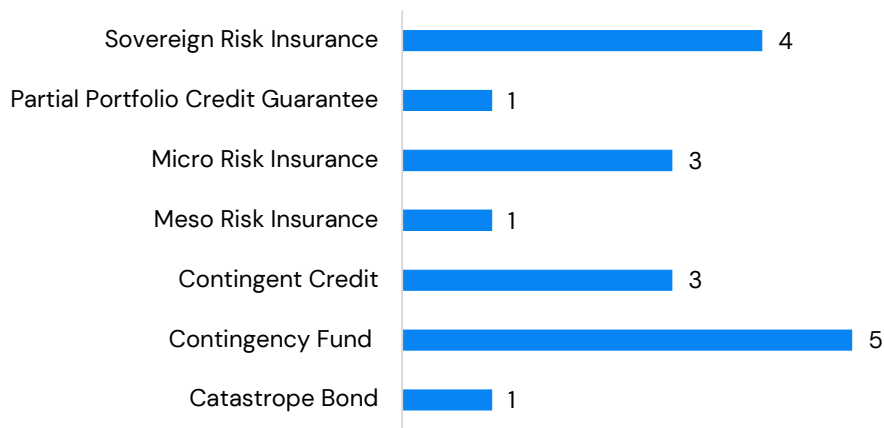


Figure 5. Count of Active and Closed GSFF Instruments



Source: GSFF portfolio data, as provided by GSFF Secretariat on June 6, 2025.



3. Relevance and Coherence



This chapter assesses GSFF's strategic alignment, relevance, and coherence in the context of the evolution from GRiF to GSFF. First, it evaluates the relevance of GSFF-funded activities to the overall Facility's objectives and recipient country needs and priorities. Then, it discusses how well GSFF complements and coordinates with other World Bank and global and regional DRF initiatives. This chapter also gives special attention to GSFF's integration and strategic value with respect to the Global Shield against Climate Risks initiative.

3.1. Relevance to GSFF objectives and country needs

EQ1.1: To what extent are GSFF-funded activities and grants aligned with the trust fund's objectives to strengthen financial protection and resilience in vulnerable countries?

EQ1.4: Are GRiF/GSFF-supported financial solutions and technical assistance addressing the disaster risk financing needs of recipient countries and are they responsive to changes in country priorities or financing strategies? Where relevant, how do these activities align with the Global Shield principles and other



contextual shifts in the CDRFI landscape, including but not limited to those outlined in the background section above with evolving global climate risk priorities?

GSFF's activities and grants are strongly aligned with trust fund objectives to strengthen financial protection and resilience in vulnerable countries (EQ1.1).

GSFF activities and grants are highly relevant to its objectives of strengthening financial protection and resilience. GSFF builds on the pioneering groundwork laid by GRiF, which contributed to GSFF objectives by initiating DRF dialogues, building technical capacity, helping governments set DRF priorities, and supporting enhanced responses to a range of shocks. The transition to GSFF marked a strategic shift from a pilot-oriented model to a more integrated and ambitious platform. GSFF's four pillars reflect a deliberate effort to deliver integrated, layered, comprehensive, and partnered support. Pillars 1 and 2 address fragmentation in the DRF landscape by engaging global partners and channeling funds to humanitarian organizations and civil society organizations (CSOs), while Pillars 3 and 4 focus on delivering financial protection results through regional and country-level engagement. At the grant-level, the development objectives of GSFF grants consistently focus on strengthening the financial resilience of poor and vulnerable groups (e.g., rural communities, smallholder farmers, MSMEs) and protecting countries from the impacts of natural disasters, shocks, and crises through pre-arranged financing. Transfers out have also focused squarely on strengthening financial protection and resilience, such as through UNICEF's Today Tomorrow Initiative focused on pre-arranged parametric insurance for tropical cyclones.

GSFF has pioneered many innovative DRF solutions. These include many first-of-their-kind DRF products in client countries, especially at the sovereign macro level. In Jamaica, GRiF supported the first CAT bond in a Caribbean state, including support through World Bank investment project financing. In Sierra Leone, GSFF's DRF approach puts the government in the lead for the first time, rather than relying on external actors to deliver resources, establishing ownership, financing capacity, and responsibility to respond to crises. In Malawi, with GSFF support, the government procured a parametric risk transfer product from ARC Ltd, marking the first time that such a product has directly backed a risk model for social protection in Africa. There are several other noteworthy examples. GSFF is financing Somalia's first pre-arranged contingent financing mechanism, integrated into its national social protection system, as a proof-of-concept. In Bangladesh, GSFF is supporting the first government-held DRF policy at the macro scale; previous initiatives have focused on piloting small-scale insurance programs. In Pakistan, GSFF is supporting an innovative approach to safeguarding the microfinance sector against disaster risk, which is expected to contribute to global knowledge and be replicated elsewhere. In Djibouti, GSFF provided critical technical design and government engagement on Africa's first macro/sovereign multiperil, multiyear climate insurance policy.

GSFF-funded grants also reflect the Facility's updated objective of designing more integrated and scalable financial protection packages. Many recent grants support the development of cohesive, risk-layered financing systems that bundle risk transfer and risk retention instruments, while building on existing delivery mechanisms. For example, the regional project Regional Emergency Preparedness and Access to Inclusive Recovery (REPAIR) aims to operationalize a



three-layered financial structure that includes reserve instruments for minor recurring shocks, contingent credit for moderate regional shocks, and a parametric catastrophe risk insurance for large infrequent shocks. GSFF designs these instruments cohesively with existing DRF support from other development partners.¹⁹ GSFF's package in Uganda combines two instruments to cover different types of disasters, with a US\$25 million contingent credit for moderate events and up to US\$35 million in insurance for major catastrophes. There are also strong examples in Global Shield priority countries. In Pakistan, for instance, the GSFF-supported Climate Resilience Fund plans to use a risk layering approach that distributes the risk between private sector, government, and international markets, depending on the triggering event. In The Gambia, GSFF plans to support the development of a national DRF strategy as well as multiple risk layers, including both an ASP window in the national contingency fund and sovereign risk transfer solution, which would be complemented by external humanitarian assistance for highly infrequent events, among other instruments. GSFF grants are also increasingly linked to ASP programs, as discussed in the deep dive in Section 5.2.3.

GSFF support has targeted many of the world's most vulnerable countries and people. Grant proposals explicitly consider country-level vulnerability through the Index for Risk Management (INFORM) Risk Index. Among the 28 recipient countries, 17 (61 percent) fall within the top 25th percentile of global vulnerability on the index, with a median risk score of 5.2, which is above the top quartile threshold of 4.9 (see Table 1). Since the launch of the Global Shield, GSFF has mostly supported Global Shield priority countries (57 percent of GSFF-supported countries²⁰ and 63 percent of funding²¹ to date); these countries are selected in part based on their vulnerability profiles.

The evaluation's structured grant review found that nearly all grants described how DRF solutions are designed to benefit poor and vulnerable people, although more than a quarter of proposals describe beneficiaries but provide few details on how the most vulnerable will be specifically identified and targeted. Good examples include the Democratic Republic of the Congo (DRC) where the GSFF grant targets 1.8 million poor farmers in four provinces at risk of food insecurity and vulnerable to disasters; with targeting ensured through a transparent farmer registration process. Similarly, in Somalia, the pilot will target districts with high poverty and vulnerability to disasters, based on national hazard mapping. In Lesotho and Rwanda, GSFF grants aim to focus on the most vulnerable MSMEs, including those in the agricultural sector and that are women-owned. In several countries, GSFF is providing relevant support to improve data and develop systems that will enable identification of and disbursement to the most affected populations (see a deep dive on ASP in Section 5.2.3).

¹⁹ Such as in Comoros, where ADRiFi is providing sovereign insurance, and thus REPAIR will focus on other financial instruments.

²⁰ This includes coverage for countries supported under the regional REPAIR grant.

²¹ This does not include funding for the regional REPAIR grant. Per grant documentation reviewed, GSFF supported funding was to allocated in support of ARC as the executing entity for the overall lending operation and is not disaggregated by country.



Table 1. GRiF and GSFF countries by vulnerability and Global Shield against Climate Risks participation

Country	INFORM Index Rating	Global Shield Priority Country?
GRiF		
Bangladesh	6	Yes
Burkina Faso	7.5	No
Djibouti**	5	No
DRC	8.1	No
Ethiopia**	7.1	No
Indonesia	4.5	No
Jamaica	3.1	No
Kenya**	6	No
Lesotho	4.3	No
Malawi*	4.9	Yes
Mali**	7.1	No
Morocco	3.7	No
Mozambique*	7.1	No
Niger**	7.8	No
Rwanda	4.3	Yes
Sierra Leone	4.9	No
Somalia*	8.4	Yes
Togo**	5.4	No
GSFF		
Comoros**	3.3	No
Costa Rica	3.3	Yes
Ghana	4	Yes
Lao People's Democratic Republic (PDR)	3.6	No
Madagascar**	5.4	Yes
Malawi*	4.9	Yes
Mozambique*	7.1	No
Nepal	4.6	No
Pakistan	6.4	Yes
Philippines	5.4	Yes
Somalia*	8.4	Yes
The Gambia	4.2	Yes
Uganda	5.7	No

* Country received funding under both GRiF and GSFF.

**Country received GRiF or GSFF funding through regional project only.

Source: <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk>; <https://www.globalshield.org/activities/country-level-activities/>

GSFF grants are responsive to evolving country priorities and shocks by allowing for flexibility in design and implementation (EQ1.4).



GSFF support has been relevant to country DRF needs and priorities, as expressed in DRF diagnostics and strategies and through World Bank programming processes. The evaluation’s structured grant review shows that all approved grants described alignment with priority DRF needs and climate and disaster hazards in each country. Most GSFF-supported solutions to date have focused on flood and/or drought, with some multi-peril instruments also emerging (Figure 6).

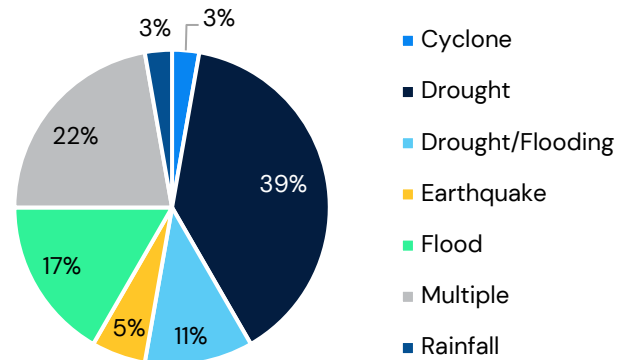
Proposals often refer to clear requests by the government for the proposed instruments and support, even when national DRF strategies are not fully developed or approved. In Pakistan, for example, GSFF-supported activities are specifically coming at the request of the government and with great ownership, as DRF solutions to enhance the resilience of the microfinance sector rose to the top of the government’s priority list following the COVID-19 pandemic and 2022 floods.

About two-thirds of GSFF-supported countries are still working on a DRF strategy or comparable document at the time of the submission of the GSFF proposal; in many cases, GSFF support will help actualize a national DRF strategy. Interviewees emphasized that while demand for GSFF support is high, substantial strategic dialogue and technical assistance is often needed with the government to build demand and understanding—which GSFF provides. In some cases, countries initially regarded DRF as a lower priority because of fiscal limitations and other competing needs.

Thanks in part to its alignment with broader World Bank operations, GSFF support has been highly tailored to country context, enhancing relevance. Substantial analytical and diagnostic work informs grant proposals, helping to shape design around the country’s specific risk landscape, institutional capacity, and strategic priorities. In Mozambique, for example, initial plans focused on cyclone insurance, but technical assessments revealed significant impacts from rainfall and urban flooding, prompting a revised design that better matched the country’s hazard profile.

GSFF grants have remained relevant during implementation by allowing flexibility to adjust activities in response to evolving country priorities, shocks, and policy feedback. All grants with reported results were considered to have remained relevant throughout implementation, demonstrating GSFF’s ability to stay aligned with country needs over time. Flexibility in implementation has proven to be a core strength of GSFF, which has allowed grants to adjust as country contexts shift. The structured grant review found that at least half of grants with available results reporting explicitly practiced adaptive management to respond to changes in national priorities or financing strategies.²² This adaptability is evident in several country examples. After a major earthquake occurred in Morocco between grant approval and signing, the government was able to redirect capacity toward earthquake response and reprioritize components within the grant. In the Lao PDR, the experience of triggering a payout under the soft component of its

Figure 6. Perils addressed by GSFF-supported



Source: GSFF portfolio data, as provided by the GSFF Secretariat on June 6, 2025.

²² Other grants did not include sufficient information in their reporting to assess this.



insurance policy led the government to renegotiate the parametric triggers, resulting in a new policy with higher potential payouts that is more reflective of local needs.

GSFF has played a meaningful role in advancing the Global Shield objectives and principles, while working within the World Bank’s operational framework (EQ1.4).

GSFF’s role in advancing the objectives and principles of the Global Shield is shaped by its host institution’s operating model and institutional policies. These institutional parameters have influenced how GSFF engages with the Global Shield initiative, as discussed below. For more details on how the Secretariat has adapted its operational procedures to align with the Global Shield, while working within the Bank’s operational framework, see Section 4.1.

GSFF has facilitated active World Bank participation in Global Shield In-Country Processes (ICPs), with some variation across countries in both process and outcomes, according to internal and external interviews. In Costa Rica, for example, interviewees highlighted confusion and frustration stemming from unclear roles, parallel dialogues among different actors, and a lack of clarity in communication and expectations. In other countries, like The Gambia and Madagascar, proactive engagement and transparent communication between GSFF, World Bank country teams, and the Global Shield Secretariat have led to more effective GSFF engagement in ICPs. Most task teams found the ICP to be a worthwhile exercise, highlighting examples in Somalia and Senegal, where they noted that the ICP process helped clarify roles and align efforts across institutions. Parameters of the ICP itself also shape GSFF’s engagement, such as the selection of the lead agency and country focal point, country capacity and ownership, and timeline for the ICP.

Differences in how the World Bank and ICPs operate have led to some confusion about GSFF’s role in Global Shield processes. As a World Bank trust fund, GSFF must engage with the broader Global Shield initiative in a manner that is compliant with the World Bank’s institutional policies and operating model. Trust fund activities must be aligned with and embedded in World Bank country dialogues, and countries must send direct requests to World Bank country management units (CMUs) for trust funds to be able to respond. The Global Shield ICPs generate RFSs, but identifying new activities for GSFF to fund would require those country requests to be channeled directly to CMUs, in order to be compliant with World Bank programming processes. Both World Bank and external interviewees also pointed to structural misalignments among the World Bank’s country programming processes, GSFF’s annual call-for-proposal cycles, and the country-driven Global Shield ICP timelines.

The differences in how the World Bank and ICP operate have led to situations where the RFS includes existing GSFF allocations,²³ since identifying new activities for GSFF to fund directly through the ICP would require country requests to be channeled directly to CMUs, as noted. Also contributing to these situations was the fact that most ICPs and RFSs had not yet concluded while GSFF was responding to an imperative to commit available funding, with a donor priority focus on linking social protection to DRF mechanisms. Since the Global Shield launched, the GSFF SC has

²³ Existing allocations are programmed but are not necessarily “under implementation” – i.e., they may still be in the earlier stages of project concept, design, and appraisal.



approved over US\$78 million in grant funding for seven Global Shield countries, five of which have formally submitted an RFS after their GSFF grant was approved by the SC. The result has sometimes been confusion among some partners and countries about the role of GSFF, as well as perceptions that GSFF contributions are not additional resources or are insufficiently responsive to evolving country needs as expressed through ICPs. Moving forward, this may be easier to manage now that more ICPs and RFSs are finalized, because the grant proposal template requires applicants to justify relevance to these Global Shield outputs.

Because GSFF's programming is linked to World Bank operations, a country's readiness to finance and implement a full-scale lending operation related to DRF is also a significant consideration in the level of support GSFF can provide. GSFF's technical assistance modality provides an alternative option for supporting Global Shield priority countries through smaller resource allocations (US\$200,000) to support a pathway to large-scale investment or other engagements aligned with the Global Shield process. This has been the approach, for example, in Ghana and Senegal. See also Section 3.3 below on the coherence of GSFF-funded activities with those of the other Global Shield financing mechanisms.

While the Global Shield's guiding principles are framed in relation to the ICPs and other processes (e.g., inclusivity through the ICPs), GSFF-funded activities largely align with the overall intention of these principles:

- **Inclusivity:** GSFF-funded activities largely target vulnerable and at-risk communities, although there is room for improvement in terms of deepening attention to gender and inclusion (see Section 5.3). About half of GSFF proposals have a clear plan in place for meaningfully engaging diverse stakeholders in key decision processes for each instrument, while the other half indicated that consultations are ongoing or need to be deepened with certain groups, such as civil society, private sector, and communities.
- **Country ownership:** As noted above, GSFF-funded activities are frequently integrated into national programs and designed to respond to government priorities, as well as actively supporting the development and implementation of country DRF strategies. Interview data and development objectives show that governments are actively shaping the direction of GSFF-financed activities. In more advanced countries, GSFF has also shifted its support from piloting to broader systems building. In Indonesia, for example, GSFF support aims to clarify mandates and frameworks for DRF responsibilities, among other goals.
- **Complementarity:** GSFF frequently coordinates with other actors in the DRF landscape to build on existing systems and fill protection gaps (see Section 3.3), and activities demonstrate strong understanding of the other actors and initiatives in the same countries.
- **Transparency:** GSFF shares information with the Global Shield Secretariat and other financing mechanisms on SC approved work plans and global activities, in accordance with the Bank's trust fund policies. These institutional policies mean that the GSFF sometimes cannot share information on planned support and timelines (e.g., if grant proposals are still undergoing internal appraisal and approval) when external partners request it to inform complementary programming. Section 3.3 below further discusses these institutional constraints to coherence.
- **Timeliness:** GSFF commissioned a separate technical evaluation on timeliness of providing DRF solutions, to better understand the factors influencing the pace of implementation. This



evaluation found that the time needed to set up GSFF-supported products varied widely but was broadly comparable to similar programs like ISF and ADRiFi. External factors, like World Bank project approval timelines and country capacity, have sometimes slowed down the approval process. However, the evaluation also identified key enablers for avoiding bottlenecks, including good communication and alignment with government and World Bank management, political visibility, the presence of champions, and previous experience with DRF instruments.

3.2. Coherence with other World Bank DRF programs

EQ1.2: To what extent does GSFF complement other WB programs that support DRF interventions?

Alongside GSFF, the World Bank Group has a diverse suite of programs that support DRF in vulnerable countries. Among the earliest initiatives were GFDRR, established in 2006 to reduce vulnerability to natural hazards and climate change, and the DRFi program, launched in 2010 to help governments protect populations financially against disasters; the latter has now evolved into the CDRF team that provides technical leadership for GSFF. GILF is an MDTF that supports the development of agricultural index-based insurance products. More recently, the RFU Program, created in 2022 under the Umbrella 2.0 framework, has further expanded the Bank's DRF toolkit. The World Bank has also provided support historically for regional risk pools such as CCRIF, PCRAFI, and SEADRIF, which offer sovereign parametric insurance solutions to member countries facing disaster and climate shocks. The following section assesses the coherence of GSFF and its predecessor GRiF with other World Bank DRF programs, focusing on complementarities, coordination dynamics, and emerging opportunities for alignment.

GSFF plays a distinct and complementary role to other World Bank programs by focusing on downstream implementation of pre-arranged finance (EQ1.2).

GSFF and other key World Bank DRF-related programs were intentionally designed to operate in mostly complementary lanes. GSFF fills a critical gap in the World Bank's DRF architecture by focusing on downstream implementation of pre-arranged finance, largely through co-financing World Bank investment projects. Other World Bank DRF-related programs, such as RFU and GFDRR, have focused primarily on upstream efforts, such as developing DRF strategies, conducting analytics, and supporting policy dialogue. These different scopes are embedded in the programs' mandates and operating models, and while not rigidly codified, they reflect a strategic intent to cover the full DRF lifecycle. RFU's emphasis on upstream advisory and GFDRR's focus on risk mitigation and policy lending instruments complement GSFF's operational delivery, creating potential for a continuum of World Bank support.

While GSFF, GFDRR, and RFU all offer both Bank-executed trust funds (BETFs) and recipient-executed trust funds (RETFs), in practice, GFDRR and RFU activities have been predominantly BETFs, while GSFF activities have been mostly RETFs. BETFs still play a critical role in the GSFF portfolio but are geared toward providing TA to support in-country lending operations (see also Section 4.3 on GSFF TA). World Bank task team respondents also explained that the significantly larger BETF funding volumes available from GSFF, compared to GFDRR or RFU, enables task teams



to fund different types of activities, such as systems building and operational readiness. These contrast with smaller RFU grants, which might fund the development of a diagnostic study, DRF strategy, regional report, or knowledge product.

GSFF, RFU, and GFDRR activities have often complemented rather than duplicated each other, especially at the country level. These trust funds are often active in the same countries; for example, GSFF and RFU are working in more than ten of the same countries (while over half of RFU's recipient countries have not received GSFF support), and GFDRR is active in an even larger number of countries. Country-level examples demonstrate how GSFF, RFU, and GFDRR can work in tandem (see Appendix F for a list of countries where multiple programs are active). In the Lao PDR, Pakistan, and Eastern and Southern African REPAIR countries, RFU provided advisory support for analytics, policy reforms, and instrument design, while GSFF co-financed the instruments and provided operationally focused TA. In Malawi, RFU's technical analysis enabled the design of a shock-responsive social protection mechanism, while GSFF funded delivery systems and sovereign insurance premiums. GFDRR has also played a complementary role, supporting upstream analytics and policy engagement that feed into GSFF-financed instruments, although its primary focus is on disaster risk reduction and management.

Interviews suggest that task teams largely facilitate coordination among the DRF-relevant trust funds, as they strategically access each trust fund depending on country needs and perceived availability and eligibility of funds. In practice, RFU or GFDRR and GSFF may finance similar activities in the same country to top up work or align funding streams. No interviews shared any concerns or provided any examples of duplication between GSFF activities and those of other World Bank programs at the country level, nor did the evaluation find any such evidence through other data sources. World Bank task team respondents also emphasized that flexibility and fungibility across trust funds are essential for long-term engagement.

Among World Bank task teams, GSFF's perceived comparative advantages are related to its larger funding volumes relative to RFU and GFDRR (which can fund different types of analytical and advisory services), focus on downstream operational co-financing, including premium and capitalization support, and direct linkages to lending operations. GSFF provides TA grants that are significantly larger than those offered by comparable World Bank programs; GSFF averages US\$2 million for TA alone, compared to an average of US\$180,000 for RFU grants²⁴ and US\$430,000 for GFDRR grants.²⁵ This level of funding empowers countries to undertake complex activities such as advanced modeling, premium co-financing, and high-value feasibility studies that would otherwise be out of reach. In Jamaica, for example, GSFF covered the full transaction costs of a CAT bond, removing a major barrier to placement. Similarly, Morocco used GSFF resources to fund sophisticated analytics that informed national DRF strategy, as well as the placement of a potential earthquake CAT bond and support for operational, analytical, and financial capacity building for the Solidarity Fund against Catastrophic Events (FSEC).

²⁴ The World Bank. 2023. Risk Finance Umbrella Program: Annual Report, March 2022 – February 2023. Available at: <https://www.financialprotectionforum.org/sites/default/files/RFU%20Annual%20Report%202023.pdf>.

²⁵ The World Bank. GFDRR: Bringing Resilience to Scale. 2024. Available at: <https://documents1.worldbank.org/curated/en/099548302262528656/pdf/IDU-557f1447-7f6f-4d30-a385-e6d31e9296d1.pdf>.



Evolving World Bank program modalities and foci present opportunities for deeper complementarity and collaboration. Secretariat-led coordination among GSFF, RFU, and GFDRR is still considered somewhat ad hoc. Opportunities for deliberate sequencing of RFU upstream activities with GSFF downstream support have been limited to date, given that RFU launched recently in 2022 and the two funds may prioritize different countries based on donor preferences. Knowledge sharing among DRF-relevant World Bank trust funds is somewhat nascent, according to interviewees, though tacit exchanges have emerged on certain topics, such as gender. There may be opportunities to better coordinate global knowledge and analytical work; for example, both GSFF and RFU report working on guidance related to VFM guidance and tools related to DRF.²⁶

In response to donor requests, RFU has recently begun engaging downstream through co-financing World Bank investment operations, although its contribution remains largely distinct and modest compared to GSFF. The evolution from GRiF to GSFF has re-focused the Facility on Global Shield countries, leaving potential geographic gaps in the World Bank's downstream DRF support that might be met through support from RFU. For example, a World Bank task team working in a non-Global Shield country explained that they plan to request follow-on support from RFU, since they do not anticipate success in future GSFF calls for proposals. Still, RFU's relatively smaller funding envelope and different priorities may limit its ability to meet downstream demand. Meanwhile, GSFF's inclusion of risk reduction components in recent calls for proposal signals an evolution in scope that could benefit from careful coordination with GFDRR, whose DRM-focused mandate and occasional downstream engagement present opportunities for alignment.

Complementarities with the World Bank-hosted FRLD are still being considered and established, as the FRLD becomes operational. Following its establishment at COP28 and confirmation of its interim hosting arrangement with the World Bank at COP29, the FRLD has completed key operationalization milestones, including the formation of its Board, approval of Board procedures, and selection of its inaugural Executive Director. In 2025, the Fund is focused on developing core operational policies, including access modalities and allocation parameters, with initial investments targeted for late 2025 or early 2026.²⁷ Other FRLD governance questions remain unresolved. These include concerns about the adequacy and predictability of funding, as all contributions to the FRLD are voluntary and its long-term resource replenishment strategy is still under development. There is also uncertainty around the Fund's operational model, including whether it will rely on direct budget support or traditional multilateral implementers. Given that the FRLD is expected to play a key role in helping countries adapt to the negative effects of climate change, it will be important moving forward to understand how its activities and modalities will relate to GSFF. The FRLD is expected to offer support through similar instruments and on a scale comparable to GSFF, further highlighting the importance of coherence between the two funds. Interviewees see opportunities for synergies and a strategic role for GSFF, particularly in complementing FRLD's rapid disbursement model with GSFF's longer-term engagement and integration with World Bank lending operations.

²⁶ The evaluation team followed up with RFU staff to better understand the potential scope for overlap, but further information was not provided.

²⁷ Schalatek, L. 2025. Fund for Responding to Loss and Damage. Available at: <https://us.boell.org/sites/default/files/2025-03/cff13-2025-eng-frld-digital.pdf>.



GSFF has worked across different Bank units to embed DRF in sectoral operations (EQ1.2).

Reflecting the cross-sectoral nature of DRF, GSFF has interfaced with a wide range of World Bank sector units to design and deliver DRF solutions. These include Treasury (especially on CAT Bond issuance), agriculture, climate, social protection, urban development sector units, and gender and FCV cross-cutting units. This integrated approach is especially evident in GSFF's close collaboration with social protection teams, as discussed in the ASP deep dive (summarized in Section 5.2.3 and provided in full in Appendix D. ASP Deep Dive). GSFF has also worked closely with agriculture teams, complementing efforts by the Agriculture Global Practice and IFC's GIIF to expand index-based insurance and risk-transfer solutions for smallholder farmers in Kenya, Uganda, and West Africa. GSFF also engages with specialized teams across the Bank to tailor instruments to country contexts, such as in FCV settings (see deep dive on GSFF work in FCV settings summarized in Section 5.2.3 and provided in full in Appendix E. FCV Deep Dive).

GSFF's engagement with the World Bank's Crisis Preparedness and Response Toolkit represents a promising avenue for formal coordination and institutional coherence across the Bank's DRF architecture. Launched in 2023, the World Bank designed the toolkit to help countries prepare for and respond to crises more effectively by offering a suite of financial instruments for both risk retention (e.g., CAT Deferred Drawdown Options [DDOs]) and risk transfer (e.g., insurance and CAT bonds). Developing and implementing the toolkit has brought together a range of actors, including GSFF, GFDRR, IFC, Multilateral Investment Guarantee Agency (MIGA), and the World Bank Treasury, to support fast, flexible, and integrated crisis response. One interviewee noted that GSFF's role in demonstrating the feasibility of instruments, like CAT bonds, can encourage government uptake through International Development Association (IDA) envelopes, especially when linked to other Bank tools. Interviewees also emphasized GSFF's contribution toward a broader institutional shift towards integrated crisis response, with the toolkit now benefiting from increased internal coordination and growing political momentum.

The REPAIR program is a strong example of how GSFF-supported initiatives are operationalizing the expanded toolkit. REPAIR leverages multiple instruments from the toolkit to strengthen crisis preparedness and enable fast, flexible response, including the Investment Project Financing (IPF) DDO, Contingent Emergency Response Projects (CERPs), and catastrophe risk transfer solutions arranged by ARC. GSFF's contribution focuses on enabling these instruments to function effectively through a US\$26 million grant that supports both the operationalization of the Regional Climate Response Fund (RCRF) and the affordability of the financial instruments it deploys. By investing in the systems and expertise needed to deploy pre-arranged financing and in the instruments themselves, GSFF ensures countries can access contingent resources and respond swiftly to climate shocks, thereby advancing the toolkit's goal of integrated, scalable crisis response.



3.3. Coherence with DRF programs outside the World Bank

EQ1.3: To what extent does GSFF complement and add strategic value alongside other DRF programs outside the WB, including those led by client countries and financed by other funding vehicles of the Global Shield against Climate Risks? Are there risks of duplication or overlap?

GSFF complements other DRF programs outside the World Bank by offering a unique blend of financing and technical depth (EQ1.3).

GSFF occupies a distinct and strategically valuable niche within the global DRF landscape.

While it is not the only facility offering TA for product development, premium and capitalization financing, and DRF strategy and policy support, GSFF is one of the most comprehensive in terms of scale, scope, and technical offerings. Its integration with the World Bank system allows it to deliver not just funding, but also crucial TA, fiscal diagnostics, and policy support that standalone DRF programs typically cannot offer. As one stakeholder put it, GSFF brings a “technical army” that supports governments in designing and institutionalizing complex instruments. Key external informants shared examples of partnering with other DRF vehicles that operate standalone grant facilities without GSFF’s analytical depth or policy integration that can amplify impact.

Several other global and regional programs offer a similar range of DRF support, but at smaller scales or with more bounded scopes (see Appendix F. Landscape Analysis Tables). For example, AfDB’s ADRiFi program provides critical support to African countries by strengthening DRF systems, promoting climate insurance, and co-financing ARC premiums, with less attention paid to risk retention. The ISF has supported insurance product development in 46 countries, but its grants range from €200,000 to €2.5 million, which is significantly smaller than GSFF’s. Additionally, there has been a limited uptake of premium support. IDB has offered contingent lending and climate resilient debt clauses for over a decade and recently launched a new regional disaster risk transfer program. IRFF takes a similar approach to TA as GSFF but does not directly finance DRF solutions. It also only focuses on insurance solutions, while GSFF’s support spans a broader suite of instruments.

Among actors that support more than just insurance, WFP stands out for its wide geographic reach and diverse instrument portfolio, including forecast-based financing, sovereign and microinsurance, contingency funds, and cash transfers. WFP has placed DRF instruments in 11 of the 25 GSFF countries, sometimes in partnership with GSFF. Both facilities work at the macro, meso, and micro levels, but stand to complement each other well. WFP is well positioned to provide last-mile support for vulnerable communities and actors at the micro and meso levels, while GSFF’s position in the World Bank means it can leverage existing and strong relationships with Ministries of Finance to engaging governments on macro-level policy and financial systems. Although both operate in similar spaces and sometimes engage the same stakeholders, coordination between GSFF and WFP has generally been strong, minimizing duplication and reinforcing shared goals. Coordination has also deepened since WFP became a transferee recipient of GSFF funds.



GSFF grants have been consistently designed to complement other DRF activities in client countries (EQ1.3).

GSFF grants have been designed to complement other DRF support in its target countries, often through formal coordination and collaboration. The evaluation's structured grant review found that at the proposal stage, GSFF activities regularly present clear rationales for how they will align with and add value to existing efforts, suggesting that GSFF is generally well-situated within country-level DRF landscapes. Over half of GSFF projects explicitly mention complementarity or collaboration with DRF programs external to the World Bank. A range of partners lead these initiatives, including client governments, regional institutions, UN agencies, and other development partners, and GSFF grants consistently demonstrate strong awareness of these programs. This coordination has also led to designing DRF instruments that layer with those provided by other actors for more comprehensive DRF packages, as noted earlier.

For example, in Pakistan, GSFF coordinated with the State Bank, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), and the Red Crescent on the Agriculture Finance Innovation Challenge, and shared flood analytics with the Start Network. In West Africa, GSFF's regional project was designed to complement European Union (EU)-financed risk retention mechanisms, with ongoing discussions with WFP and internal Bank teams to ensure a joint approach to food distribution and logistics. Across Africa, complementarity and coordination with AfDB and ARC are common. GSFF partnered with ARC on sovereign risk insurance in Lesotho and the Gambia; delivered joint training and diagnostics with AfDB in Burkina Faso; and worked with AfDB and ARC on scaling drought coverage in Mozambique that was started under GRiF. GSFF also demonstrated strong alignment through regional programs such as De-Risking, Inclusion, and Value Enhancement of Pastoral Economies in the Horn of Africa (DRIVE) and REPAIR. In DRIVE, GSFF was positioned as one piece of a broader resilience and preparedness puzzle, alongside initiatives from AfDB, IFAD, the EU, and the World Bank. In REPAIR, GSFF has coordinated closely with AfDB's ADRiFi program and ARC to avoid duplication and deliver an integrated package of insurance, contingent credit, and reserves.

GSFF activities have complemented those financed by other Global Shield funding vehicles, but there are future risks of duplication given institutional constraints (EQ1.3).

GSFF grants have complemented the activities of other Global Shield financing facilities through GSFF's unique ability to leverage larger World Bank lending operations. GSFF and GSSP are both designed to support similar types of DRF initiatives such as regional risk pools, parametric insurance, and capitalization of risk funds. GSFF typically embeds these investments within larger World Bank lending operations, while GSSP provides standalone grants with greater agility. This structural difference shapes their comparative advantages and constraints: GSFF can de-risk large-scale investments and leverage institutional systems, while GSSP can channel funding to actors the World Bank typically cannot directly engage, such as private sector partners or non-governmental organizations (NGOs). GSFF is also well positioned to meet country needs on a larger



scale than the V20 Joint Multi-Donor Fund (JMDF), which has a smaller funding envelope and is not structurally integrated with broader operations. To date, donors have not directed GSFF to explicitly use transfers out as a mechanism to respond to Global Shield countries' Requests for Support with funding, although some transferees are involved in ICPs and have activities in Global Shield countries.

While GSFF is actively engaging with other Global Shield financing vehicles, structural constraints present some future risk for overlapping support. GSFF has actively engaged in coordination with the Global Shield Secretariat and its financing vehicles, as noted earlier. Despite these coordination efforts, however, multiple interview respondents noted that misaligned timelines and institutional limits to transparency present potential risks for overlapping support among GSFF and GSSP, if it is not proactively managed.

On timelines, as also noted above, due to the World Bank's own country programming processes and timelines, GSFF has often programmed DRF funding for a country before GSSP prepares its proposed response to a country's RFS. These institutional realities mean that GSSP has greater programming flexibility to adjust its support offerings to avoid duplication, according to interviews. On transparency, GSFF follows Bank trust fund policies, including related to programming resources and information sharing. This means that deliberative information, such as details on which countries have submitted proposals for GSFF funding and what activities are being proposed, is not publicly available—adding a layer of complexity to the challenge of ensuring complementarity. The process of funding activities in response to countries' RFSs is still in very early stages, and while no instances of overlapping support have yet been identified, interviewees suggest that the risk is there. Looking forward, one stakeholder also noted the need for better alignment among Global Shield funding vehicles around standards for premium support (e.g., uniform conditions for client countries to meet before funding vehicles will support payment of insurance premiums) to avoid a race to the bottom.

GSFF's coherence with V20JMDF-funded activities has been largely shaped by the latter's distinct path within the Global Shield. Multiple respondents noted the JMDF's focus on loss and damage (rather than pre-arranged finance), relatively small available resources, and focus on the community level. These distinctions mean that the risk for overlap or duplication with GSFF-funded activities are minimal.



4. Efficiency



This chapter considers the extent to which GSFF’s structure and operational procedures and processes support the program’s operation and management. It first assesses GSFF’s governance, Secretariat staffing, and M&R system. Then it explores how GSFF support to TA is leveraged in designing technical solutions. Finally, it explores how VFM analysis has been used to inform grant decision-making and examples of efficient GSFF solutions.

GSFF Secretariat has commissioned a separate technical evaluation to better understand the factors influencing the pace of implementing DRF solutions. As such, this independent, Trustee-level evaluation does not assess in-depth the efficiency of delivery, although findings from the technical evaluation are referenced in this report, as relevant. The technical evaluation found that even with some variability, GSFF’s delivery pace is broadly comparable to other DRF programs. Recent updates to the call for proposal process are anticipated to improve consistency and limit the time grants spend in the pipeline.



4.1. GSFF's governance and staffing

EQ2.1: Does the Secretariat have the appropriate mixture of staff to support timely and effective delivery?

The GSFF Steering Committee is effective in ensuring oversight and strategic alignment.

The governance model of GSFF supports effective oversight and responsiveness through its Steering Committee. The SC is composed of representatives from the World Bank and donor countries, with the World Bank serving as Chair. This body is effective in executing its responsibilities, including endorsing annual reports, budgets, and work plans, including the pipeline of proposed projects. Through annual meetings and technical sessions, the SC has also provided strategic guidance on program positioning, enhancing alignment with program priorities—such as integration with the Global Shield—and maintaining accountability across stakeholders. Grant appraisal processes have assured quality, so that funding decisions reflect both strategic relevance and technical merit. The SC's role in reviewing and endorsing the program's annual work plan and budget has helped ensure that GSFF remains responsive to both donor interests—while maintaining the operational independence of decision-making in accordance with trust fund rules²⁸—and country-level demand, including approving grants in non-Global Shield priority countries when justified by strong World Bank-identified demand.

GSFF Secretariat has an appropriate mix of staff expertise and operational experience to support delivery (EQ2.1).

Coordination across GFDRR and FCI has improved and is functioning well within GSFF Secretariat, with roles and responsibilities now clearly defined and understood. As defined in the Operational Manual, GSFF is co-led across two teams in different global departments. IU DRM/GFDRR acts as the Trust Fund Administrator for GSFF, handling administrative and management aspects, while the FCI/CDRF team is responsible for technical implementation of the program. The partnership is functioning well, with both units leveraging their strengths. While the 2021 evaluation of GRiF governance and operations found a lack of clarity in the roles and responsibilities between the two teams, interviewees affirmed that the roles and responsibilities have been better clarified. This division of labor has matured over the past two years, resolving earlier ambiguities and fostering smoother collaboration, particularly in donor relations and reporting. Interviewees also emphasized the productive co-management structure, highlighting perceptions of a respectful and efficient partnership. Others pointed to improved coordination and shared ownership of strategic decisions, reinforcing the value of joint management by two global departments.

²⁸ As stated in the GSFF Operational Manual, it is not the role of the SC to review and approve proposals for World Bank Trust Funds.



The Secretariat has an appropriate mix of staff that aligns with its management and technical functions. The Secretariat includes staff whose responsibilities align with all functions defined in its Operational Manual, including trust fund management, M&R, gender, knowledge management and communication, and strategy and operation. Approximately one-third of Secretariat staff sit within GFDRR with the remaining two-thirds in CDRF, reflecting an appropriate emphasis on technical oversight. Many CDRF staff are also involved in FCI investment operations, and the proximity to operations is perceived as helping GSFF be effective in influencing World Bank lending (see Section 5.1). The Secretariat has also leveraged technical expertise outside its joint team by collaborating with technical teams in GFDRR and staff in Treasury, Legal, and Social Protection, Agriculture, and FCV Global Departments to support the design and implementation of DRF solutions. This cross-unit engagement has enabled GSFF to provide robust technical inputs, particularly in areas like CAT bonds, ASP, and financial modeling.

Donors and task teams alike consider the Secretariat effective in its fiduciary and technical roles. Both donors and World Bank task teams see the Secretariat as responsive and competent in executing its responsibilities. Task teams describe the grant process as a smooth and efficient mechanism for accessing funding and find the Secretariat to be knowledgeable and helpful in navigating operational procedures, particularly during grant setup and restructuring phases. Task teams also note that the Secretariat's technical expertise has been instrumental in supporting country teams and ensuring that DRF instruments are not only designed effectively but also integrated into broader World Bank operations.

GSFF has strategically adapted its operations to enact the transition from GRiF to GSFF, leveraging both GFDRR and CDRF's comparative strengths. GSFF has substantially adjusted its operations to align with its updated vision. Interviewees expressed the view that GSFF has fully embraced the transition in its operational modalities. These changes have included revisions to the grant selection strategic review criteria to prioritize Global Shield countries in grant selection and ensure that proposals demonstrate alignment with country priorities identified by the ICP, where such processes have been undertaken. The Secretariat has also adjusted its staffing responsibilities to better integrate with the Global Shield initiative. GSFF Secretariat staff now serve as focal points for the ICP in Global Shield countries, serving as the World Bank entry point for this process and enabling more direct collaboration with World Bank regional and task teams and country offices (as discussed further in Chapter 3). Interviewees generally viewed the GSFF focal points as valuable counterparts in facilitating coordination between the World Bank task teams and country offices, Global Shield Secretariat, and other Global Shield actors. However, several task teams called for more involvement of GSFF focal points in the ICPs, which can be time consuming and raise questions regarding GSFF's role in the process that task teams are not well placed to answer.

GSFF has also successfully operationalized the new transfer-out mechanism, working closely with the World Bank's Legal department. Multiple transfers out have now been processed, and interviews suggested that subsequent transfers to the same transferees should be more efficient, given that agreements have already been negotiated. GFDRR's strong expertise in trust fund management has been critical for navigating these processes.

The transition from GRiF to GSFF also involved significant updates to streamline the grantmaking process. Under GRiF, grant preparation was more informal and open-ended, while GSFF introduced



a structured, time-bound annual call for proposals and more streamlined reviewed procedures. These changes are anticipated to improve efficiency, reduce bottlenecks, and align GSFF more closely with World Bank project cycles, enabling more predictable and responsive support to country teams.

Concerns about capacity constraints, raised in the 2021 governance evaluation of GRiF, persist, especially as the Secretariat’s responsibilities have expanded (EQ2.1).

The GSFF Secretariat’s workload is distributed across a small team and has increased with the evolution from GRiF to GSFF, reflecting the program’s broader ambition and more complex operational demands. The 2021 evaluation of GRiF governance and operations noted capacity constraints in the Secretariat that are associated with broader World Bank staffing policies, leaving the Secretariat perceived as over-reliant on short-term consultants, with associated risks for continuity and building institutional knowledge. These concerns continued to be raised in interviews for this Trustee-level evaluation of GSFF.

With the transition to GSFF, the Secretariat now supports a wider range of functions including participating in Global Shield coordination activities with the Global Shield Secretariat and other financing mechanisms, facilitating GSFF engagement in Global Shield ICPs, coordinating with World Bank Legal teams to process transfers out, and overseeing a growing portfolio of projects and partners. While year-over-year staffing data were not readily available, the evidence suggests that Secretariat staffing levels have not increased over time. Interviewees suggested that while the Secretariat is fulfilling its core responsibilities, staff are overstretched, limiting bandwidth for strategic initiatives such as gender strategy implementation (see Section 5.35.3), partnerships, global knowledge leadership, and a systematic and reflective learning practice. Secretariat capabilities would need to be expanded especially around gender, learning, and strategic communications for GSFF to fully realize its potential.

GSFF has accumulated deep individual and collective experience and insight in facilitating DRF policy dialogue, building DRF capacity and piloting DRF instruments through working with a broad and diverse range of project partners in numerous DRF settings. Yet, knowledge production and sharing has been somewhat ad hoc to date, rather than driven by a strategic learning agenda. Much of GSFF’s learning has been tacit—shared informally among task teams—and driven by the individual interests and motivations of task teams. This represents a missed opportunity to strategically harvest and disseminate the lessons and experience of GSFF’s diverse and pioneering portfolio.

GSFF remains reliant on consultants for functions like monitoring, evaluation, and learning (MEL) and gender. While long-standing, continuous support for MEL has facilitated a good process and system, multiple interviews raised concerns about sufficient support for gender (see also Section 5.3). For example, one interviewee explained influencing project design and implementation to deepen gender ambition requires consistent engagement and trust-building with country teams, which is difficult to achieve when roles are filled on a temporary basis.



4.2. Monitoring and reporting

EQ2.2 *To what extent is GSFF's monitoring and reporting mechanism effective and efficient? How might this function be improved?*

GSFF has operationalized an effective and efficient M&R mechanism that reflects the evolution from GRiF to GSFF (EQ2.2).

GSFF has made significant strides forward in its results management system following the evolution from GRiF to GSFF. The GSFF Secretariat has strengthened its MEL Framework through a comprehensive revision of its ToC and Results Framework. These updates reflect a more refined articulation of GSFF's strategic objectives and pathways to impact, aligning with its four core pillars. The program-level Results Framework includes 33 indicators that align with GSFF's expected outputs, intermediate outcomes, and long-term changes (LTCs). The revised framework also distinguishes between outputs and intermediate outcomes that are more directly under GSFF's control and higher-order changes that GSFF can influence through its embedded role in broader World Bank operations. This structure reflects GSFF's "influencing paradigm," recognizing that change often depends on the behavior and uptake of partner governments, civil society, and private sector actors. The Secretariat has also shown MEL leadership in developing methodological notes on estimating beneficiaries and tracking private capital mobilization, addressing some of the most complex aspects of DRF results measurement. These efforts reflect GSFF's commitment to transparency, learning, and contributing to broader sectoral knowledge.

GSFF reporting is meeting donor needs and expectations. The Secretariat has worked to refine reporting to donors, incorporating donor feedback into the refinement of reporting tools and formats, with SC Meeting Minutes indicating that these changes have been positively received. Donors have also expressed satisfaction with the comprehensive nature of GSFF's annual reports, which serve as a key results reporting tool. Annual reports include thematic highlights and detailed annexes for each grant, along with quantitative reporting against indicators in the Results Framework. Donors also appreciated GSFF's practice of sharing grant-level results through task team presentations.

GSFF's process for M&R is effective and efficient, facilitated by a long-term MEL consultant. GSFF reporting is anchored in a streamlined annual process that tracks progress through a questionnaire completed by task teams that has helped standardize the way results are captured across grants. This process captures both quantitative information—to enable aggregated, program-wide reporting on Results Framework indicators—and supporting qualitative information and insights. While the M&R process remains largely manual, the diversity of GSFF support and instruments supported means that hands-on support is often needed to generate aggregable data, according to interviews. As noted above, the GSFF Secretariat has developed and refined approaches to ensure consistency of results reported, enabling aggregation of results across trust-funded activities. Follow up is also often required to ensure task teams provide timely and detailed updates, especially on when instruments are triggered, but reporting has generally been comprehensive.



GSFF's M&R system does not rely significantly on results frameworks embedded in World Bank projects that GSFF is co-financing. The evaluation team reviewed these frameworks and noted that relevant indicators in Bank project results frameworks are typically few and often at a high-level that would not add much to GSFF own reporting. Examples include number of people covered by DRF instruments or number of DRF instruments placed, both of which the Facility already tracks. While, as a smaller co-financier in many cases, GSFF may have limited influence on the lending operations' results frameworks, where feasible, the inclusion of additional indicators such as on the timeliness of disbursement, could be useful.

While the GSFF Secretariat has made notable progress in updating its M&R system, there are still opportunities to better align with the GSFF evolution and capture the outcomes of GSFF grantmaking (EQ2.2).

There are several opportunities to improve information collected and align GSFF's M&R system with its updated mission. The evaluation team's own analysis, combined with evidence from key informant interviews (KIIs), identified the following potential improvements:

- **Opportunities to better capture results and learning.** GSFF could make several adjustments to its M&R system to capture relevant results, information, and learning.
 - *VFM analysis:* As discussed in Section 4.4 below, donors have an interest in understanding whether and how VFM analysis informs decision-making, including in terms of DRF instrument selection and design. The current task team annual reporting form does not request information on VFM, and few reports refer to VFM analysis. Incorporating VFM-related questions into regular reporting cycles could help ensure accountability, identify best practices, surface challenges, and inform future guidance for task teams.
 - *Tracking and reporting World Bank finance informed or leveraged:* Although GSFF is highly operationally focused, GSFF's current Results Framework does not systematically capture the extent to which GSFF grants inform or leverage broader World Bank financing. This is a common outcome tracked by other World Bank MDTFs and represents a missed opportunity to demonstrate GSFF's catalytic role in mobilizing development finance.
 - *Grant completion reports:* Unlike other MDTFs, such as GFDRR, GSFF does not require task teams to submit grant completion reports. While the World Bank lending operations that GSFF co-finances are required to prepare ICRs, the extent to which these ICRs assess DRF-related performance and draw DRF-related lessons for future programming depends on whether DRF is a more central or ancillary component (or sub-component) of the operation. As such, the final results and lessons of some GSFF grants may not be fully captured through the Bank's ICR process. GSFF could consider requiring grant completion reports to learn more about impact, likelihood of sustainability, implementation challenges and how they were addressed, and lessons learned for future DRF interventions.
 - *Impact or ex post evaluation:* As also noted in Section 5.2, the reach of GSFF's M&R system typically only extends to triggering instruments and possibly the number of beneficiaries receiving payouts. Very limited information is currently available on whether the most vulnerable are receiving payouts or benefitting from support to critical infrastructure,



whether ultimate beneficiaries are receiving payouts in a timely manner, and how beneficiaries are using payouts and what difference those resources have made in terms of adaptive capacity and resilience. Where feasible, targeted impact or ex post evaluations could provide valuable insights into the effectiveness of GSFF supported instruments. A few GSFF grants indicate plans for such rigorous evaluation, either funded by GSFF or the broader World Bank operation (e.g., Indonesia). For example, the Bangladesh grant proposal indicates plans for an impact evaluation at mid-term and end-term to compare with other districts that are not benefitting from financial solutions, although this is not mentioned in the World Bank project appraisal document. Similarly, in Burkina Faso, the GSFF grant has an impact evaluation planned to examine the impact of the guarantee fund on women's access to finance and on socio-economic outcomes, to be conducted by the World Bank's Gender Innovation Lab.

- **Opportunities to refine GSFF's ToC and Results Framework.** The evaluation team identified several opportunities to adjust GSFF's ToC and Results Framework to better reflect the Facility's actual results and impact pathways.
 - *Capacity building:* Strengthening the technical knowledge and capacity of governments regarding DRF is a necessary ingredient for success and a common activity among GSFF grants, as discussed in Section 5.2. Yet, the ToC does not represent these results well, nor does the Results Framework include relevant indicators for capacity building.²⁹ Similarly, neither the ToC nor Results Framework represent GSFF results related to systems building well, especially as it increases support in tandem with ASP systems. Incorporating these results would help both the ToC and Results Framework better align with the reality of GSFF's activities and impact pathways.
 - *Extending coverage and impact:* Through our analysis of GSFF's DRF results, the evaluation team identified a potential disconnect between the expected activities under Pillar 2 and the indicators used to measure the associated LTC2, as also discussed in Section 5.2. Multiple sources imply that LTC2 would represent changes brought about through GSFF's engagement with humanitarian and development partners, primarily through transfers out.³⁰ LTC2 itself describes the pathway for extending coverage and impact as through "increasing humanitarian and development organization capacities and resources." Yet, because transferees do not report their achieved results to GSFF nor does GSFF include them in Results Framework reporting, most of the results reported under indicators associated with LTC2 are not associated with this pathway. Instead, they are primarily associated with World Bank projects working with more traditional government partners. Resolving this disconnect would provide a more accurate accounting of GSFF's results.

4.3. Leveraging technical assistance

EQ2.3 Is GSFF support to technical assistance effectively leveraged in designing technical solutions?

²⁹ The output indicator (#23 and #24) is focused on designing and disseminating knowledge products to increase stakeholder capacity, but this does not fully capture GSFF's broader contributions to enabling environments, particularly its role in strengthening institutional capacity and readiness for DRF.

³⁰ For example, GSFF's Operational Manual describes Pillar 2 activities as those developed by the pillar lead with some joint activities with humanitarian actors.



GSFF-funded TA has helped enable the design and implementation of DRF solutions across a wide range of country contexts (EQ2.3).

TA has been widely used in GSFF grants. Nearly all GSFF grants (including those approved and those still in scoping) include dedicated funding for TA, among other eligible expense categories (e.g., start-up costs for risk financing vehicles, implementation support for national delivery systems, and premium and capitalization co-financing). TA funding values range from US\$500,000 to US\$4 million, with an average of approximately US\$2.1 million per operation, representing 15 percent of GSFF's total funding portfolio. Some TA is Bank-executed, while other TA is recipient-executed, depending on country context and needs. As a core competency in the Bank, providing TA alongside financing is a comparative advantage of GSFF, as noted in Chapter 3.

Interviewees noted that TA has helped enable both the design and operationalization of DRF solutions, also noting that Bank-executed funding has been especially critical in fragile and low-capacity contexts enabling rapid deployment of TA and access to specialized expertise, where hands-on support has been needed to guide government counterparts through complex reforms. In Mozambique and Lesotho, for instance, interviewees reported that BETFs supported modeling and advisory work that could not have been delivered in-country.

Meanwhile, recipient-executed funding complements this by empowering country institutions to implement tailored solutions, often with co-financing or embedded capacity-building components. Together, these funding streams create a support system that not only delivers technical solutions but also strengthens institutional ownership, responsiveness, and sustainability. Section 5.1 includes a discussion on how GSFF support, including TA, has effectively leveraged World Bank financing.

For example, in Pakistan, GSFF TA is contributing to the design of the Climate Risk Facility (RAM), a multi-layered financial solution that provides liquidity and insurance coverage to microfinance institutions and their borrowers. Morocco used TA to design a flood bond and strengthen its Solidarity Fund for Catastrophic Events. The TA also supported actuarial analysis and market testing for sovereign risk transfer instruments. For Malawi, TA supported the design and implementation of flexible delivery systems for a social registry and digital payment systems to enable scalable emergency cash transfers that can support ASP at scale. It also helped design a risk transfer product to backstop the national social protection fund, including weather-based triggers and operational handbooks for scale-up.

When strategically deployed and well-integrated, TA has led to institutional reforms and the adoption of national policies and strategies (EQ 2.3).

In countries such as the DRC, Mozambique, Lesotho, Sierra Leone, Somalia, and Uganda GSFF TA has supported the development or operationalization of DRF strategies, frameworks, and policies and regulations. Interviewees explained how critical TA can be for regulatory reform, given the technical complexities of DRF; in some cases, governments may not be aware what needs to be included in regulations to enable the envisioned instruments. For example, in the DRC, GSFF TA



supported the adoption of a micro insurance and parametric insurance regulation, working in partnership with IFC. The grant also supported the government’s first Climate Contingency Plan, creating a framework for preparing and responding to climate shocks in the agricultural sector. Under DRIVE, the Insurance (Takaful) bill, adopted in October 2024, enables access to insurance for Somalia’s Muslim pastoralist community. In Lesotho, GSFF support provided under the Competitiveness and Financial Inclusion project helped enable the adoption of a national DRF Strategy in March 2025, which provides guidance and mainstreams DRF considerations across institutions. For Mozambique, GSFF TA was critical to develop the country’s first DRF Strategy, adopted in 2022. In Sierra Leone, GSFF funding was critical to support TA in completing the National Disaster Risk Finance Strategy, putting in place new operating procedures and providing ongoing technical support to the country’s Disaster Preparedness Officer. GSFF TA also supported the completion of Uganda’s National DRF Strategy, which is expected to be adopted in 2025. Section 5.2.1 provides additional details on GSFF’s effectiveness in supporting the adoption of inclusive DRF strategies and legislation.

GSFF TA has also played a central role in systems building and operational readiness in country (EQ 2.3).

Systems building and implementation support are recurring and valued features of GSFF TA. In fragile contexts such as the DRC, Sierra Leone, and Somalia, Bank-executed TA has helped build institutional readiness and support implementation. TA has included training for government officials, development of operational manuals, and establishment of technical working groups. For the DRC, TA has supported building capacity to develop their financing instrument and enhance overall DRF understanding across the government. Capacity building workshops and exchange visits have allowed for greater coordination and communication with key stakeholders, such as numerous insurance companies working alongside the Ministry of Agriculture and insurance regulator to develop the country’s first parametric insurance product. An Executive Education Program was held in Indonesia in collaboration with the Institute of Teknologi Bandung, supported the capacity of key government officials in implementing the National DRFI strategy. In Sierra Leone, TA training was deployed to build capacity within the government following the launch of the National DRF Strategy. In Somalia, TA is anticipated to support the piloting of a contingent financing mechanism linked to the Baxnaano social protection platform. This includes the development of governance frameworks, fund flow protocols, and coordination with humanitarian actors. Evidence generated from this pilot will help Somalia move toward a government-led disaster response model, and the pilot is informing the country’s emerging DRF strategy under the Global Shield initiative.

4.4. Value for money

EQ2.4 What are the examples of GSFF solutions or products that demonstrate the Program’s efficiency?

EQ2.5 How and in what ways is value for money (VFM) analysis informing decision making at the grant level? To the extent possible, identify opportunities to enhance the application of VFM analysis.



VFM analysis can be used in CDRFI to assess the “expected impact on poor and vulnerable countries’ and people’s resilience for each dollar of premium or capital support,”³¹ and to ensure that CDRFI solutions add value according to the country’s CDRFI strategy and relative to the alternatives. This evaluation considered how and in what ways VFM analysis has informed decision-making in GSFF grantmaking, specifically when appraising proposals for GSFF funding and when choosing, designing, and pricing CDRFI instruments (which may happen after GSFF funding has been approved).

GSFF has effectively integrated VFM into grant proposal appraisal processes. Grants routinely plan for VFM analysis to inform DRF instrument selection and design (EQ2.5).

GSFF has effectively integrated VFM considerations into grant proposal development and appraisal processes. Interviews with GSFF Secretariat staff highlighted increased attention to VFM in GSFF grantmaking over time. Scoping and full proposal templates require applicants to describe why the risk finance approach is suitable and has been chosen over other alternatives. VFM is one of the criteria against which proposals are appraised, using a traffic light system. GSFF grant proposal templates and appraisal processes also facilitate consideration of other factors that can maximize the value of premium and capitalization support, according to the IGP principles. For example, GSFF grant proposals are asked to demonstrate that the proposed DRF solutions are likely to result in benefits for the poorest and most vulnerable and that the solutions are designed to consider the broader disaster risk context and other DRF instruments and measures.

All full proposals address VFM, with most indicating that VFM analysis will be performed later to assess the suitability and cost-effectiveness of DRF instruments. Proposals consistently refer to evidence that pre-arranged financial protection leads to cost and welfare savings. Two-thirds of proposals (10 of 15 reviewed) recognize the need for further VFM analysis and note that it will be undertaken at a later stage. This might occur as part of the appraisal of the co-financed World Bank lending operation, during risk transfer execution activities, or as part of the design of the DRF product. The box below provides examples of planned VFM analyses referred to at the full proposal stage. Interviewees explained that the reliance on VFM analysis after grant proposal appraisal partly reflects data limitations at the proposal stage, as well as the flexibility of GSFF grantmaking, where the instrument initially planned might not be what is ultimately placed, after feasibility and VFM analyses are completed. A few proposals also refer to initial or preliminary analysis that indicates cost savings or positive rates of return associated with the proposed DRF solutions. In Morocco, for example, initial analysis showed annual cost savings exceeding 30 percent associated with an optimal layering scheme, which the proposed grant was expected to complete by enabling risk transfer for flood risk. One third of proposals refer to completed analysis showing a benefit of the proposed DRF solution. Given these trends, a minority of grants demonstrate quantitative evidence of VFM at the GSFF full proposal stage.

³¹ InsuResilience Global Partnership. 2019. Pro-Poor Principles of the InsuResilience Global Partnership. Available at: <https://www.insuresilience.org/publication/pro-poor-principles-of-the-insuresilience-global-partnership/>.



In addition to informing the choice and design of the DRF solution, several grants plan to rely on VFM analysis to support decision-making in other ways. For example, several grants plan for annual VFM analysis to ensure that instruments are arranged and priced to maximize cost-effectiveness, such as REPAIR and Morocco. The GSFF grant in West Africa offers a unique case, where the grant proposal establishes approval of the VFM analysis by the GSFF Secretariat as a grant disbursement condition for the premium co-financing.

Examples of VFM analyses planned in GSFF grants

- In **Indonesia**, GSFF resources were proposed to cover “actuarial analysis of the risk financing strategy to explore the most cost-efficient way to leverage financial markets to backstop the pooling fund, a value for money assessment of different financial instruments, structuring triggers and potential products and market testing.”
- In **Malawi**, a “thorough assessment of value for money, quality and suitability of available risk finance instruments” was planned to be performed, and “any final decision on proceeding with implementation of a financial instrument will depend on positive results of this analysis and continued government demand.”
- In **Lesotho**, “prior to commencing work on the design of the insurance back stop, the task team will conduct a value for money analysis of sovereign insurance.” It will review risk models available in Lesotho upon which a risk transfer product can be designed, insurance products for key perils (with initial focus on drought), insurance product design for different attachment and exhaustion points, and a VFM analysis of the insurance when combined with the contingency fund. The VFM analysis will include a rigorous costing analysis to right size the contingency fund and the insurance attachment and exhaustion points.

VFM analysis has informed DRF instrument selection and design, although this could be better documented to enhance accountability and learning (EQ2.5, EQ2.4).

Multiple sources suggest that VFM analysis is being conducted and informing decision-making during design and implementation of World Bank lending operations, although documentation is somewhat sparse. GSFF does not systematically track whether planned VFM analysis has been conducted and informed decision-making. Thus, the evaluation triangulated across multiple sources, including task team interviews, review of task team progress reporting, and review of World Bank project documents (e.g., PADs, implementation and completion reports), to inform its assessment.

Grant reporting provides somewhat limited documentation of whether project teams conducted VFM analysis as part of the project and used it to inform decision-making. The template used for task team grant progress reporting to GSFF does not specifically ask about VFM analysis, although a few task teams have reported on VFM in it. In Lesotho, for example, the planned VFM analysis for the insurance product was completed. In West Africa, the backstopping mechanisms and trigger



mechanisms have been evaluated based on VFM analysis. One interviewee explained that this analysis was critical in understanding what was possible, feasible, and cost-effective.

Some World Bank PADs include economic and/or financial analysis of the DRF solutions—typically when projects are squarely focused on DRF, rather than projects where DRF is a smaller component or sub-component of a larger operation.³² For REPAIR, for example, project economic analysis found that the ratio of the opportunity cost of REPAIR compared to Madagascar, Mozambique, and Comoros’s current strategies is respectively 0.9, 0.57, and 0.76 on average, across 1,000 scenarios of five-year periods—representing a saving respectively of between 10, 43, and 24 percent.

Interviewees also described how VFM analysis has influenced which DRF solutions are selected and how they are designed and adjusted over time. For example, in Morocco, an annual VFM modeling exercise has informed the choice of instrument, given fluctuations in premium pricing. In Lao PDR, VFM perceptions led to adjustments to a subsequent product. The government’s initial insurance policy had both parametric and soft trigger elements, and only the soft trigger component was activated during Cyclone Yagi in 2024 for a payout of US\$3 million. According to interviewees, this experience led the government to question the VFM of this policy, while also highlighting the importance of insurance. As a result, the Ministry of Finance requested that the triggers be adjusted to focus on number of people affected in the next insurance policy, which GSFF is co-financing. GSFF’s transfer-out partners also explained how VFM analysis is conducted for each product and season to inform technical recommendations of whether or not to purchase coverage; in at least one instance, the recommendation was against purchasing given high increases in pricing.

More involvement of GSFF staff in World Bank project design and implementation can help ensure that VFM is fully considered. Interviewees explained that GSFF staff are increasingly integrated in World Bank project processes, with a DRF peer reviewer now included in decision-making meetings, which can help ensure that VFM analyses are conducted and considered. Previously, GSFF staff approved grant proposals but may not have seen the full World Bank lending project package.

With only 11 percent of the portfolio closed, limited ex-post analysis has so far been conducted on the efficiency of GSFF-financed DRF products (EQ 2.4).

Only three GSFF co-financed World Bank operations have closed to date, providing limited opportunity for ex post analysis of GSFF-financed DRF products. The available evidence provides an inconclusive picture of efficiency. Of the three GSFF co-financed World Bank operations that have closed, ex post analysis of the efficiency of the DRF product was only available in the case of Jamaica. For Jamaica, the World Bank’s own ex post analysis concluded that the original CAT Bond (as placed in the market) provided cost-effective financial protection

³² In addition, as noted in the GSFF VFM paper, typical project economic analysis are not appropriate for DRF because they consider a deterministic outcome, whereas a probabilistic approach is needed for a range of disaster scenarios.



relative to other potential DRF products.³³ The Government of Jamaica’s decision to renew the transaction and to finance it with its own resources further supported this conclusion. External analysis reached different conclusions. Nesbitt-Ahmed et al. (2024) considered three instruments for Jamaica—insurance from CCRIF, a CAT bond intermediated by the World Bank, and a contingency fund held by the Government of Jamaica—and found that the CAT Bond was nearly twice as expensive as the CCRIF insurance per US\$1 of annual average payout, using assumptions from the World Bank’s own cost-benefit analysis.³⁴

³³ The World Bank. 2025. Jamaica, Implementation Completion and Results Report. Available at: <https://documents1.worldbank.org/curated/en/099021025154519266/pdf/BOSIB-e311e6de-27a4-4fe6-85b6-1de6d66940cf.pdf>.

³⁴ Nesbitt-Ahmed, Z. et al. 2024. Emerging lessons on pre-agreed financing for shock responsive social protection in Jamaica. STAAR. Available at: https://socialprotection.org/sites/default/files/publications_files/STAAR_BO43_Emerging%20lessons%20on%20pre-agreed%20financing%20for%20shock-responsive%20social%20protection%20in%20Jamaica_Final.pdf.



5. Effectiveness



This chapter assesses GSFF's effectiveness in designing and implementing DRF solutions. First, it examines the effectiveness of GSFF in influencing World Bank lending operations, including mobilizing additional finance for DRF from the World Bank, other partners, and the private sector. Second, it discusses GSFF's contribution to achieving sustainable DRF results in client countries. It then looks at the extent to which GSFF supported solutions address gender equality and inclusiveness ambitions.

5.1. Influencing World Bank lending

EQ3.1: How and in what ways has the Facility influenced World Bank Lending? To what extent have GRiF and GSFF grants, and technical support influenced i) the design and implementation of World Bank lending operations on DRF, ii) the incorporation of DRF into World Bank country programs, and iii) mobilization of additional financing for DRF initiatives from the World Bank, development partners, or the private sector? To the extent possible, identify examples in International Development Association (IDA) countries, Small Island Developing States (SIDS), and Fragility, Conflict, and Violence (FCV) settings to understand how effectiveness varies across different contexts.



GSFF grants have been highly effective in influencing World Bank lending operations (EQ3.1).

All GSFF grants are directly linked to World Bank lending operations valued at nearly US\$4 billion in total project cost. Most of these operations, by number and funding volume, have been in IDA countries, with more than US\$3 billion in total project financing informed by GSFF in IDA countries.

GSFF's premium and capitalization support has consistently leveraged IDA matching funds for these purposes and related activities. Total World Bank IDA financing for DRF project components or sub-components exceeds US\$600 million.³⁵ A substantial portion of this IDA financing is allocated for premium and capitalization support.³⁶ GSFF's own premium and capitalization support has leveraged IDA financing commitments at or above a 1:1 matching ratio in most countries,³⁷ including in some FCV settings. This level of leverage meets or exceeds the co-financing expectations established in GSFF's Grant Guidance Note.³⁸ In the DRC, for example, US\$20 million of GSFF premium co-financing has been matched by US\$20 million in IDA financing to purchase risk transfer products that cover the impact of main agricultural risks faced by smallholder farmers. Notably, this leverage ratio was maintained through multiple project restructurings when the DRC cancelled significant IDA allocations to other project components. Under DRIVE, GSFF premium co-financing of US\$13 million has leveraged US\$91 million in IDA financing for insurance premiums, including US\$18 million in Somalia. In Rwanda, GSFF grant support is matched by IDA financing at a 1:1 ratio, together capitalizing the bridge lending facility at US\$7 million.

In FCV-affected countries, GSFF grants have leveraged a total of US\$266 million in IDA financing commitments, of which US\$186 million is associated with Mozambique.³⁹ DRF in Small Island Developing States (SIDS) has leveraged only US\$10 million in World Bank financing, due partly to the small number of SIDS in GSFF's portfolio. In Jamaica, no World Bank financing was provided to match GSFF's premium co-financing and the US\$150,000 in originally committed government co-financing was revised to US\$0.⁴⁰ Through REPAIR, Comoros has allocated US\$10 million in IDA grant financing to establish and capitalize a multi-layer Regional Climate Risk Fund.

³⁵ This calculation only includes World Bank financing for the specific DRF project components or sub-components that GRiF/GSFF co-finance.

³⁶ An exact amount is not discernable based on the level of financial details provided in World Bank PADs.

³⁷ In limited instances, GSFF premium and capitalization support has not been matched by World Bank lending as planned. For instance, in Bangladesh, the GRiF project proposal stated that GSFF premium co-financing would be matched by US\$3 million in IDA co-financing; this amount was not included in the World Bank project appraisal document, although US\$2.4 million was included as government co-financing for premium support.

³⁸ Published in 2024, after most of these grants were approved.

³⁹ Only includes World Bank financing for specific DRF project components or sub-components co-financed by GSFF. Projects are US\$20 million in IDA co-financing for West Africa FSRP, US\$10 million for Burkina Faso, US\$20 million for the DRC, US\$30 million for Somalia (DRIVE), US\$10 million for Comoros (REPAIR), and US\$186 million for Mozambique (REPAIR and Mozambique Strengthening Financial Protection Against Disasters).

⁴⁰ This grant was still matched by counterpart funds, however, according to the GSFF Secretariat.



In addition to IDA financing for capitalization and premium support, GSFF grants have also leveraged IDA resources for related activities.⁴¹ These include start-up costs through equity contributions to a regional reinsurance company and incentives for pastoralists groups to save in savings accounts rather than in cash (DRIVE), MSME relief grants and other related support (Lesotho), and innovative agricultural liquidity loans and contingent liquidity facility loans (Pakistan).

GSFF's sizeable grant-based support and ongoing engagement have helped the Facility influence World Bank lending and country programs (EQ3.1).

GSFF grant-based support has been instrumental in convincing government staff to include DRF activities in some related World Bank projects. Multiple World Bank TTLs explained that GSFF grant-based support has been critical for convincing government staff to pilot DRF instruments in World Bank projects. As noted in Section 3.1, GSFF has piloted innovative instruments in many countries, with its grant resources de-risking those innovations for Ministries of Finance and other actors. For example, in two African countries, DRF was a new topic for the government and private sector and would not have been piloted in World Bank investments without the promise of GSFF grant financing, according to interviews. In these cases, the GSFF-supported DRF element was designed to align with related project components (e.g., risk mitigation for MSMEs in a financial inclusion project or livelihoods support in a social safety net project). GSFF's ability to fund transaction costs that the government is reluctant to borrow for also helps leverage investment. In the case of Indonesia, for example, GSFF trust fund resources were described as unlocking the government's willingness to undertake a complex institutional reform.

Ongoing GSFF engagement in some countries has also helped lead to several large DRF operations and inform broader country programs. Multiple interviewees explained that World Bank operations in Indonesia (US\$500 million in IBRD) and the DRIVE and REPAIR regional projects (US\$327.5 million and US\$280 million in IDA) would likely not have happened without earlier trust fund engagement to set the groundwork through proof of concept and policy dialogue. For example, earlier, smaller GRiF engagements in Malawi helped to create the appetite among World Bank management to develop larger, more complex projects such as DRIVE and REPAIR. In Mozambique, GRiF funding was secured to operationalize a disaster fund that emerged from dialogue between the World Bank and the Government of Mozambique as early as 2017. In several countries, GSFF-funded pilot activities and engagement have helped governments see the value of DRF, leading to requests for further support from the World Bank. For example, a successful DRF pilot in Jamaica contributed to the government's follow-on request for an IPF DDO,⁴² with the project appraisal document citing the GSFF-supported project at a contributing prior action.

GSFF engagement is also informing broader World Bank country programs, such as in Indonesia and Morocco. In these cases, GSFF has provided important TA to advance and inform long-standing World Bank engagements, with influences that extend beyond a specific DRF instrument

⁴¹ Within the same DRF-related project components and/or subcomponents.

⁴² A unique World Bank financing instrument that provides a contingent credit line for crisis response.



and specific lending operation to which the GSFF grant is linked. In Indonesia for example, GSFF support to a World Bank lending operation has helped lead to regulatory reforms embedded in a separate development policy operation. Interviewees also explained that this approach of mainstreaming DRF into sector programs can lead to wider influence.

In several cases, GSFF grants have leveraged premium and capitalization support from the World Bank and recipient governments through TA and other support (rather than by GSFF co-financing premiums). For instance, REPAIR leverages US\$280 million in IDA financing and US\$205 million in private risk capitalization, with GSFF grant support focused on TA to operationalize the regional climate risk fund and the operational preparedness of country delivery channels. Similarly in Indonesia, GSFF is providing TA for strengthening country systems and the design and operational set-up of a pooling fund (Pooling Fund Bencana (PFB)), which will serve as the country’s central mechanism for financing disaster preparedness and response. The pooling fund will be capitalized by approximately US\$140 million in government allocation and US\$500 million in IBRD financing.

GSFF grants are designed to facilitate substantial private capital at risk, while development partner co-financing has fallen short (EQ3.1).

GSFF grants intend to facilitate substantial levels of private capital at risk. Over 60 percent of GSFF proposals explicitly plan to mobilize or enable (re)insurance or risk capital or market-based finance, often through products placed through insurance and reinsurance markets. To date, more than US\$3.1 billion of private capital at risk has been mobilized through GSFF-supported products, of which US\$2.4 billion is associated with active sovereign risk insurance in Indonesia, as shown in Table 2.

Policies currently under design expect to mobilize another US\$100+ million in private capital at risk, and more recently approved projects also expect to mobilize substantial volumes. In Pakistan, for example, the Climate Risk Fund (CRF), co-financed by GSFF, expects to enable US\$260 million in capital at risk from private reinsurers. Similarly, REPAIR expects to enable US\$205 million in capital at risk from private reinsurers for a multi-layered regional climate risk fund.

Table 2. Private risk capital mobilized by product, country, and status

Product	Country	Active/Placed	Closed
Micro Risk Insurance	Kenya, Somalia, Ethiopia (DRIVE)	-- ^a	US\$252,846,830
Meso Risk Insurance	DRC	US\$9,000,000	
Sovereign Risk Insurance	Djibouti (DRIVE), Malawi, Mozambique	US\$48,428,000	US\$70,000,000
Sovereign Risk Insurance	Indonesia	US\$2,400,000,000	
Catastrophe Bond	Jamaica	US\$150,000,000	US\$180,000,000
Total		US\$2,607,428,000	US\$502,846,830

Source: Evaluation team analysis of data provided by GSFF Secretariat in its “Portfolio Tracker” FY25 working file.

Note: Active/placed includes some policies that have coverage close dates that have passed as of the writing of this report, but confirmation was not yet available that the instruments had closed.



^a Policies are listed as active/placed, but data on coverage levels were not yet available.

Development partners have not co-financed World Bank operations alongside GSFF, although potential for parallel or additional financing was sometimes noted. GSFF co-financed World Bank lending operations reviewed did not include project co-financing from other development partners, apart from other World Bank trust funds (see also Section 3.2). Parallel financing has sometimes been provided or anticipated. In Bangladesh, for example, the Asian Infrastructure Investment Bank (AIIB) is providing parallel financing. The structured grant review found that about a third of GSFF grant and project proposals included expectations of parallel or future financing from development partners. In Burkina Faso, for example, the proposal notes that the Danish cooperation expressed a strong interest in supporting the PPCG windows. In Indonesia, the AIIB was identified as having expressed interest in parallel financing the pooling fund for disasters. And in Malawi, the proposal expected that the government would receive some additional funds from the ADRiFi program. In another African country, a TTL explained how GSFF and the World Bank set the groundwork (through instrument placement and wider support for disaster management architecture) for a rapid, large-scale government response to a recent disaster—which further enabled other humanitarian groups to provide complementary support.

5.2. Achieving DRF results

EQ3.2: What contribution has the Facility made toward achieving DRF results in client countries around i) more and better access to disaster risk financing, ii) expanded and more inclusive coverage; iii) sustainability of financial solutions?

The evaluation assessed GSFF's effectiveness according to the LTCs and Intermediate Outcomes (IOs) defined in its ToC. These are the highest order changes to which GSFF is expected to contribute, and they map directly to the three criteria set out in the evaluation terms of reference. The assessment of GSFF's effectiveness in contributing to its three LTCs was based on a synthesis of the evaluative evidence across three sources: GSFF's results framework and wider results reporting; the evidence generated by the evaluation team through interviews and the structured grant review; and the review of wider GSFF documentation.

5.2.1. More and better access to disaster risk financing (LTC 1)

Scope: GSFF's primary goal is to support poor and vulnerable countries and people access inclusive, affordable financial instruments needed to layer and manage their climate and disaster risks. As measured in the Results Framework, an effective contribution under LTC1 relates to: the number of DRF instruments that have been put in place; the number and value of the financial instruments triggered; and the number of countries who have adopted a DRF strategy and/or key pieces of DRF legislation.



GSFF has been effective in supporting partner countries to design and implement DRF instruments. The Facility has effectively leveraged wider World Bank lending operations to improve access to DRF through:

1. Providing tailored DRF analytical, advisory and capacity support to advance DRF policy and strategy.
2. Designing, placing and co-financing DRF products.
3. Supporting the broader systems for distributing response funding, including pro-poor disbursement through ASP programs (EQ3.2 - LTC 1).

DRF instruments in place. GSFF has supported the placement of a total of 24 DRF instruments to date, with 18 currently active or placed (see box), and an additional five planned and 14 under design according to GSFF Results Framework reporting. These instruments provide countries with new and innovative ways to layer and manage their climate and disaster risk. GSFF designed many to be inclusive and pro-poor (see the box further below providing a deep dive on ASP). These instruments are also deemed affordable (during the lifetime of the grant) because GSFF has, in most cases, provided grant finance to cover initial insurance premium or contributed to establishing contingency funding. The long-term affordability of funding DRF through grant finance is addressed under LTC 3 below and more substantially in Chapter 6 on sustainability. Illustrative examples of GSFF-enabled DRF instruments and their effectiveness include:

- In **Indonesia** GSFF has supported, and continues to support, the design of three DRF instruments in a national risk-layering approach: a sovereign risk transfer parametric insurance product; a state asset insurance program; and an overall contingency fund.
- In **Malawi**, GSFF has supported the development of a contingency fund and macro/sovereign risk transfer instrument that combine to allow Malawi’s flagship Social Cash Transfer Programme (SCTP) to scale up and be used for emergency response in a way that is pro-poor and gender aware.
- In **Jamaica**, the Government used a US\$16.4 million GSFF grant to successfully expand its

GSFF-supported DRF active/placed instruments

Country	Instrument(s)
Burkina Faso	PPCG-Shock responsive
Comoros	Contingency fund
	Contingent Credit
Djibouti	Sovereign risk insurance
DRC	Contingency fund
	Meso risk insurance
Ethiopia	Meso risk insurance
Indonesia	PFB: Sovereign risk insurance
	Catastrophe bond
Kenya	Micro risk insurance
Madagascar	Contingency fund
	Contingency credit
Malawi	Sovereign risk insurance-Shock responsive social protection
	Contingency fund-Shock responsive social protection
Mozambique	Sovereign risk insurance
	Contingency fund
	Contingency credit
Somalia	Micro risk insurance

Source: GSFF Portfolio Data.

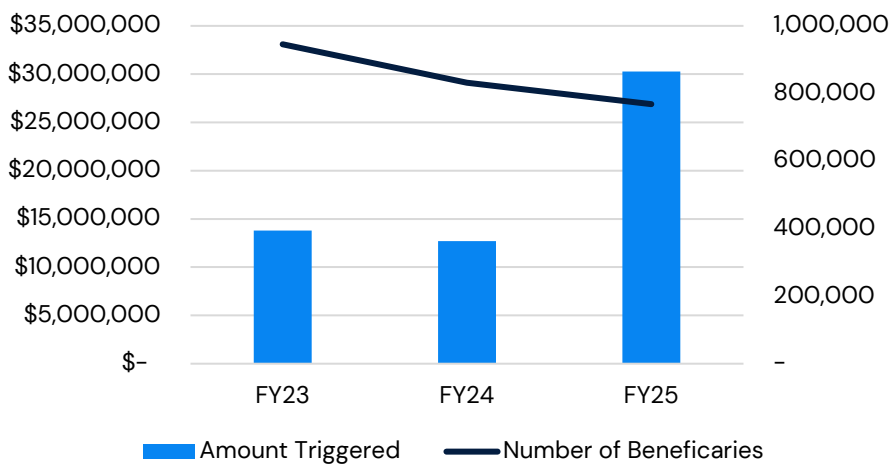




portfolio of DRF instruments, issuing a CAT Bond that provided the country with US\$185 million in coverage against tropical cyclone winds for three hurricane seasons.

Value of financial instruments triggered. Overall, 18 GSFF-supported financial instruments have been triggered over the lifetime of the Facility, according to Results Framework reporting, for a total amount triggered of US\$56.8 million.⁴³ These instruments collectively cover over 7 million notional beneficiaries, with FY25 showing the highest triggered payout to date (over US\$30 million) and the highest average payout per beneficiary (Figure 7), reflecting also the increasing number of instruments placed by GSFF.

Figure 7. Amount triggered and number of beneficiaries by fiscal year (FY) for GSFF-supported DRF instruments



Source: GSFF portfolio data working file for FY25, as provided by GSFF on June 6, 2025.

Pay-outs in Malawi and Mozambique account for the majority (US\$40.4 million) of this total value. Other funds triggered objectively tend to be reasonably small and cannot be considered systematic or transformative responses to the scale of climatic shocks and stresses, as discussed in the following section on payouts by beneficiary. Countries receiving smaller payouts include Kenya, Ethiopia, Sierra Leone, Djibouti, and Somalia. Illustrative examples of triggered funds include:

- **Malawi** experienced a drought during the 2023–2024 season, and the parametric triggers correctly reflected the situation on the ground. As a result, insurance paid out US\$6.6 million and the contingency fund paid out US\$5.3 million, benefiting an estimated 142,000 households across ten districts.
- The **DRIVE** program has triggered payouts to pastoralists from index-based livestock insurance protecting against severe drought. Recently in the October–November–December (OND) 2024 season, drought-triggered payouts totalled US\$44,037 to 13,843 beneficiaries in Kenya, US\$697,929 to 48,576 beneficiaries in Ethiopia, and US\$413,211 to 18,400 beneficiaries in Djibouti.

⁴³ Based on GSFF portfolio data working file for FY25, as provided by GSFF on June 6, 2025. The portfolio data provided indicates 16 triggered instruments, however there are an additional two instruments (micro risk insurance for Somalia and sovereign risk insurance for Mozambique) that include comments that indicate they have been triggered. The evaluation team does not have final details on the amount triggered or number of beneficiaries reached so those are not reflected in this section or in Figure 7.



Inclusive DRF strategies and legislation adopted.⁴⁴ Supporting countries to develop DRF strategies and legislation, including through policy dialogue, has been a core component of GSFF and previously GRiF. The evaluation's structured grant review found that more than two-fifths of GSFF grants aim to put in place or operationalize policies or regulations for DRF, and that two thirds of grants with available progress reporting have reported results in this area. Of these grants, however, less than one-fifth explicitly acknowledge and address gender dimensions in policy support.

In the latest reporting, three countries have adopted a DRF strategy with GSFF support (Mozambique, Indonesia, and Sierra Leone), and a further three countries (Rwanda, DRC, and Indonesia) have adopted key pieces of legislation to enable the placement of a DRF instrument.

- **Indonesia** was one of the first countries in the world to engage with DRF and in 2018 completed a comprehensive DRF and insurance strategy. This strategy informed a US\$500 million World Bank investment. As part of this, GSFF support has supported activities that lay the groundwork for the pooling fund (PFB), including development of strategic and budget plans, a risk finance strategy, budget tracking guidelines, and an environmental and social management system framework. In April 2025, a new milestone of the program was achieved with the MOF issuing a new regulation on the PFB management (PMK no. 28/2025), which enables PFB to disburse the funds for disaster activities. Currently, MOF is coordinating with the beneficiary ministries (BNPB, MOSA, MOHA, MOH) and relevant agencies (BPD LH, BNPB, Bappenas) in preparing the disbursement procedures and a clear mechanism for the 2025 budget revision within ministries/agencies' DIPA for the disbursement.
- GSFF support to **Sierra Leone's** national DRF strategy has been more recent. The government launched its National Disaster Risk Financing Strategy and Implementation Plan in March 2024. This proactive strategy aims to manage disaster risks effectively, in turn ensuring fiscal stability and supporting the recovery of both physical and human capital, which are crucial for long-term economic development.
- In **Mozambique**, similar to the support provided by GSFF in both Indonesia and Sierra Leone, GSFF funding supported the technical expertise required to develop the country's first DRF strategy which the government adopted in 2022. This has provided the foundation for the development of subsequent DRF instruments, demonstrating effectiveness in the pathway from 'money-in' DRF strategies, policies and instruments to 'money-out' triggers and disbursements. The country was the first in Sub-Saharan Africa to place a macro/sovereign insurance product on its own instead of through the regional ARC risk pool. Following Tropical Cyclone Freddy hitting the country in 2023, a US\$970,000 payout to Mozambique's disaster fund helped replenish the fund's capital.

Further details on the effectiveness of GSFF's TA support to enable the development and adoption of DRF strategies and legislation are presented in Section 4.3 on leveraging TA. Our analysis concludes that when strategically deployed and well-integrated, TA has led to institutional reforms and the adoption of national policies and strategies (EQ 2.3).

⁴⁴ GSFF defines countries designing and adopting inclusive DRF strategies and policies as an intermediate outcome (IO1) under LTC1 in the RF.



GSFF support to strengthen government DRF knowledge and capacity is a common and critical but under-acknowledged result area. A key component of improving the enabling environment for financial protection is increasing the knowledge and technical capacity of governments to put in place complex DRF instruments. Multiple World Bank task teams emphasized that the technical aspects of DRF can often be challenging for government stakeholders, including Ministries of Finance, to fully comprehend to make informed decisions. While this capacity strengthening component is not emphasized in GSFF's program ToC (see also Section 4.2 on M&R), the evaluation found that such efforts are central to GSFF's approach. The structured grant review revealed that more than 90 percent of grants aim to address government capacity constraints related to DRF, and that two-thirds of grants with results reporting demonstrated evidence of achievements in this area. As such, supporting countries to develop DRF strategies, policies and legislation should be considered a comparative advantage of GSFF, as a Facility well positioned to integrate with and leverage wider World Bank lending operations, enabling TA to be paired with recipient-executed DRF development activities by sovereign governments.

CDRFI analytics form an integral part of GSFF's support to governments in establishing priorities and implementing policy reforms for financial preparedness. Over the years, GSFF has contributed to the development and implementation of a suite of tools, data, methodologies, and frameworks designed to assist in CDRFI and decision-making. These often leverage the World Bank's comparative advantage in highly skilled TA across both its FCI and Social Protection Global and Regional Units. The various CDRFI analytics tools available have grown out of the specific questions and requirements of clients, and they provide both quantitative and qualitative insights to guide strategic decision-making processes. For example, GSFF funding also contributed to the development of a newly launched drought risk finance dashboard, drawing on experiences from countries like Senegal, as well as international expertise and consultations, which underscored the need for its creation. The GSFF-funded NextGen Drought Index Dashboard provides access to the latest and most reliable drought risk information in an easy-to-use tool for technical practitioners and decision-makers alike. Currently, the dashboard is operational in the Horn of Africa, where it is being used to support the operation of the DRIVE project. Upcoming versions will expand geographic coverage globally, whilst expanding capabilities to cover a wider range of uses.

As the country examples above have illustrated, establishing DRF policy landscape as well as developing the legislation to link instrument placement, trigger parameters, and disbursement architecture can be a long, drawn-out and complicated process. But supporting this process is essential to both genuine country-ownership, and the effective and sustainable functioning of appropriate protection strategies, as well as ultimately supporting the development of sustainable domestic markets for DRF. As such, GSFF support to countries linked to wider World Bank country operations should be seen as "different but directly complementary to" the more disbursement-focused support provided by UN agencies (including the TO support provided by GSFF to the WFP and UNICEF), which can enable very rapid disbursement but may circumvent national government DRF strategy, policy and legislation processes, often being developed in parallel and over a longer period of time.

Finally, as the ASP deep dive finds (see box in Section 5.2.3), GSFF's approach enables linking support to "money-in" DRF policy processes with "money-out" pro-poor focused legislation,



systems and processes. This is a comparative advantage that GSFF as a World Bank Facility could make more explicit as a core role.

5.2.2. Expanded and more inclusive coverage (LTC 2)

GSFF has been successful in expanding the coverage and reach of DRF instruments in eight countries to date. But the reported achievements have not been facilitated by increasing humanitarian and development organization capacities and resources, as the Facility's ToC anticipates (EQ3.2 – LTC2).

Scope: GSFF's ToC envisions extending coverage and impact of protection strategies by increasing humanitarian and development organization capacities and resources (LTC2).

While GSFF has focused on and been effective in extending coverage—as measured by active and potential notional coverage, actual beneficiaries, and timeliness of payouts—most of the reported coverage has not been facilitated by increasing humanitarian and development organization capacities and resources. Only 14 percent of GSFF projects directly contribute to increasing humanitarian resources and capacity (only in the DRC and Bangladesh), according to Results Framework reporting. The evaluation's structured grant review found that about 20 percent of grants plan to address capacity and/or resource constraints for humanitarian and development organizations, and that to-date, most reported engagements have related to including CSOs or humanitarian organizations in the design of instruments or grant implementation. Nearly two-thirds (64 percent) of program supported projects include CSOs/humanitarian agencies in the design of the instruments, according to Results Framework reporting.

The Results Framework does not define what strategies and activities are intended by “increasing humanitarian and development organization capacities and resources,” but presumably it could refer to financial/advisory support grants provided to CSOs or humanitarian agencies (i.e., transfers out. However, GSFF Results Framework reporting does not cover the support provided to the WFP and UNICEF through transfers out, despite these agencies reaching large numbers of beneficiaries through their DRF instrument disbursements. If the coverage offered by the transfer out activities were included in GSFF reporting, the beneficiaries covered and reached through response payouts would increase significantly. Given these limitations, the remainder of this section focuses on results related to expanding the beneficiaries covered by inclusive DRF instruments and ultimately reached by payouts.

GSFF reports against three key indicators of coverage and reach:

- *Active notional coverage:* Estimated maximum number of beneficiaries (disaggregated by gender) covered by or with access to pre-arranged financial mechanisms. In FY2024, this stood at nearly 51.9 million people (26 million females) but is significantly distorted by 47.8 million people counted from Indonesia. Importantly, this represents the estimated maximum number of individuals active instruments could cover regardless of the protection priority (e.g.,



people, budget, assets).⁴⁵ This calculatory methodology, which is also used by others in the DRF space, has limitations in terms of representing real-world coverage.

- *Potential notional coverage*: Estimated maximum number of beneficiaries who would be covered once instruments under design become active. This figure is based on the same assumptions above but is based on instruments that are in development but not yet active. In FY2024, this stood at nearly 9.6 million (5.7 million from Indonesia). In Uganda, for example, a US\$20 million GSFF grant is supporting two new disaster risk finance instruments that will allow Uganda's flagship public works safety net program to cover a total of 1.4 million people when there are moderate and catastrophic droughts or floods.
- *Actual beneficiaries*: Number of beneficiaries (individuals, farmers, households or businesses) who have received payouts from pre-arranged financial instruments. Although this figure excludes those benefiting from the protection of assets such as critical infrastructure, it is the most accurate representation of GSFF's coverage and reach. Since FY2023, a total of 2.5 million people have received payouts from GSFF-support instruments. Due to the pro-poor targeting of most of these instruments (see the ASP Deep Dive), it is likely that the large majority of those receiving payouts are the most vulnerable to climate shocks and stresses, although GSFF has had extremely limited impact evaluation to date to confirm the profile of beneficiaries and the impact of these payouts in terms of adaptive capacity and enhanced resilience.

GSFF does not routinely report the payout per beneficiary and policy/country, which is a critical factor. In Djibouti, Ethiopia and Kenya, for example, payment per policyholder has been small – US\$10 per beneficiary in Djibouti, US\$13 per beneficiary in Ethiopia, and only US\$1.7 per beneficiary in Kenya. These figures, taken in isolation, raise questions about the adaptive capacity and resilience benefits of the insurance to pastoralists given the likely scale of the severe drought-caused losses.

Most financial instruments triggered have paid out within agreed timelines (80 percent in FY24), according to Results Framework reporting.⁴⁶ Some grant reporting also includes information on timeliness. For example, in Malawi, a rapid feedback monitoring survey confirmed that households received payouts and noted that most households used the additional payment primarily for food consumption. In Kenya, for the OND 2–24 season, payouts were released five days after the payout announcement.

In some cases, the systems, regulations and mechanisms to link trigger to disbursement, among Ministries of Finance, line ministries, and communities, are not yet established or operational. Many GSFF grants are supporting “money out” systems that can improve timeliness of payouts; key results to date include expanding registration of households in disaster-prone areas (Sierra Leone), integrating multiple registries of formal and informal MSMEs into a centralized one (Lesotho), and improving digital platforms and operational processes for payouts (DRIVE). GSFF support for ASP systems for DRF also plays an important role in this area (see text box further below and Appendix D. ASP Deep Dive for a full deep dive on DRF for ASP).

⁴⁵ This means that if the instrument is meant to cover the cost of replacing infrastructure, the maximum payout is converted into an estimate of how many people that payout could cover based on average relief costs.

⁴⁶ Noting, however, that the indicator definition is not clear on what is measured in terms of timeliness of disbursement to whom (e.g., Ministries of Finance or ultimate beneficiaries, such as households or MSMEs).



5.2.3. Sustainability of financial solutions (LTC 3)

Overall, the evidence for the sustainable strengthening of domestic insurance markets across GSFF project countries is limited. This is due to two factors: a lack of available evidence of the processes and results by which GSFF is systematically and sustainably strengthening financial markets and, it generally being too early to expect to see systematic evidence of sustainable domestic market development in GSFF countries (EQ 3.2 – LTC 3).

Scope: GSFF's third expected LTC is that more developed and inclusive financial markets exist in countries with access to CDRFI products offered by regional risk pools and other private sector players. The sustainability of the GSFF-supported DRF instruments can be assessed according to two interrelated factors:

1. **The extent to which government partners are willing and able to continue to finance their DRF instruments**, such as through a core fiscal commitment or through proactive pursuit of other development partner funds for this purpose, once the GSFF support has finished.
2. **The extent to which inclusive financial markets offering affordable and appropriate CDRFI products are developing in these countries following GSFF support.** This includes access to more affordable and appropriate CDRFI products offered by regional risk pools and other private sector players.

In terms of the first factor, several GSFF project countries are demonstrating signs of willingness and ability to finance (and even scale up) DRF instruments following GSFF support, which is discussed further in Chapter 6 on sustainability.

On the second factor, the extent to which inclusive financial markets offering affordable and appropriate CDRFI products are developing and maturing in these countries is more nuanced. It is challenging to find discrete evidence on the extent to which domestic financial markets have been strengthened with GSFF contributions. In seven countries, representing 70 percent of GSFF-supported countries, GSFF reports that domestic insurance markets have the capacity to insure DRF products, based on measuring countries where domestic markets are expected to hold some of the risk of GSFF planned or placed products. Proportions of the risk held by the domestic market range from five percent (Kenya, Morocco) to 20 percent (Indonesia). It is not clear the extent to which GSFF products strengthen the domestic markets with these risk positions. In Mozambique, for example, the project team referred to bringing in international re-insurers to increase government access to financial capacity, given the nascent domestic market. In Kenya, anecdotal interview evidence questioned GSFF's contribution; one key informant suggested that the DRIVE program is undermining the development of a domestic insurance market for CDRFI in Kenya. Elsewhere, GSFF-sponsored targeted capacity building has aimed to strengthen the local insurance and reinsurance sector, such as in Bangladesh and Morocco, while significant results in this area have only been reported in one country, the DRC. There, GSFF support for insurance workshops and exchange visits has opened communication channels with seven insurance



companies working with the Ministry of Agriculture. Discussions are ongoing between domestic insurance companies, who have an agreed on a form of co-insurance to front risks, and the regulator, to determine the proportion of risk that can be held domestically.

In terms of CDRFI products offered by regional risk pools and other private sector players, again the evidence is limited. Both the DRIVE and REPAIR programs interact with regional risk pools – either by being implemented by one (ARC for REPAIR) or by helping to access one. While the structured grant review finds that over 40 percent of projects state in their proposals that they plan to work with regional risk pools, GSFF does not have an indicator which reports on the results of this in terms of number and value of products placed by regional risk pools. Evidence of this figure increasing over time would be a useful effectiveness and sustainability indicator.

Deep Dive on GSFF and Adaptive Social Protection

BACKGROUND

In the last five to seven years, DRF for ASP (DRF4ASP) has gained momentum, with intersections and synergies identified, designed and implemented. In essence this means coordinating and explicitly linking DRF instruments with social protection systems, with the aim of enabling these systems to be more adaptive and resilient to the increased risks and exposure to shocks and stresses caused by climate change as well as in some cases by non-climatic disasters and shocks such as the COVID-19 outbreak.

An overall DRF4ASP ToC suggests that the approach can deliver positive impacts in terms of:

- **Delivering pro-poor household and community benefits** – enabling households to better manage weather and climate-related risks whilst fostering adaptive practices
- **Protecting productive investments in specific target groups** – households, farmers, women-led MSMEs, etc.
- **Ensuring the (financial) sustainability and resilience of national shock-responsive (social protection) systems** – better linking national DRF strategies to the trigger mechanisms and disbursement systems of line ministries and humanitarian agencies.
- **Contributing to ensuring women’s empowerment as well as reaching communities in areas facing FCV** – see separate Deep Dives.

GSFF PORTFOLIO AND SOLUTIONS

Approach: GSFF is committed to maximizing the pro-poor benefits of CDRFI through DRF4ASP. The GSFF Annual Report 2024⁴⁷ explains that “A new dedicated window under GSFF will specifically focus on delivering CDRFI solutions that target the poorest and most vulnerable, such as adaptive social protection programs. This approach will help maximize the people-centered impacts of the CDRFI solutions that GSFF supports. By strategically linking CDRFI approaches with adaptive social protection programs and other shock-responsive mechanisms, GSFF-financed solutions will be rapidly and predictably mobilized for those who need them most when disasters strike.” (p. 27, GSFF Annual Report 2024)

⁴⁷ Global Shield. 2025. Global Shield Financing Facility: Annual Report 2024. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.



Portfolio: GSFF’s DRF4ASP portfolio is broad, with ASP elements in many GSFF grants, as well as in Transfers Out to WFP (as well as UNICEF and ADB), and through some of the technical work with Global Shield Partners.

RELEVANCE

GSFF-support to DRF4ASP is highly relevant: in essence because GSFF focuses on the link between “money-in” (strengthening financial protection and resilience at the national level through support to Ministries of Finance) to “money-out” (safety net payments to the most poor and vulnerable). The need for strengthened attention to targeted “money out” in DRF is underscored by the independent evaluation of ARC (2022), which found that none of its last four drought responses reached beneficiaries within a sufficiently timely manner.⁴⁸

GSFF support to DRF4ASP leverages GSFF’s unique advantages as part of the World Bank. GSFF has a unique position integrating DRF4ASP into in-country Bank and recipient country strategy, policy and processes – in essence this unique position relates to aligning World Bank operations with national DRF4ASP stakeholders, particularly aligning Ministries of Finance (responsible for DRF strategy and policy) with line ministries (responsible for ASP strategy, policy and disbursement).

EFFECTIVENESS

Overall effectiveness: GSFF has effectively delivered results on DRF4ASP with particular emphasis on GSFF’s role and focus on:

- Using GSFF grant finance to complement wider World Bank operational lending to advance DRF4ASP approaches
- Supporting and building the capacity (financial resilience and sustainability) of national ASP systems – linking money-in to money out.
- And to a lesser extent at present, focusing attention on the ‘delivery elements’ of DRF – trigger and disbursement mechanisms

Value and effectiveness of DRF4ASP to vulnerable households and communities: There is a lack of evidence available on the ultimate effectiveness and impact of DRF4ASP in terms of the benefits of payouts to vulnerable households and communities. Following a trigger event, GSFF generates no impact framework reporting or ex post evaluative evidence assessing the accuracy of the targeting, the scale of the payouts relative to the extent of the losses suffered, or the speed at which beneficiaries received payouts. This is a significant evidence gap which undermines the accurate assessment of the effectiveness of GSFF’s DRF4ASP work.

Complementarity with the Transfers Out: Both the TOs to UNICEF and the WFP have supported and enabled extensive funding for DRF4ASP programming by these UN agencies. Both UNICEF and WFP play different yet complementary roles in the DRF4ASP sector. While GSFF is well placed to work through government systems – putting place and aligning DRF4ASP strategy and policy, WFP and UNICEF’s comparative advantage relates to speed of response from trigger to disbursement (money out based on existing in-country registries and disbursement systems, often outside of government systems). GSFF could integrate more explicitly with and add value to the DRF4ASP elements of the Transfers Out – particularly focusing on the complementarity between the respective comparative advantages of each entity.

⁴⁸ Hillier, D. et al. 2022. Independent evaluation of the African Risk Capacity. InsuResilience Global Partnership. Available at: <https://www.insuresilience.org/publication/independent-evaluation-of-the-african-risk-capacity/>.



Deep Dive on GSFF in Fragile, Conflict, and Violence-affected Contexts

Background. FCV amplify vulnerability to climate and disaster shocks. FCV countries are three times more likely to experience extreme weather annually, with average disaster-related gross domestic product (GDP) losses four times higher than in other countries. Weak institutions, political volatility, and insecurity create significant obstacles for DRF, where “one-size-fits-all” approaches often fall short.

GSFF identified FCV as a thematic priority in alignment with the World Bank’s Strategy for Fragility, Conflict, and Violence (2020–2025) and the Global Shield against Climate Risks’ goal of providing more and better pre-arranged protection against climate- and disaster-related risks in vulnerable countries. GSFF grants provide financing and TA to strengthen disaster preparedness in fragile environments, while GSFF Secretariat plays a technical leadership and advisory role within the World Bank on DRF in FCV settings.

Portfolio and Solutions. GSFF has approved grants in four FCV countries (Burkina Faso, Somalia, Mozambique, and the DRC), while regional programs DRIVE, REPAIR, and West Africa Food System Resilience Program (FSRP) cover FCV settings in Ethiopia, Somalia, Comoros, Mali, and Niger. Notably only Somalia among the Global Shield priority countries is considered a fragile- or conflict-affected state, according to the World Bank. Instruments supported in these locations include:

- *Burkina Faso:* Shock-responsive PPCG, de-risking US\$174 million in loans for MSMEs, women entrepreneurs, and farmers during crises.
- *Somalia:* Contingent financing linked to the social protection system.
- *Mozambique:* Sovereign risk insurance for cyclone/drought and a contingency fund.
- *DRC:* Parametric insurance for agriculture and a contingency fund.
- *Regional programs:* Microinsurance for drought (Somalia and Ethiopia via DRIVE), contingency funds, contingent credit, and sovereign risk insurance (Comoros and Mozambique via REPAIR), and regional food security risk financing (Burkina Faso/Mali/Niger via FSRP).

GSFF grants also provide TA to build government capacity, strengthen financial and insurance markets, conduct feasibility studies, and develop DRF policies and strategies. To better address their DRF needs, GSFF Secretariat is exploring development of a dedicated window for FCV countries, with a focus on ASP.

Approach and Relevance. Delivering DRF in FCV settings is challenging given security risks, weak government capacity, and access constraints. GSFF adapts their work to the local context and develops partnerships with NGOs, UN agencies, and private sector actors that can help reach beneficiaries in insecure areas and build trust on the ground. GSFF plays a critical role in FCV settings as a facilitator and broker—supporting collaboration, innovation, strengthening of risk data and analytics, and institutional development. It also provides financial support for premiums and capital to de-risk and expand access to credit and insurance products, helping countries strengthen preparedness in complex and fragile environments.

GSFF’s support to co-finance DRF instruments and deliver Bank-executed TA are highly relevant in FCV settings, adding value via:

- *De-risking and facilitating private investment and financial services access in high-risk settings:* GSFF’s large IDA-linked investments and grant-based operations allow it to support financial and insurance market development at scale, even in areas where other finance may not be readily available.



- *Funding TA and strengthening enabling environments:* GSFF grants, particularly via Bank-executed TA, strengthen DRF capacity among government ministries and partner stakeholders and develop strategies and regulatory conditions for DRF.
- *Convening power and ability to leverage partnerships to reach the most vulnerable:* Partnerships leveraged by GSFF support (both via Bank grants and out-transfers) help bring DRF products to hard-to-reach or insecure areas. For example, DRIVE is working with partner ZEP-RE via their local networks in Somalia and Ethiopia to provide insurance to pastoralists in areas of active conflict.
- *Flexibility in DRF product structuring to allow countries to address critical financing needs when crises arise.* In Mozambique, for example, the GSFF-financed sovereign risk insurance premiums that support the national disaster management fund (DMF) helped the government facilitate an early response to the 2018 humanitarian crisis in Cabo Delgado.

Key Results. GSFF grants in FCV contexts have increased DRF access in some of the most vulnerable countries and communities worldwide, though projects faced challenges reaching last-mile beneficiaries and ensuring sustainability of grant-funded efforts. Key results include:

- *Expanding DRF access:* The DRIVE project provided drought insurance coverage to over three million pastoralists in countries including Somalia and Ethiopia, delivering policies via digital accounts and in remote areas where people had been excluded from financial systems. Based on demand and this success the program is considering expansion to other countries.
- *Strengthening partnerships for analytics and delivery:* Collaborations bring in expertise and capacity that go beyond traditional government channels and help GSFF deliver results in challenging environments. In Burkina Faso, GSFF engaged with AfDB and ARC for diagnostics and WFP for in-country delivery, leveraging parallel weather index insurance work. GSFF supported technical partnerships to expand understanding of complex risks and compounding crises, via the use of European Space Agency data under the Crisis Risk Finance Analytics (CRFA) initiative to strengthen analytics for pre-arranged finance in DRC.
- *Building Institutional capacity:* Government engagement and GSFF-supported legislation strengthen national DRF capacity and systems, and, in the case of Somalia's Takaful Bill, allow countries to start to govern DRF and move beyond reliance on humanitarian support.

In terms of sustainability, despite gains, political volatility, funds availability, and weak governance threaten DRF continuity in FCV settings. Some instruments (e.g., Burkina Faso's PPCG) faced risk of early termination due to concerns of fund misuse.

Lessons Learned. The following lessons can be drawn from GSFF experience:

- *Partnerships are essential.* Non-governmental actors are critical for delivery in insecure areas. Increased partnership with these actors could expand coverage.
- *Creative delivery models can help overcome persistent access barriers.* Mobile money and social protection-linked delivery models can extend reach of DRF instruments to areas where banks and insurers don't reach.
- *Political volatility can undermine or slow capacity building.* Sustained TA and engagement across multiple ministries, paired with NGO involvement, can help institutionalize knowledge.
- *Data and risk analytics enable DRF in contexts of complex crises.* Investments in crisis risk modeling (e.g., CRFA in DRC) are vital to inform product design in dynamic contexts.
- *Sustainability requires long-term support.* Multi-phase financing, cost-sharing on premiums, and robust oversight are needed to enable continuity beyond GSFF grants.



5.3. Addressing gender equality and inclusivity

EQ3.3: To what extent do GSFF-supported solutions address the Bank's gender equality and inclusiveness ambition?

Climate hazards and disaster events exacerbate gender inequalities, with women and children often facing increased risks to health, safety, and livelihoods. In addition to having limited access to financial services, women are often excluded from DRF decision-making processes, which can lead to ineffective and inequitable outcomes that inadvertently reinforce damaging norms and reduce community resilience.⁴⁹ However, women are not only vulnerable; they are often leaders of their households and involved in decision-making and financial management. As such, effective DRF strategies must incorporate gender considerations at all stages of design and implementation to help ensure the unique and varying needs of women are accounted for.

GSFF has deepened strategic attention to gender equality and inclusion but has so far only partially delivered on its Gender Strategy (EQ3.3).

GSFF has deepened its strategic attention to gender equality and inclusion in the past several years. In the transition from GRiF to GSFF, the Secretariat developed a GSFF Gender Strategy, which articulates its commitment to gender-sensitive approaches to DRF in alignment with the Global Shield⁵⁰ and World Bank⁵¹ priorities. The GSFF strategy includes four key priorities: embedding gender considerations in systems and processes, increasing gender knowledge and capacity, forging collaborative partnerships, and contributing to global public goods. Expanded and dedicated gender staffing during this period facilitated strategy development, as well as other key developments, such as new gender knowledge products, training curricula, and partnerships.

To date, GSFF has partially delivered on its Gender Strategy. Gender considerations have been effectively embedded in systems and processes, including the:

- Grantmaking process—through requesting specific information on gender in the grant proposal template, including gender in the technical review criteria for appraising proposals, and ensuring review of grant proposals by a gender expert in the GSFF team.
- Grant reporting process—through including specific questions and tags for gender in the task team annual report template.
- Results framework—through the inclusion of gender markers on specific indicators.

However, other priorities on knowledge and capacity building, partnerships, and global public goods have received uneven attention. The Gender Strategy prioritizes connecting DRFI teams to gender-focused resources, experts, and knowledge in order to expand capacity to design and

⁴⁹ Centre for Disaster Protection, 2025. Three feminist principles disaster risk financing should incorporate. Available at: <https://www.disasterprotection.org/blogs/three-feminist-principles-disaster-risk-financing-should-incorporate>.

⁵⁰ The Global Shield promotes an inclusive, gender-responsive process to develop pre-arranged DRF that increases protection for vulnerable people and countries ("Vision & Mission," n.d.). Global Shield against Climate Risks. Accessed August 20, 2025. Vision & Mission. Available at: <https://www.globalshield.org/about/vision-mission/>.

⁵¹ Gender equity is a priority for the World Bank, as articulated in its 2024-2030 Gender Strategy.



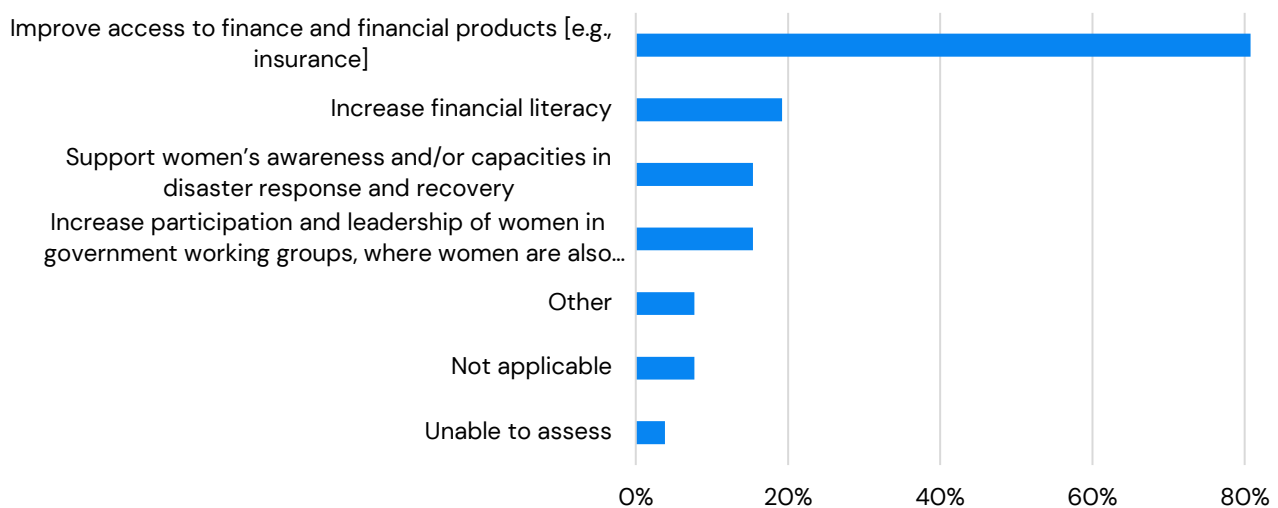
implement project activities that will contribute to closing gender gaps. Highlights include the knowledge guide on “Incorporating Gender in Disaster Risk Financing and Insurance (DRFI) Projects,” and a one-time training on gender integration hosted in collaboration with Georgetown University. Yet, this support has been bounded rather than ongoing. Similarly, the Secretariat initiated a promising partnership with the InsuResilience Centre of Excellence (CoE) on Gender-smart Solutions, an entity that has a broad set of trainings, knowledge products, and guidance on gender integration into CDRFI products. But in practice, the CoE-GSFF partnership has been halting; there are monthly calls and initial plans for joint products, but these have not yet been developed. While a memorandum of cooperation with the CoE was drafted, concrete outputs remain limited, with interviewees highlighting challenges of joint prioritization as the roadblock. Many interviewees pointed to staffing considerations to explain partial implementation. Reliance on short-term consultants brings technical depth to GSFF Secretariat’s project support, yet presents challenges in terms of continuity and in-roads with operational teams. Outside the GSFF Secretariat, interviewees noted that the global unit within which GSFF Secretariat sits does not have a gender focal point, which limits opportunities for reach-back and institutional continuity.

Strong examples of gender-responsive design are found in the GSFF-supported solutions, while opportunities exist to enhance attention to women’s agency and engagement in DRF processes (EQ3.3).

Many GSFF grants include women as beneficiaries, but fewer are designed to enhance women’s agency and involvement in DRF processes and decision-making. The GSFF Gender Strategy prioritizes gender sensitive approaches to “systematically addresses DRFI-related gender differences and gaps” and “enhance outcomes for women in disaster preparedness and recovery.” Nearly all GSFF proposals feature gender-sensitive design elements, although most of these focus on improving women’s access to DRF through including them as beneficiaries of placed instruments, as shown in Figure 8. Far fewer grants aim to increase women’s financial literacy or strengthen women’s capacities in disaster response/recovery or involve women in DRF-related decision-making. As noted in the previous section, few grants plan to support DRF-related policies or strategies that acknowledge and address gender dimensions. More than half of grants note they will draw on an existing gender analysis or plan to undertake one during design, but limited information is available on whether these gender analyses include elements specific to DRF.



Figure 8. How GSFF grants plan to benefit women



Source: Evaluation team's structured grant review.

Reporting on GSFF grants' gender results is uneven and largely limited to gender-disaggregated beneficiaries. Most grants have gender highlights in the FY2024 Annual Report, but what is reported varies across projects, with many listing only the number or percentage of female beneficiaries. In individual grant reporting from task teams, only eight out of 15 reports in FY2024 include gender-related highlights of any kind or indicators of gender components to support risk analytics, strategy & legislation support, or knowledge & learning and only three reports indicate inclusion of gender considerations in DRF payout processes. In these three reports, payout considerations go beyond reporting the number of women beneficiaries and include setting targets on the size of loans for women to close historical gaps in loan size between genders (Pakistan) and targets around financial literacy training for women and capacity building for delivery partners to help them provide support to women during payout processes (DRIVE).

Some GSFF grants provide examples of strong gender equity and inclusion results. The structured grant review revealed examples of GSFF grants delivering strong results related to inclusion in DRFI mechanisms. In Burkina Faso, for example, over 5,500 women-led small and medium sized enterprises are covered by the PPCG mechanism. In Indonesia the percentage of female management staff appointed in the PFB is at 60 percent, up from zero. These results indicate that GSFF is leading the way in advancing gender equity and social inclusion in DRF, though opportunities remain for deepened attention and improved reporting.

Transfers out show evidence of additional benefits to women and other marginalized groups, including children. Beyond World Bank-implemented grants, transfers out to ADB, UNICEF, and WFP have catalyzed increased inclusion of women and girls, youth, children, and mothers in the design and delivery of CDRFI instruments. Support to ADB provided TA on heat stress and its impact on women, leading to development and launch of parametric heat insurance products specifically targeting women. Transfers to UNICEF supports a program that brings a child lens to CDRFI, as children are often those that face the greatest losses in the face of climate-induced disasters. After piloting child-responsive cyclone parametric insurance products in eight countries that provided protection for 13.5 million children, women, and other vulnerable populations in the



first year alone (2023), the Today and Tomorrow Initiative has now become a signature UNICEF program that they are looking to expand.⁵² The team are preparing case studies that highlight gender integration in CDRFI to further share lessons learned.

⁵² UNICEF. 2024. Year 1 Results of the Today & Tomorrow Initiative. Available at: <https://www.unicef.org/documents/year-1-results-today-tomorrow-initiative>.



6. Sustainability



This chapter focuses on the extent to which GSFF’s interventions lead to sustained net benefits for target beneficiaries. First, it considers how and in what ways GSFF supports sustainable DRF solutions, building an understanding of what sustainability means in the GSFF context derived from GSFF’s ToC. Second, it looks at the evidence for and likelihood that observed results are likely to last. With just 11 percent of grants closed, this chapter focuses primarily on the likelihood of sustainability, including GSFF strategies to enhance sustainability.

6.1. Understanding sustainability in the GSFF context

EQ3.4 How and in what ways do GSFF supported solutions support sustainable disaster risk finance solutions?

Sustainability in the GSFF context can be understood by interrogating GSFF’s ToC as set out in the GSFF Operations Manual (2024) and MEL Framework (2024). The ToC helps define sustainability in the GSFF context at two levels: intermediate outcomes and LTCs.



Sustainability through GSFF support primarily relates to two complementary pathways: strengthening the broader enabling environment for DRF and extending DRF coverage and ensuring continued resources for DRF (EQ3.4).

At the **intermediate outcome (IO) level**, sustainable solutions are anchored in enhancing government capacity and the policy landscape to effectively DRF instruments and solutions to more effectively manage climate risk, improving partnerships to underpin ongoing DRF support, and strengthening domestic financial markets for DRF. More specifically, sustainability in the GSFF context of these intermediate outcomes is understood as:

- *Working with partner countries at varying degrees of readiness to build sustainable capacity to design and adopt inclusive DRF strategies and policies (IO1).* Sustainability in this context relates to two complementary pathways: supporting partner country governments to understand, design, institutionalize and operationalize national DRF strategies and policies; and, building sustainable DRF capacity in government agencies to deploy DRF instruments and solutions to more effectively manage climate and disaster risk.
- *Greater coordination among World Bank, governments, CSOs, and humanitarian partners working on CDRFI at technical and operational levels (IO2).* Sustainability in this context relates to establishing, formalizing and institutionalizing coordination between a range of partners working on CDRFI—both within countries and between countries. The primary pathway for GSFF relates to in-country coordination between the World Bank and partners governments, with CSOs and humanitarian only being coordinated at the later operational stage.
- *Domestic financial markets for CDRFI are sustainably strengthened and scaled (IO3).* Sustainability in this context relates to the combination of GSFF supporting a more enabling environment for DRF, which in turn encourages domestic markets to develop and offer innovative, appropriate and affordable DRF products and solutions. Intermediate outcome 3 is enabled by intermediate outcomes 1 and 2 above.

Sustainability of **LTCs** is largely rooted in exit strategies for long-term financing of DRF—such as through the government’s own balance sheet, public-private partnerships, private sector, or other development partners. LTCs are changes which are beyond the direct sphere of control of GSFF but to which GSFF intends to make a credible contribution. Sustainability in the context of the three LTCs is understood as:

- *Countries [sustainably] access inclusive, affordable DRF instruments (LTC 1).* LTC 1 sustainability assumes that GSFF can demonstrate the value of DRF to such an extent that government partners are willing and able to continue to finance their DRF instruments, either through their own budgets as a core fiscal commitment or alternatively from other sources, including development finance, once the GSFF grant support (which often focuses on subsidizing initial premiums or capitalization) has finished. This is a core assumption at the heart of GSFF’s ToC which defines the value—and sustainability—of GSFF’s program of work.
- *DRF instruments sustainably extend coverage and financial protection to the most vulnerable (LTC 2).* Sustainably increased coverage is a function of both LTC 1 – longer-term financing commitments to DRF, and the intermediate outcomes outlined above, particularly IO1 relating to the design and implementation of national DRF strategies and policies. Implicit in LTC 2



sustainability are assumptions that extended coverage is both well targeted at the most vulnerable, trigger events lead to timely payments, and that disbursement systems are well established and functioning. These are significant assumptions that are discussed in Section 6.2 below.

- *Domestic markets develop for CDRFI products (LTC 3)*. This includes access to more affordable and appropriate CDRFI products offered by regional risk pools and other private sector players. LTC 3 is the ‘highest order’ sustainability outcome as it essentially refers to the sustainable long-term function of DRF markets in partner countries and regions. As an LTC, it is only feasible to assess GSFF’s contribution to the likely future trajectory of CDRFI market development.

6.2. Likelihood of sustainability

EQ4.1 How sustainable are the outcomes achieved (for example, the capacity built and DRF strategies developed) through individual grants likely to be, and what design features or measures have been incorporated at the project level to ensure long-term impact?

This section begins with a synthesis of GSFF project design features or measures that are intended to help ensure sustainability and then looks at the likelihood of sustainability, primarily based on intermediate outcome-level evidence, and what this means for the likely trajectory towards sustained LTCs. The relationship between these measures and system-level sustainability is complex and can only be assessed through ex post impact evaluation.

GSFF grants demonstrate four main strategies to enhance long-term impact: embedding work in national programs and strategies, fostering strong partnerships, building institutional capacity, and focusing on financial sustainability (EQ4.1).

Many grants emphasize the importance of embedding GSFF activities in broader national programs and/or development strategies, thereby enhancing country ownership and the likelihood that interventions and benefits persist beyond the life of the GSFF grant. Interviewees emphasized that sustainability prospects will be improved by embedding DRF in broader systems-building efforts, such as improving social protection delivery channels or integrating DRF into public financial management, rather than focusing solely on one-off instruments. For example, in the DRC, the GRiF grant is integrated into the 15-year National Agriculture Development Program operation, with institutional arrangements designed to remain operational well beyond the GRiF funding timeline. Similarly, the GRiF grant to Sierra Leone is helping to institutionalize contingent financing by programming it directly into the national budget, representing the first time emergency response funding has been embedded in the country’s fiscal planning.

Strengthened capacity and strategic partnerships are oft-mentioned GSFF grant strategies for long-term impact, though challenging to maintain over time. As noted earlier, GSFF frequently invests in strengthening institutional capacity through TA, training, and systems development, with the intention of developing and retaining expertise and operational readiness



within government agencies and local institutions. Task team interviewees especially highlighted the importance of dedicated institutional arrangements for DRF (e.g., working across multiple line ministries and other responsible agencies) and in knowledge transfer to local experts, to ensure that technical capacity remains in country after grants close. Numerous interviewees also noted that national capacity in key counterpart ministries can be hard to maintain, with capacity frequently lost as people change roles; counterparts tend not to stay in positions long enough to see out a full policy or strategy cycle from inception through to legislation and operationalization.

GSFF grants often include design elements to reduce long-term reliance on external funding, reflecting perceptions that financial sustainability is a significant challenge. Across most GSFF countries, sustainability is challenged by governments' limited fiscal space and reliance on donor funding for DRF products. Several interviewees further explained that government support, and particularly public budget support, for DRF can be highly influenced by changes in government administration and other political economy factors. Supportive factors include dialogue rooted in public policy and with ministries of finance and other public agencies that take decisions on government spending. For some key respondents, the notion that governments would start self-financing premiums after receiving a few years of grant subsidization is "wishful thinking," especially in low-income countries. Climate justice considerations related to increasing governments' indebtedness to finance DRF were also raised by some respondents.

Several GSFF grants are incorporating cost-recovery models, self-financing instruments, and fiscal policies to ensure continuity. In Burkina Faso, for example, the crisis response window is structured to cover its own costs through interest earnings and commissions. Pakistan's CRF includes seed capital investments, an insurance backstop, and participation fees to grow its liquidity reserve. Rwanda's bridge lending window charges interest to cover operational costs, with a phased transition toward full government financing of insurance premiums. Morocco's Solidarity Fund is supported by a one percent parafiscal tax on property insurance policies, generating approximately US\$20 million annually, which is enough to cover average losses and running costs. In Costa Rica and the Philippines, projects are designed to gradually transition from subsidized premiums to government-financed or self-financed models, helping countries internalize the cost of risk financing and reduce dependence on donor support over time.

Overall, there is room for improvement in terms of attention to sustainability and exit planning in GSFF grant design and implementation. The structured grant review should that 60 percent of approved grants have a basic plan in place for future allocation of resources towards financial protection and declining subsidy, while just 40 percent have a clear exit strategy with a high likelihood of sustainability. The annual task team reporting form does not include any prompts on exit planning or sustainability, limiting GSFF insight into risks for achieving long-term impact and, as noted in Section 4.2 on M&R, no grant completion reporting is required in the GSFF system that would enable reflection on likelihood of sustainability at grant closure.

Several countries are demonstrating signs of willingness and ability to continue financing (and even scale up) DRF instruments following GSFF support (EQ 4.1).



Countries (sustainably) access inclusive, affordable DRF instruments (LTC 1). At least four of GSFF's project partner countries (Indonesia, Jamaica, Mozambique and Sierra Leone) demonstrate early but positive signs that GSFF support has successfully contributed to strengthening government ownership and commitment to sustainably finance (and even scale up) effective DRF instruments. Examples from Jamaica, Mozambique, and Malawi also show that initial grant funding can build confidence and technical know-how, leading to longer-term adoption and integration of DRF into national strategies. Assessments in project completion reports also suggest that several of the sustainability strategies being designed into GSFF grants may be effective—including strengthening government ownership and institutional capacity and embedding interventions in national programs and systems. For instance:

- GSFF/GRIF has been working with the Government of **Jamaica** since 2019. In 2021, Jamaica issued its National Natural Disaster Risk Financing Policy 2021–2026, which introduced a comprehensive and layered DRF approach that built on the multiple financial instruments the country already had in place: contingent funds, contingent credit lines, and insurance coverage provided by CCRIF. Jamaica also worked with the World Bank to develop the first-ever CAT bond in a Caribbean SIDS that provides coverage against tropical cyclone winds. A US\$14.9 million grant from GSFF covered the cost of placing the CAT bond, including premium subsidies, and an additional US\$1.4 million covered start-up costs. No pay-outs were triggered under the original CAT bond, which was designed to address Jamaica's financial protection gap related to severe tropical cyclone events occurring one in 20 to one in 100 years. In April 2024, Jamaica chose to renew the CAT bond, covering the majority of the costs for renewal from its own government budget. The renewed CAT bond will provide US\$150 million in coverage over the next four hurricane seasons. Evidence from the Completion Report through interviews suggests that *"The renewal of the Cat Bond by the GoJ via (almost entirely) their own funds, validates the relevance, efficacy, and efficiency of the Project. The Cat Bond renewal also demonstrates that the Project provided institutional strengthening to the MoFPS by enhancing their technical capacity and financial willingness to expand their participation in the Cat Bond market."* (Jamaica ICR, p. 11)
- The ICR for GSFF's support in **Mozambique** paints a similar picture in terms of Government buy-in to and ownership of the DMF, only in the case of Mozambique payouts have been made. The ICR concludes that *"At closure, a total allocation of US\$78.15 million had been made to the DMF (of which US\$45.15 million was from the GoM [Government of Mozambique] and US\$31 million from the Bank against achieved results), against an initial target of US\$10 million. This overachievement does not appear to reflect an overly conservative target; rather, the frequency and intensity of disaster events early in implementation strengthened the Government's perception of the usefulness of the DMF and motivated the high contributions. Furthermore, this Fund was operationalized quickly and was regularly used."*⁵³
- In **Sierra Leone**, initial GSFF support focused on completing the national Disaster Risk Financing Strategy, which was approved by the cabinet in March 2024. According to the GSFF Annual Report 2024 (p. 100), the Minister of Finance has stressed the importance of the activities

⁵³ The World Bank. 2024. Mozambique, Implementation Completion and Results Report, p 7. Available at: <https://documents1.worldbank.org/curated/en/099121924121524556/pdf/BOSIB-37aa7145-a34f-4d7a-8ca0-223edab81f79.pdf>.



outlined in the strategy implementation plan, suggesting they could serve as qualifying prior actions that would make Sierra Leone eligible for future World Bank Development Policy Financing projects. This indicates a commitment to establishing the sustainable financing of DRF through development finance. Sustainability was a key objective of GSFF support by integrating the contingent financing directly in the government budgeting process. This will be the first time that the Government of Sierra Leone will have a funded and programmed an IDA budget line dedicated to financing emergency response, in this particular case by scaling up the social safety net. This is the budget line through which IDA funds will flow in the event of a disaster or crisis. This would serve as a proof of concept for the government to systematically plan for emergencies through their national budgeting process.

DRF instruments sustainably extend coverage and financial protection to the most vulnerable (LTC 2). Several factors combine to make assessing the sustainability of extended coverage and financial protection challenging. As noted earlier, there is a significant conceptual and evidential disconnect between the greater coordination of stakeholders working on CDRFI (outcome) and operational DRF instruments extending coverage and financial protection to the most vulnerable (impact). Therefore, any link between improved coordination among CDRFI partners enabled by GSFF and the sustainability of extended coverage and financial protection of the most vulnerable is relatively tenuous.

Impact or ex-post evaluation would be needed to understand the benefits of extended coverage and financial protection for vulnerable people (see also Section 5.2), as well as the sustainability of those benefits. Limited evidence or assessments have been produced by GSFF to date on the benefits (outcome or impact level results) of increased coverage, or whether or not these benefits (e.g., increased resilience or reduced vulnerability as a result of receiving a payout) have been sustained. In Kenya, for example, one interviewee suggested that a key marker of the success of the index-based livestock insurance is the number of pastoralist policyholders who are seeking to take out policy renewals using their own funds. In general, however, it seems unlikely that coverage and protection will be sustainably extended beyond the lifecycle of GSFF in countries beyond those who have made a clear commitment to financing DRF instruments.

More developed and inclusive financial markets exist for CDRFI products offered by regional risk pools and other private sector players (LTC 3). The results relating to GSFF's contribution to CDRFI market development, including the role of the regional risk pools, are presented in Section 5.2. LTC 3 is a long-term impact for which there is currently limited evidence of results, which further constrains the evaluation's ability to make an over-arching sustainability judgement. Sustainability of CDRFI financial markets is likely to be shaped by a complex confluence of factors, the majority of which are well beyond GSFF's direct sphere of control and well beyond GSFF's current lifecycle.



7. Conclusions and Recommendations



This chapter builds on the evidence and findings presented in the rest of the report. First it presents a set of conclusions on GSFF’s overall performance, and then it makes recommendations to enhance GSFF’s management, operational performance, and strategic positioning within the evolving global DRF landscape.

7.1. Conclusions

- 1** GSFF activities have been relevant to the financial protection and resilience needs of vulnerable countries and people. While GSFF activities have complemented other initiatives to date, an evolving DRF landscape presents opportunities to deepen coherence, building on the Facility’s strategic position in the World Bank.



GSFF's activities and grants have been strongly aligned with trust fund objectives to strengthen financial protection and resilience in vulnerable countries. Most grants have also been well-targeted to benefit poor and vulnerable people. The Facility has pioneered innovative DRF solutions, integrated into national programs, with substantial analytical and diagnostic work underpinning technical design. GSFF's activities and grants have addressed the DRF needs of vulnerable countries, while also enabling sufficient flexibility to adaptively manage changing needs during implementation.

GSFF support in FCV contexts has been especially relevant for increasing DRF access in some of the most vulnerable countries and communities worldwide and enhancing collaboration with humanitarian and CSO partners. Expanding such support faces a potential strategic tension between donor-expressed support for GSFF to prioritize Global Shield countries and to work in FCV contexts, with Somalia being the main country currently where meeting both priorities is possible. Emerging focus on the linkages between ASP and DRF is also seen as highly relevant. Both thematic areas leverage the comparative advantages of the World Bank, working through government ministries to build sustainable systems, and across Bank corporate units and priorities to deliver integrated support.

GSFF grants have been designed to complement other DRF support in its target countries, including both World Bank and external DRF initiatives. Within the World Bank, GSFF plays a complementary role to other World Bank programs by focusing on downstream implementation of pre-arranged finance, although there is room for more deliberate sequencing and coordination among World Bank DRF programs. In the broader global DRF landscape, GSFF occupies a distinct and strategically valuable niche as one of the most comprehensive DRF programs in terms of scale, scope, and technical offerings. Its integration with the World Bank system allows it to deliver not only premium and capitalization financing, but also crucial TA, analytics, and policy support, linked to and influencing broader sector programs. As DRF initiatives—both within and outside the World Bank—continue to evolve, continued attention to more explicitly defining GSFF's strategic niche and ensuring strategic coherence with other programs, especially FRLD, will be important.

2 GSFF has evolved its operational processes and activities to match its updated vision. Greater flexibility and transparency would enhance GSFF's engagement with Global Shield country-level activities, working within the Bank's operational framework and policies.

GSFF has significantly adapted its operational processes and activities to transition from GRiF to GSFF. These changes are evident throughout the Facility's work, such as in the updated ToC and Results Framework, revisions to the country grant selection criteria to prioritize Global Shield alignment, growing support for Global Shield countries, use of global analytical and advisory resources to support strategic partnerships with humanitarian organizations and Global Shield countries that may not be positioned for a full-scale World Bank DRF lending operation, new staff roles as focal points for Global Shield ICPs, and increased emphasis in funded grants on comprehensive and integrated financial protection packages—as well as the successful operationalization of the transfer out mechanism for UN and humanitarian partners.



GSFF has played a meaningful role in advancing the overall objectives of the Global Shield initiative, while working within the Bank's operational framework and policies. GSFF has facilitated active participation in country ICPs, although with variation across countries in both process and outcomes. The effectiveness of GSFF's engagement is shaped by the World Bank's own country relationships and programming processes, which GSFF must comply with as a World Bank trust fund. How effectively GSFF engages is also shaped by parameters of the ICP itself, such as the selection of the lead agency, country capacity and ownership, and timelines. The differences in how the World Bank and ICP operate have led to situations where the RFS includes existing GSFF allocations. This has in turn sometimes led to confusion among country stakeholders about GSFF's role, perceptions that GSFF is insufficiently responsive to country needs as expressed through ICPs, and calls for greater flexibility and transparency.

3 GSFF has been well-managed but staffing constraints hinder the Facility's ability to realize its full potential.

GSFF's governance arrangements, Secretariat structure, and operational procedures have matured and now effectively support program operations and management. The Secretariat has an appropriate mix of technical and fiduciary expertise, and coordination between responsible units has improved, resulting in clearer roles and more efficient processes. The Facility's M&R system has been strengthened and produces useful information, although its indicators are more oriented towards near-term results. There are also opportunities to better capture results and support learning, as well as refine GSFF's ToC and Results Framework to better reflect actual results and impact pathways.

Persistent capacity constraints—especially limited staff and heavy reliance on short-term consultants—inhibit the Facility from realizing its full potential. The Secretariat is fulfilling its core responsibilities, but staff are increasingly overstretched, including given increased responsibilities in the evolution from GRiF to GSFF, missing opportunities for more systematic and strategic approaches. This is especially evident in the partial implementation of initiatives such as the Gender Strategy and the lack of systematic practice of reflective learning and knowledge sharing, drawing on experiences in GSFF's robust and pioneering portfolio.

4 GSFF has been highly effective in designing DRF solutions, leveraging its unique advantages of combined technical and grant-based financial support, World Bank operational linkages, and long-term government partnerships. These strengths can be further enhanced by greater attention to these solutions' benefits and sustainability.

GSFF has been highly effective in supporting the design of DRF solutions, influencing World Bank lending and country programs, and facilitating private capital for DRF initiatives. The Facility has enabled the design and placement of many innovative DRF instruments, expanded access to financial protection targeting poor and vulnerable populations, strengthened the knowledge and technical capacity of country governments around DRF, and contributed to the adoption of national DRF strategies and policies. GSFF's ongoing and grant-based support has catalyzed government uptake of DRF, including in IDA countries and FCV contexts. In several cases, large DRF lending operations were facilitated by GSFF engagement setting the groundwork through proof of



concept and policy dialogue, and providing grant resources for technical assistance, policy support, and transaction costs. GSFF's contributions to strengthening domestic insurance and financial markets are less evident and still emerging, due partly to the weak indicators in this area and partly to the longer-term nature of these changes.

GSFF has limited evidence of the impact of its DRF work on ultimate beneficiaries, such as adaptive capacity and resilience benefits for local communities and MSMEs, after instruments are placed and triggered. This makes it difficult to assess whether the "money in" is translating into meaningful "money out," especially for the most vulnerable. Such assessments may be all the more important given the small size of payouts per beneficiary in some countries so far. Some impact evaluations are noted as planned, but results are not yet available. GSFF interventions also show uneven attention to sustainability. At design, grants focus on embedding efforts in national programs and strategies, strengthening institutional capacities and systems, fostering government ownership, and identifying opportunities for ongoing financial support to enhance prospects for sustainability—all of which are promising strategies. But at design, only half of grants can identify clear pathways to sustainability, while the other half have basic plans in place. Moving into implementation, GSFF shows limited systematic attention to exit planning for sustainability, outside of broader World Bank project-oriented processes. GSFF annual reporting templates do not prompt task teams to consider sustainability or begin exit planning as grants near closing, nor are grant completion reports required assessing likelihood of sustainability.

7.2. Recommendations

Building on the key findings and conclusions, the evaluation highlights the following recommendations for GSFF to build on its strengths while enhancing performance and strategic positioning in an evolving global DRF landscape.

RECOMMENDATION 1: Continue to provide both technical and financial support for government-led DRF solutions linked to World Bank operations, and enhance GSFF's strategy and support on ASP and FCV contexts. GSFF should explicitly define its strategic advantage and core strategy based on the combined provision of technical and financial support for government-led DRF solutions. Designing integrated, layered financial protection solutions, in partnership with other actors and initiatives (UN agencies, NGOs, MDBs, regional risk pools, and wider Global Shield processes), remains a relevant and effective approach.

GSFF should also continue to leverage expertise across the World Bank Group to support DRF for ASP and in FCV contexts. GSFF's future support for DRF for ASP should enhance focus on two areas: (1) supporting and building the capacity, resilience, and sustainability of national ASP systems to support DRF solutions, linking money-in to money-out; and (2) enhancing the efficiency and effectiveness of ASP disbursement delivery mechanisms, to ensure that DRF response relief reaches most vulnerable populations quickly. To guide GSFF's future work in FCV contexts, donors should advise the GSFF Secretariat on the relative priority to be given to these countries in upcoming calls for proposals.

This recommendation both reaffirms GSFF's current approach and provides a strategic direction for the Facility's future direction, integrating its comparative advantage with donor priorities.



RECOMMENDATION 2: Reassess how GSFF should be positioned within Global Shield

processes, working within the World Bank’s operational framework. The GSFF Secretariat’s role in re-assessing GSFF’s positioning could include the following actions:

- With recent changes in the Global Shield Secretariat, now is a good time for the GSFF Secretariat to **communicate further reflections on the Global Shield country process** and how GSFF might be more effectively positioned within this process. Any reflections or changes to GSFF’s role in the process should adhere to what is possible within the Bank’s country programming processes and trust fund governance framework.
- The GSFF Secretariat should help develop **improved, transparent, and consistent messaging** on GSFF’s role in financing Requests for Support (RFS), as a financing vehicle of the Global Shield and a World Bank trust fund. This messaging should be agreed with the Global Shield Secretariat and shared with Global Shield priority country counterparts, relevant World Bank country office staff, and other relevant stakeholders to better manage expectations from the outset. This messaging should clarify how countries can access additional GSFF financing through World Bank programming processes, namely that country counterparts can submit written requests for new DRF support identified through RFS to World Bank country offices (either for a new investment operation or for upstream technical assistance to help a country prepare for a full-scale operation), and that countries will need to also commit IDA or IBRD resources when GSFF funding is deployed alongside World Bank operations. It could also clarify that, depending on World Bank country dialogues and existing project pipelines, GSFF’s process to respond to RFS may follow a different timetable than other Global Shield financing mechanisms, in order to engage with World Bank and GSFF programming processes.
- The GSFF Secretariat should enhance **responsiveness to countries’ RFS** through several actions, if reflected in World Bank country dialogues. GSFF could use its existing flexible, rolling window (currently through the PASA) more systematically to provide upstream technical assistance to Global Shield countries where (a) the Bank does not have an existing engagement, and/or (b) the country is not well-positioned to finance a World Bank operation with DRF activities. As feasible, GSFF could provide technical support to World Bank country teams to help ensure that such activities advance countries’ readiness for operational DRF engagement—generating potential to further influence and leverage IDA resources.

RECOMMENDATION 3: Actively manage strategic coherence as the World Bank and global DRF landscape evolves. GSFF should enhance coherence both internally and externally:

- Within the World Bank, GSFF should pursue **more deliberately coordinated and sequenced support** with other DRF-related programs, such as RFU and GFDRR. This could involve more clearly defining the niche and strategic advantage of each program, as well as enhancing complementarity of roles in terms of more sequenced upstream and downstream support. It could also involve coordinating disaster risk reduction and management activities with pre-arranged financing strategies and sources. Concrete actions could include, for example, reviewing the intersection between RFU and GFDRR upstream activities and Global Shield priority countries, to see where planned and ongoing analytics and advisory support might be leveraged or even tailored to inform GSFF downstream financing.



- Externally, as the FRLD becomes operational and scales up, it will be important for GSFF to **clarify how its activities and modalities will relate to FRLD** financing and thematic support, as well as the role of DRF as a sustainable response more broadly.

RECOMMENDATION 4: Enhance GSFF’s M&R mechanism to align the ToC and Results Framework with actual results and impact pathways, as well as to refine reporting elements to better capture results and lessons. GSFF should take several actions to better capture more meaningful results and support adaptive learning:

- **Refine GSFF’s ToC and Results Framework to better reflect actual activities, results, and impact pathways.** The GSFF Secretariat should further develop the ToC and Results Framework to monitor and report results related to (a) strengthening the DRF technical knowledge and capacity of government institutions and (b) systems building. These results are part of GSFF’s comparative advantage and are becoming increasingly relevant as GSFF focuses on the DRF–ASP nexus. GSFF should also resolve the conceptual disconnect⁵⁴ between the expected IO and LTC under Pillar 2 and the indicators used to measure these results. Further, if resources allow, designing and operationalizing a more qualitative element of the Results Framework and M&R process, exploring GSFF’s relative contribution to IOs and LTCs, would help to contextualize quantitative indicator reporting.
- **Require reporting on VFM analysis and how it informs decision-making.** The GSFF Secretariat should revise the annual grant progress report template to include a section on VFM analysis. In this section, task teams should be requested to report on VFM analyses that have been conducted during implementation and how those analyses are informing grant decision-making. The GSFF Secretariat should synthesize and report this information in its Annual Report, including reflecting on whether analyses planned at the proposal stage have been conducted.
- **Enhance reporting on how grants will specifically identify and target DRF support toward the most vulnerable.** To better understand who is benefitting from GSFF support, the GSFF Secretariat should enhance tracking and reporting on how DRF instruments are being designed to specifically identify and target the most vulnerable. The GSFF Secretariat should revise the annual grant progress report template to include a section specifically on this topic, synthesize the information collected from task teams, and report on it in its Annual Report.
- **Require results-focused grant completion reports.** The GSFF Secretariat should request task teams to submit grant completion reports that capture final outcomes and impact, implementation challenges and how they were addressed, and lessons learned that may be relevant for future DRF interventions. Doing so is standard practice in other World Bank trust funds, such as GFDRR. The Secretariat should share key impacts and learning with donors through the Annual Report or other communication channels.
- **Begin tracking World Bank financing informed or leveraged.** The GSFF Secretariat should start systematically capturing GSFF’s influence on broader World Bank financing, given the Facility’s strong operational focus. Reporting such financing is standard practice in other World

⁵⁴ The pathway for Pillar 2 to extend coverage and impact is described as through “increasing humanitarian and development organization capacities and resources,” while the results reported are primarily delivered through World Bank projects working with government partners.



Bank trust funds with operational linkages. The GSFF Secretariat is already monitoring such information informally, and these data could be systematically captured and reported with relatively minimal additional effort.

RECOMMENDATION 5: As GSFF’s portfolio matures, strengthen attention to effectiveness of outcomes, sustainability, and learning. Partly reflecting the evolution of its portfolio, with most instruments placed in just the last two fiscal years, GSFF has tended to focus more on design and delivery of activities and outputs to date and less on effectiveness of outcomes, sustainability, and learning. The time is opportune for GSFF to strengthen its focus on supporting and understanding its longer-term impact. Specific actions could include:

- **Deepen attention to gender and inclusion** in grant design and implementation to enhance effectiveness of outcomes and sustainability. The GSFF Secretariat should fully implement all aspects of the Gender Strategy, including building capacity among task teams and partners to better identify, address, and learn from opportunities for gender-responsive and gender-transformative DRF actions. The GSFF Secretariat should review its current staffing approach for gender expertise to assess whether it is sufficient to address this recommendation, or whether further capabilities need to be accessed.
- **Ensure that planned impact evaluations are conducted, and pursue opportunities to embed impact and/or ex post evaluations in other grants.** The GSFF Secretariat should follow up with grantees to ensure that planned impact evaluations are undertaken and explore opportunities with new grantees to embed such evaluations in their work, where feasible and where such evaluation would yield valuable learning. These evaluations should include findings and lessons on the accuracy of the targeting, the effectiveness of payouts in enhancing adaptive capacity and resilience, and the speed at which the most vulnerable received payouts. The GSFF Secretariat should share the results of these evaluations widely, including with World Bank regional and task teams, donors, partners, and other stakeholders to promote learning and accountability.
- **Strengthen the focus on sustainability at design and during implementation.** The GSFF Secretariat should ensure that exit plans and financing arrangements are embedded in grants and projects at design to secure sustainable outcomes. This could involve (a) more rigorous review of and feedback on grant proposals to ensure task teams are actively designing for sustainability; (b) working with task teams during implementation to ensure that exit planning for DRF activities is happening, and (c) requiring reporting on sustainability planning in annual task team progress report templates.
- **Develop a more systematic reflective learning and knowledge sharing practice and strategy.** The GSFF Secretariat should approach learning and knowledge sharing from a strategic orientation, going beyond ad hoc knowledge products and events, to develop a reflective learning practice and culture in GSFF. Doing so is likely to require strengthening GSFF Secretariat staffing, particularly in strategic capabilities related to learning and strategic communications. Actions should involve designing and implementing a learning agenda for GSFF that harvests the extensive, varied, and pioneering experience of GSFF grants and engages World Bank staff, Global Shield stakeholders, and other government and external partners in lesson-learning activities and processes. Examples of this may include identifying key common knowledge gaps of task teams and partners and developing knowledge products



accordingly; supporting cross-contextual learning about the transferability of specific DRF products across country contexts; or peer-to-peer learning on DRF experiences across priority countries. Appropriate formats to convene diverse stakeholders for reflective learning could include webinars and workshops which combine virtual communications tools for hosting online meetings with online collaborative platforms or visual workspaces that enable participants to reflect and learn in real time. Knowledge outputs harvested from these workshops should be shared as easily accessible and digestible knowledge products and kept in an online repository that stakeholders can refer back to, even after the MDTF closes.



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Appendices



Appendix A. Evaluation Matrix

Sub-Evaluation questions	Data collection methods & sources	Data analysis & synthesis methods & sources
1 – RELEVANCE & COHERENCE		
EQ1 – To what extent does the current GSFF model – structure, governance and activities – align with its restructured vision and the expectations set out in the restructuring process for a more cohesive, inclusive and collaborative facility?		
1.1	<p>To what extent are GSFF-funded activities and grants aligned with the trust fund’s objectives to strengthen financial protection and resilience in vulnerable countries?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on GSFF model – structure, governance and activities • Structured grant-level portfolio review focused on grant alignment with objectives • Key informant interviews (KIs) focused on GSFF Secretariat staff and TTLs
1.2	<p>To what extent does GSFF complement other WB programs that support disaster risk financing (DRF) interventions?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on complementarity with other relevant WB programs • Rapid landscape analysis inc. literature review focused on other relevant WB programs • Key informant interviews (KIs) focused on sample of key informants from other WB programs
1.3	<p>To what extent does GSFF complement and add strategic value alongside other DRF programs outside the WB, including those led by client countries and</p>	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review, landscape analysis & KIs against other WB programs • Evaluation team evaluative judgements – evidence-based triangulation against the restructured vision for a more cohesive, inclusive and collaborative facility



	<p>financed by other funding vehicles of the Global Shield against Climate Risks?</p> <p>Are there risks of duplication or overlap?</p>	<ul style="list-style-type: none"> • Rapid landscape analysis inc. literature review focused on complementarity with other DRF programs outside the WB • Key informant interviews (KIs) focused on sample of key informants from other DRF programs outside the WB, including questions on duplication or overlap • Structured grant review focused on complementarity and duplication 	<p>according to strategic added value, duplication & overlap</p> <ul style="list-style-type: none"> • Evaluation team evaluative judgements – evidence-based triangulation according to strategic added value, duplication & overlap
1.4	<p>Are GRiF/GSFF-supported financial solutions and technical assistance addressing the disaster risk financing needs of recipient countries and are they responsive to changes in country priorities or financing strategies?</p> <p>Where relevant, how do these activities align with the Global Shield principles and other contextual shifts in the CDRFI landscape, including but not limited to those outlined in the TOR background section with evolving global climate risk priorities?</p>	<ul style="list-style-type: none"> • Desk-based document review focusing on understanding of, and response to recipient country needs & priorities • Rapid landscape analysis inc. literature review including assessment of alignment with Global Shield and wider CDRFI landscape • Structured grant review focused on relevance to recipient needs, adaptive management, and GS principles, including inclusivity and gender • Key informant interviews (KIs) including sample of GRiF/GSFF Task Team Leaders (TTLs) and country program leads (if feasible) 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review, landscape analysis & KIs according to recipient needs & alignment with GS principles • Evaluation team evaluative judgements – evidence-based triangulation according to recipient needs & alignment with GS principles
EFFICIENCY			
EQ2 – To what extent do the GSFF’s governance arrangements, including the Secretariat structure, operational procedures, and processes, support the program’s operation and management?			
2.1	<p>Does the Secretariat have the appropriate mixture of staff to support timely and effective delivery?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on GSFF’s staffing 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIs according to GSFF’s



		<p>arrangements, operational procedures, management processes</p> <ul style="list-style-type: none"> • Key informant interviews (KIs) with GSFF Secretariat, WB TTLs and donors 	<p>governance arrangements, operational procedures, management processes</p> <ul style="list-style-type: none"> • Evaluation team evaluative judgements – evidence-based triangulation according to GSFF’s governance arrangements, operational procedures, management processes
2.2	<p>To what extent is the GSFF’s monitoring and reporting mechanism effective and efficient?</p> <p>How might this function be improved?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on GSFF’s monitoring & reporting mechanism, system and products • Key informant interviews (KIs) with GSFF Secretariat staff and donors 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIs on GSFF’s monitoring & reporting system • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s monitoring & reporting system • GSFF Secretariat & Donor collaborative sense-making on recommendations to improve monitoring & reporting
2.3	<p>Is GSFF support to technical assistance (TA) effectively leveraged in designing technical solutions?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on GSFF TA support and links to designing technical solutions • Structured grant review focused on results of technical assistance support • Key informant interviews (KIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIs on GSFF’s TA support • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s TA support
2.4	<p>What are the examples of GSFF solutions or products that demonstrate the Program’s efficiency?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on GSFF solutions or products and their efficiency • Thematic deep dives which cover elements of GSFF solutions & products and their efficiency • Key informant interviews (KIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIs on GSFF’s solutions & products and their efficiency • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s solutions & products and their efficiency



2.5	<p>How and in what ways is value for money (VFM) analysis informing decision-making at the grant level?</p> <p>To the extent possible, identify opportunities to enhance the application of VFM analysis.</p>	<ul style="list-style-type: none"> • Desk-based document review which reference or cover elements of VFM in decision-making at grant level • Structured grant review focused on evidence of VFM analysis in grant proposals and of VFM in results • Key informant interviews (KIIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIIs on GSFF’s VFM at grant level • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s VFM at grant level • GSFF Secretariat & Donor collaborative sense-making on recommendations to enhance VFM
<p>EFFECTIVENESS</p>			
<p>EQ3 – How effective is GSFF support in the design and implementation of DRF solutions?</p>			
3.1	<p>How and in what ways has the Facility influenced World Bank Lending?</p> <p>To what extent have GRiF and GSFF grants, and technical support influenced:</p> <ul style="list-style-type: none"> • (i) the design and implementation of World Bank lending operations on DRF • (ii) the incorporation of DRF into World Bank country programs, and • (iii) mobilization of additional financing for DRF initiatives from the World Bank, development partners, or the private sector? <p>To the extent possible, identify examples in International Development Association (IDA) countries, Small Island Developing States (SIDS), and Fragility, Conflict, and Violence (FCV) settings to understand how effectiveness varies across different contexts.</p> 	<ul style="list-style-type: none"> • Desk-based document review focused on the effectiveness of DRF solutions, including WB lending operations, DRF in WB country programs, and additional financing for DRF initiatives • Portfolio analysis of MEL data on finance leveraged • Structured grant review focused on evidence of mobilizing additional finance for DRF • Thematic deep dives which cover examples of DRF solutions in IDA, SIDS, and FCV • Key informant interviews (KIIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review & KIIs on the effectiveness of GSFF’s DRF solutions • Evaluation team evaluative judgements – evidence-based triangulation on the effectiveness of GSFF’s DRF solutions • GSFF Secretariat & Donor collaborative sense-making on recommendations on the effectiveness of GSFF’s DRF solutions in different contexts



3.2	<p>What contribution has the Facility made toward achieving DRF results in client countries around</p> <ul style="list-style-type: none"> • (i) more and better access to disaster risk financing, • (ii) expanded and more inclusive coverage; • (iii) sustainability of financial solutions. 	<ul style="list-style-type: none"> • Desk-based document review focused on evidence of DRF results according to the GSFF Theory of Change, including better access, inclusive coverage, and sustainability • Structured grant review focused on evidence of DRF results according to the GSFF Theory of Change, including better access, inclusive coverage, and sustainability • Thematic deep dives assessing elements of better access, inclusive coverage, and sustainability • Key informant interviews (KIIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review, portfolio review, deep dives & KIIs on GSFF’s contribution to DRF results • Facility-level portfolio analysis defining GSFF’s overall contribution to DRF results • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s contribution to DRF results • GSFF Secretariat & Donor collaborative sense-making on overall conclusions relating to GSFF’s contribution to DRF results
3.3	<p>To what extent do GSFF-supported solutions address the Bank’s gender equality and inclusiveness ambition?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on gender equality and inclusiveness ambition • Portfolio analysis of MEL data on gender tagging and types of beneficiaries • Structured grant review focused on evidence of DRF results incorporating gender equality and inclusiveness ambition • Thematic deep dives assessing elements of gender equality and inclusiveness ambition • Key informant interviews (KIIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review, portfolio review, deep dives & KIIs focused on gender equality and inclusiveness ambition • Facility-level portfolio analysis defining GSFF’s gender equality and inclusiveness ambition • Evaluation team evaluative judgements – evidence-based triangulation on GSFF’s contribution to gender equality and inclusiveness ambition

SUSTAINABILITY

EQ4 – To what extent do the Facility’s interventions lead to sustained net benefits for the target beneficiaries



<p>4.1</p>	<p>How and in what ways do GSFF supported solutions support sustainable disaster risk finance solutions? (<i>Note that with its focus on sustainability, this EQ has been moved here from EQ3</i>)</p> <p>How sustainable are the outcomes achieved (for example, the capacity built and DRF strategies developed) through individual grants likely to be, and what design features or measures have been incorporated at the project level to ensure long-term impact?</p>	<ul style="list-style-type: none"> • Desk-based document review focused on sustainability of observed outcomes as defined by the Theory of Change • Structured grant review focused on sustainability of observed outcomes and likelihood that coverage will be maintained in the medium term • Key informant interviews (KIs) with GSFF Secretariat staff, TTLs, and country partners 	<ul style="list-style-type: none"> • Structured textual/thematic analysis & synthesis by EQ – across document review, portfolio review & KIs on sustainability of observed outcomes • Facility-level portfolio analysis defining GSFF’s overall sustainability of outcomes • Evaluation team evaluative judgements – evidence-based triangulation on sustainability of observed outcomes • GSFF Secretariat & Donor collaborative sense-making on overall conclusions and recommendations relating to ensuing long term impact
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RECOMMENDATIONS

EQ5 – What are the key recommendations to inform the future strategic direction of the Facility?

<p>5.1</p>	<p>What are the set of actionable recommendations to enhance GSFF’s governance, operational performance, and strategic positioning within the evolving global disaster risk financing landscape?</p>	<ul style="list-style-type: none"> • Key informant interviews (KIs) with GSFF Secretariat staff, TTLs, donors, and country partners 	<ul style="list-style-type: none"> • Evaluation team evaluative judgements – evidence-based triangulation on emerging conclusions & recommendations • GSFF Secretariat & Donor collaborative sense-making on overall conclusions and recommendations explored, refined & validated through facilitated collaborative sense-making process
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Appendix B. Interviewees by group

Organizational affiliation	Number of interviewees
GSFF Secretariat	9
World Bank management	5
World Bank operational staff	30
Other World Bank programs	4
Donors	9
External partners	15
Country government client	1
Total	73



Appendix C. Structured grant-level review

Grants

The evaluation team conducted a structured review of GSFF and GRiF contributions to the 26 World Bank projects approved or under preparation since 2018. These included three closed projects (in Jamaica, Mozambique, and Sierra Leone), 12 projects under implementation, three active, and eight projects still in the scoping phase. The projects are summarized in the table below.

Pcode	Grant Name	Country/Region	Project Status
P172769	West Africa Food System Resilience Program	West Africa	Implementing
P172499	Bangladesh Water and Shock-Responsive Safety Nets	Bangladesh	Implementing
P164786	Burkina Faso Protecting Small and Medium Enterprises (SMEs) from Compound Risk of Drought and flooding during COVID-19	Burkina Faso	Implementing
P169021	DRC Risk Finance Solutions for Agriculture and Food Security	DRC	Implementing
P176517	DRIVE: Horn of Africa - De-Risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa	Horn of Africa	Implementing
P173249	Indonesia (PFB) - Strengthening Disaster Risk Finance and Insurance in Indonesia	Indonesia	Implementing
P173012	Jamaica Financial Solutions for Resilience to Natural Disasters and Climate Shocks	Jamaica	Closed
P175783	Lesotho Competitiveness and Financial Inclusion Project	Lesotho	Implementing
P169198	Malawi Social Support for Resilient Livelihoods Project (Financing Scalable Safety Nets)	Malawi	Implementing
P175523	Strengthening Morocco's Financial Resilience to Climate Physical Risks	Morocco	Implementing
P166437	Mozambique Strengthening Financial Protection against Disasters	Mozambique	Closed
P175273	Rwanda - MSME Shock-Protection Using a Contingent Credit Window for Bridge Financing	Rwanda	Implementing
P143588	Sierra Leone Climate, Disaster, and Crisis-Risk Financing for Shock-Responsive Safety Nets	Sierra Leone	Closed



P176789	Sierra Leone Climate, Disaster, and Crisis-Risk Financing for Shock-Responsive Safety Nets	Sierra Leone	Implementing
P179904	National Uganda Social Action Fund	Uganda	Pipeline Active
P181037	RAM - Pakistan Resilient and Accessible Microfinance (RAM)	Pakistan	Pipeline Active
P181014	REPAIR: Regional Emergency Preparedness & Access to Inclusive Recovery	Southern Africa	Implementing
P505224	Lao PDR: Improved Access to Disaster Risk Financing	Laos	Pipeline Active
P178049	Strengthening Financial Protection in Costa Rica	Costa Rica	Scoping
P179233	Protecting vulnerable households against disasters in The Gambia	The Gambia	Scoping
P175888	Ghana - Adaptive Social Protection for Poor Households	Ghana	Scoping
P169198	Expanding Malawi Scalable Safety Nets	Malawi	Scoping
P507493	Farmers Financial Resilience Against Climate Shocks	Philippines	Scoping
P174066	ACT Now Philippines	Philippines	Scoping
P171346	Integrated climate resilience for livelihoods and pastoral economies	Somalia	Scoping
P180416	Strengthening Nepal's Financial Resilience to Disasters via Innovative Sovereign and Sectoral Parametric Solutions	Nepal	Scoping

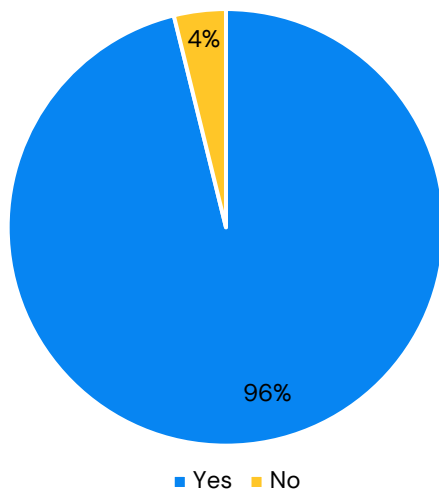


Results

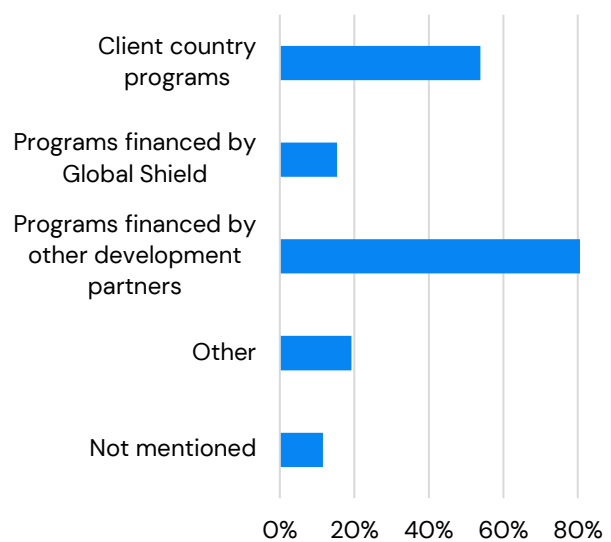
PROPOSAL ANALYSIS

For each of the 26 World Bank projects, the evaluation team reviewed the associated proposal documentation (e.g., scoping and full proposals) using the sub-evaluation questions outlined in the evaluation matrix (Appendix A). The figures below present the key findings from this review.

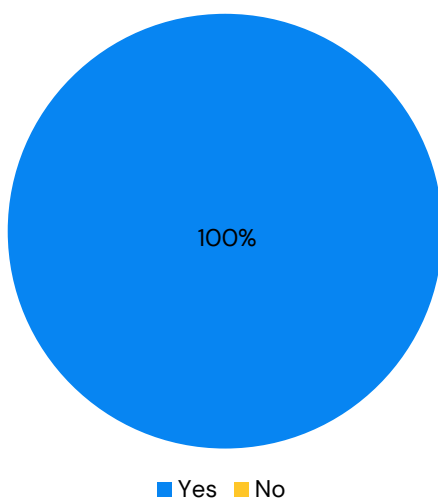
EQ 1.2. Proposal mentions complementarity or linkages with other World Bank programs



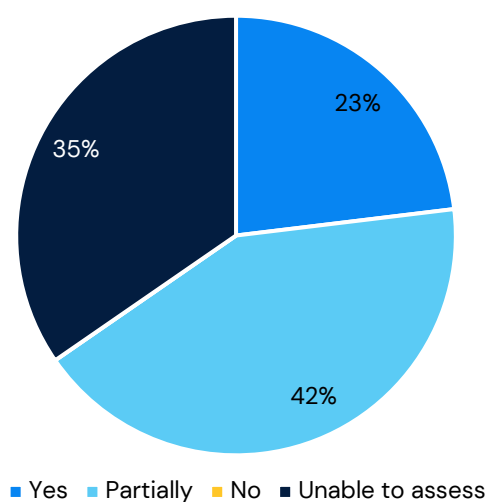
EQ 1.3. Proposal mentions complementarity or linkages with other World Bank programs



EQ 1.4. Interventions are relevant for addressing DRF needs of the recipient country

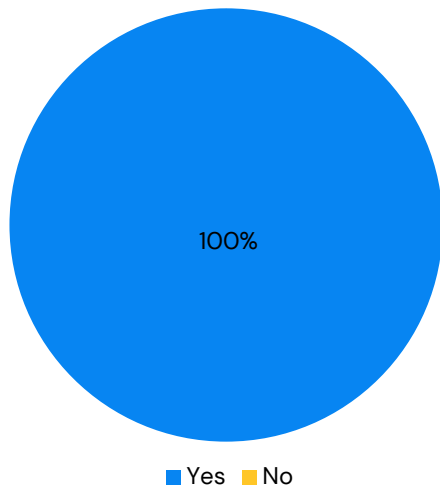


EQ 1.4. Country has the required documents in place demonstrating readiness and political

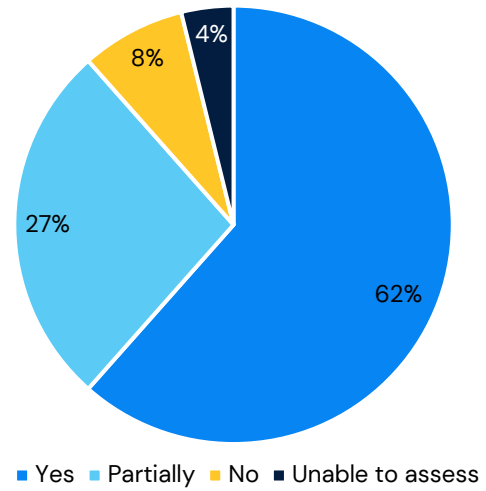




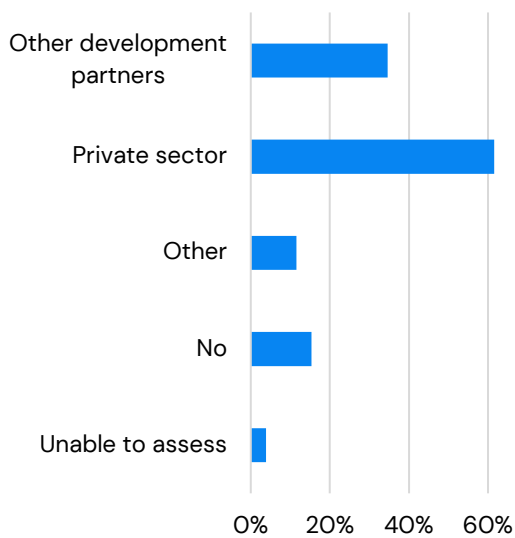
EQ 1.4. DRF solutions address relevant hazards



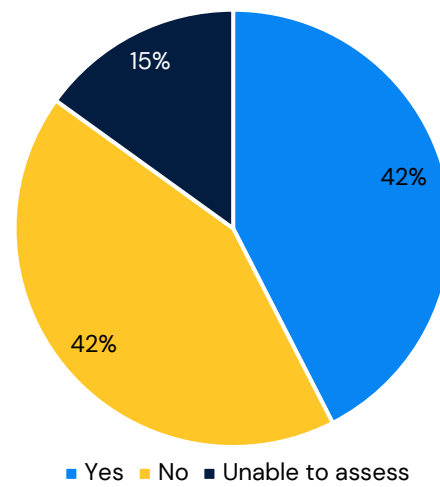
EQ 1.4. DRF solutions specifically target benefits to vulnerable people



EQ. 3.1. Does the GSFF grant expect to mobilize additional financing for DRF from other, non-WB sources?

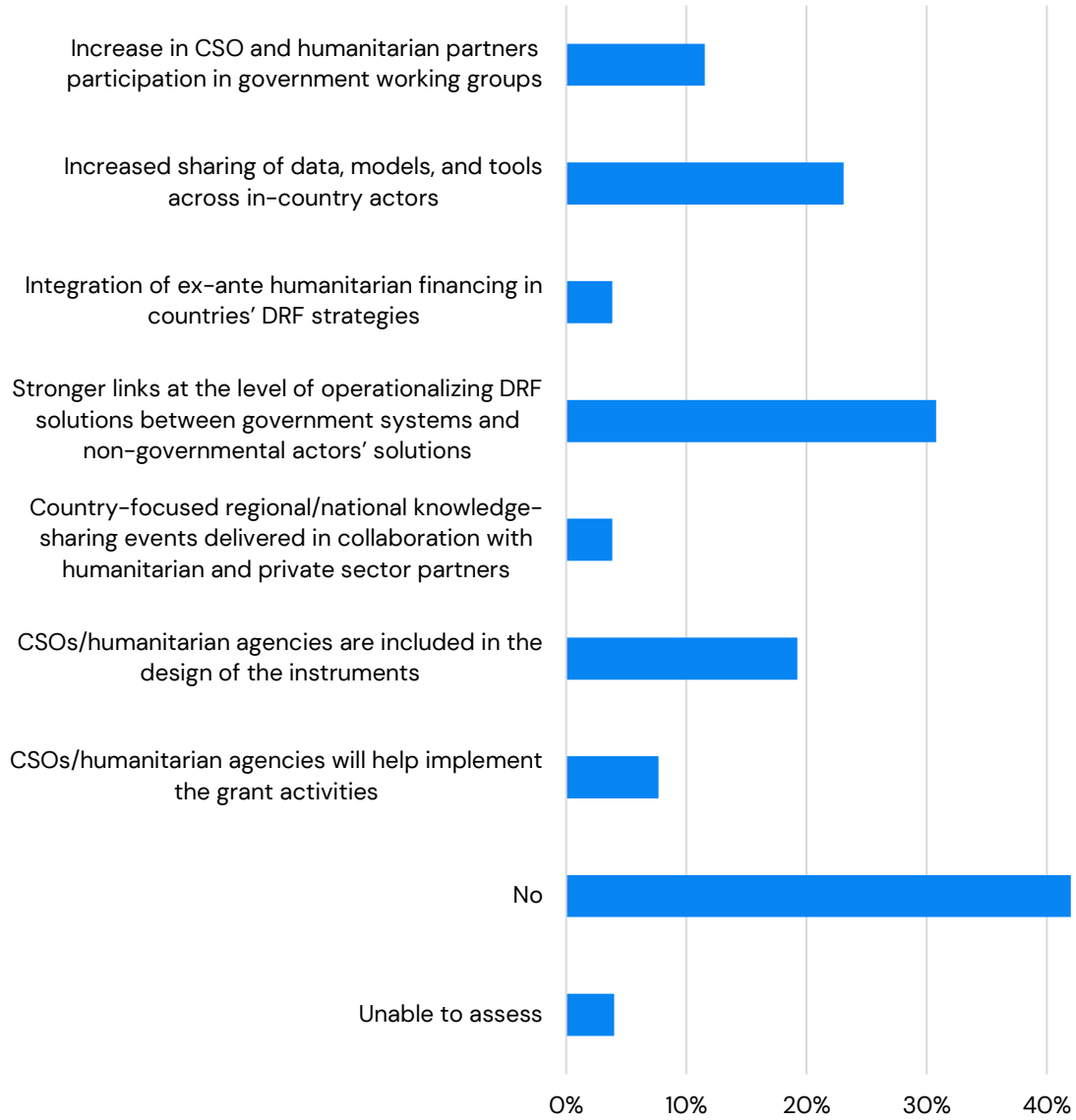


EQ. 3.2. Does the grant aim to put in place or operationalize policies, laws, regulations, and/or guidelines for DRF?



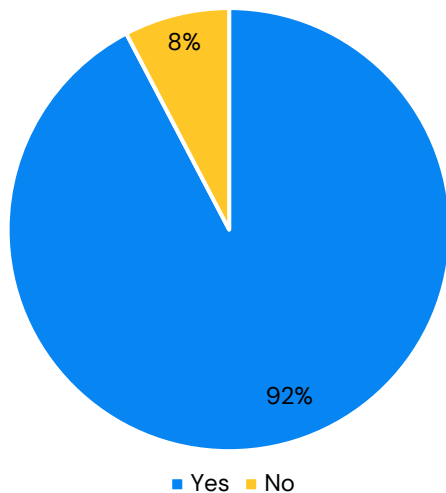


EQ. 3.2. IO2: Does the grant aim to increase collaborative engagements with CSOs and/or humanitarian partners?

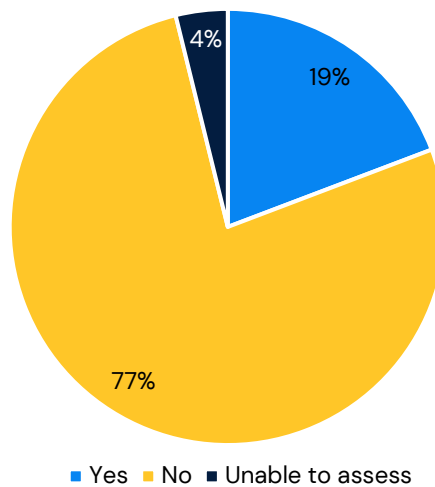




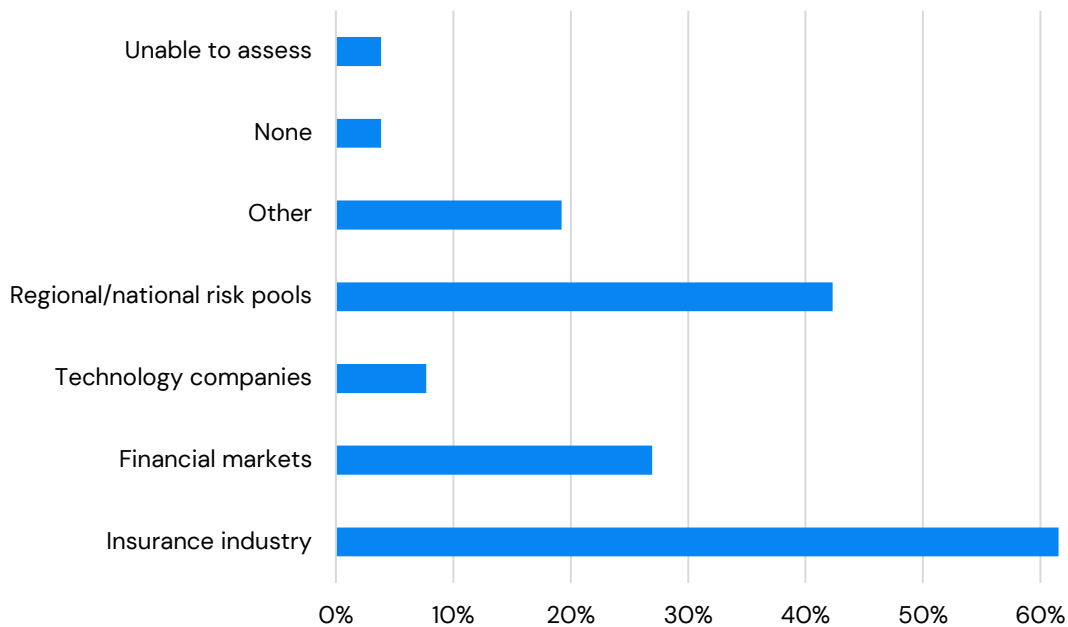
EQ 3.2. IO1: Does the grant plan to address capacity constraints for governments to understand and implement DRF / complex instruments?



EQ 3.2. LTC: Does the grant plan to address capacity and resource contracts for humanitarian and development organizations?

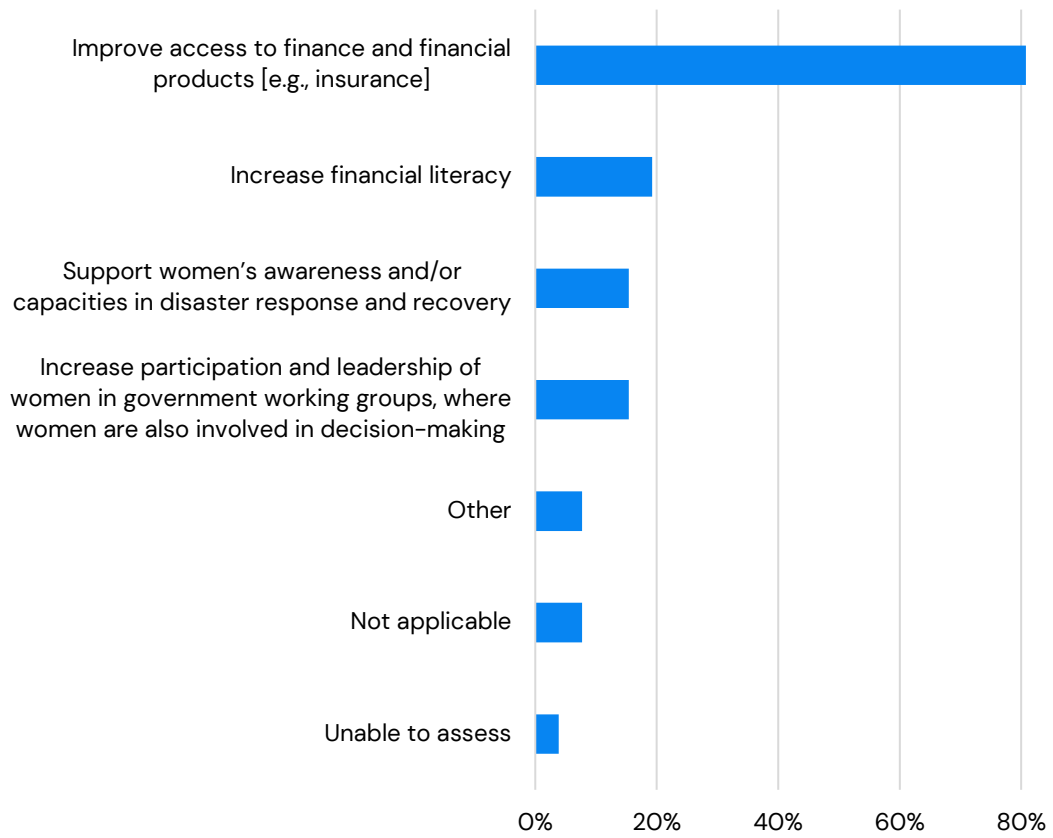


EQ 3.2. IO3: What types of private sector actors does the grant/project plan to engage with on DRF?





EQ 3.3. How does the grant plan to benefit women?

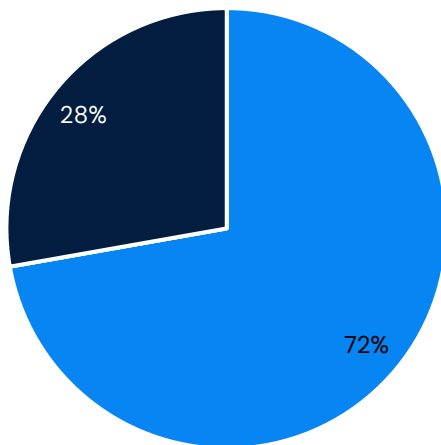




RESULTS ANALYSIS

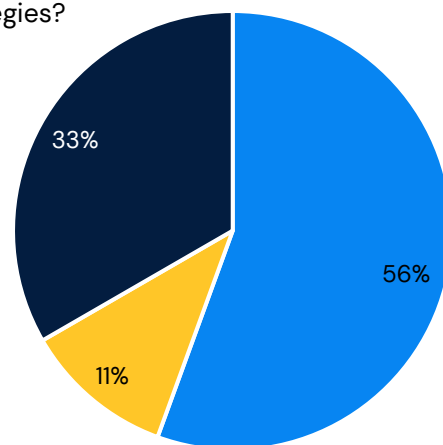
For the 18 World Bank projects that are either closed, under implementation, or active, the evaluation team reviewed the associated results reporting (e.g., implementation status and completion reports) using the sub-evaluation questions outlined in the evaluation matrix (Appendix A). Projects still in the scoping phase were excluded, as results reporting was not yet available. The figures below present the key findings from this review.

EQ 1.4. Have GSFF activities remained relevant to country needs, priorities, and policies?



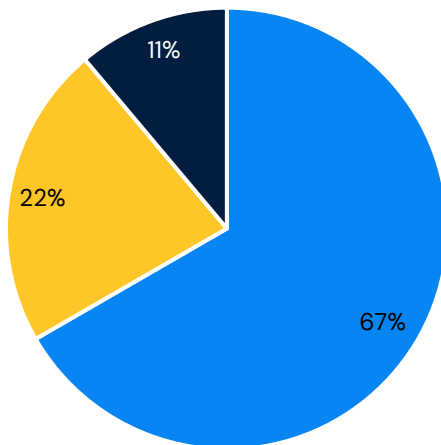
■ Yes ■ No ■ Unable to assess

EQ 1.4. Have GSFF activities practiced adaptive management to respond to changes in the country priorities or financing strategies?



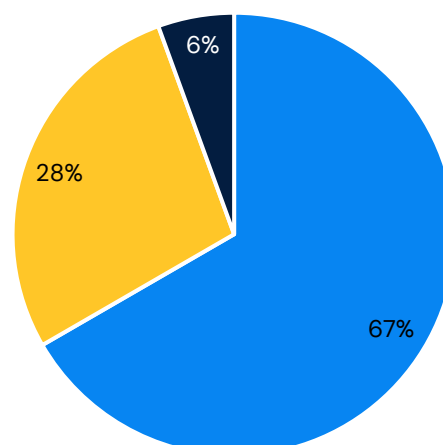
■ Yes ■ No ■ Unable to assess

EQ 3.2. IO1: Has the grant achieved any results related to putting in place or operationalizing policies, laws, regulations, and/or guidelines for DRF?



■ Yes ■ No ■ Unable to assess

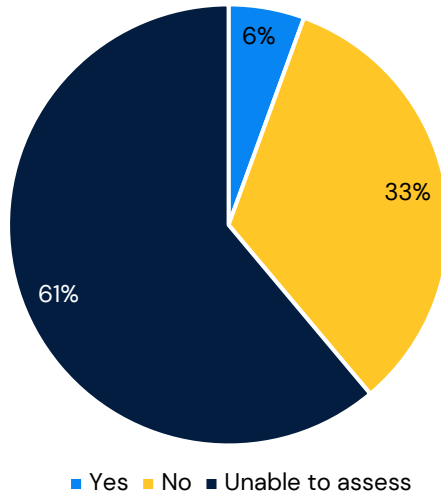
EQ 3.2. IO1: Has the grant achieved any results related to strengthening government capacity to understand and implement DRF / complex instruments?



■ Yes ■ No ■ Unable to assess

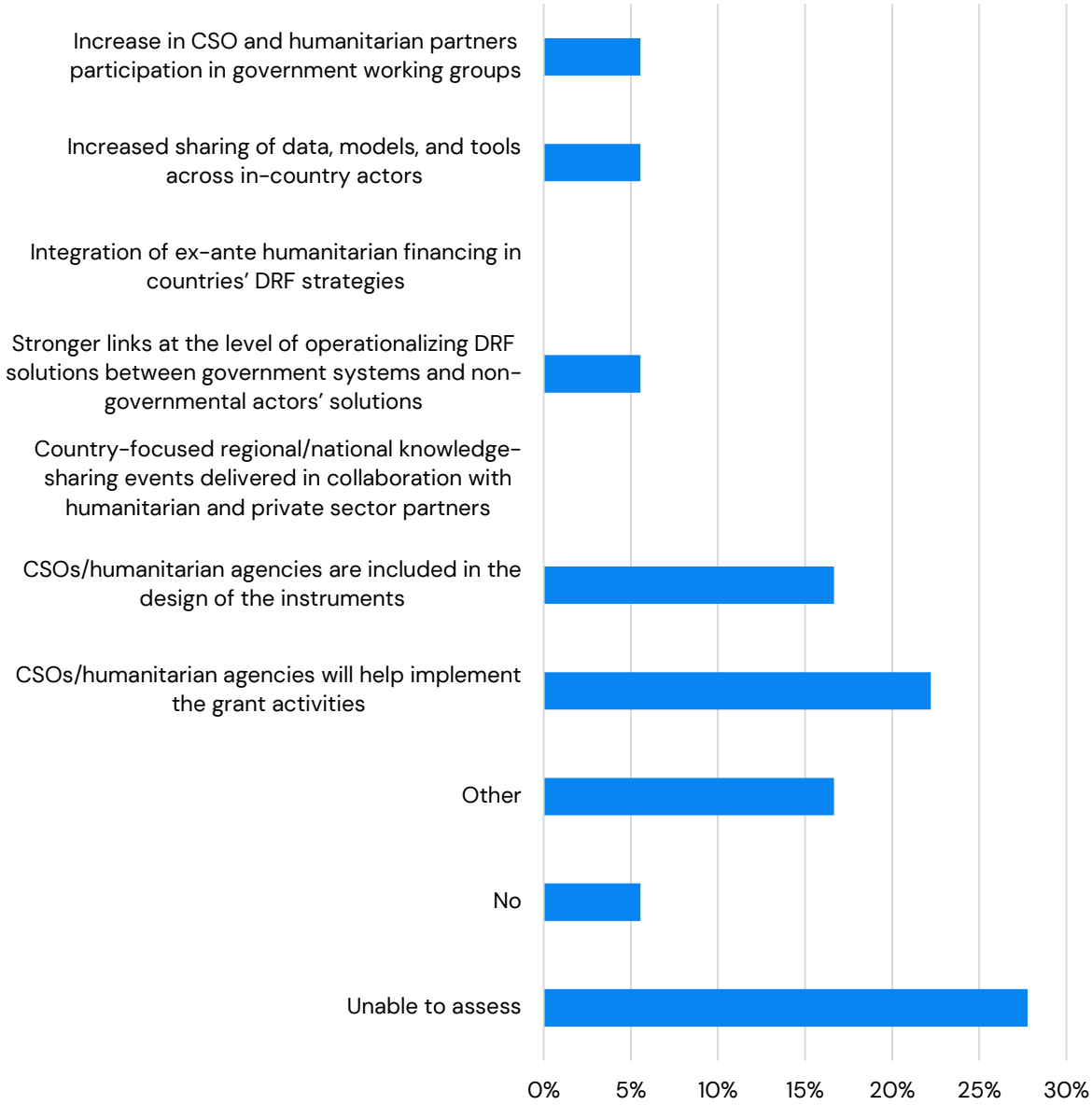


EQ 3.2. LTC: Has the grant achieved any results related to capacity and resource contracts for humanitarian and development organizations?





EQ. 3.2. IO2: Has the grant achieved results related to collaborative engagements with CSOs and/or humanitarian partners?





Appendix D. ASP Deep Dive

Background

The relationship between, and rapidly advancing field of, ASP and Disaster Risk Finance

ASP emphasizes the role of social protection systems in supporting households and communities in preparing for, responding to, and adapting to various types of shocks. ASP emphasizes the role of social protection systems—social safety nets, social insurance, and labour market programs—in protecting people’s well-being and preventing them from falling into poverty as a result of shock impacts.⁵⁵

DRF has been defined as ‘the system of budgetary and financial mechanisms to credibly pay for a specific risk, arranged before a potential shock.’ The Centre for Disaster Protection goes on to state that ‘this can include paying to prevent and reduce disaster risk, as well as preparing for and responding to disasters.’ Definitions for DRF, including the emphasis of the Global Shield, typically emphasize that a critical element is that it is ‘arranged in advance.’⁵⁶

According to the Centre for Disaster Protection,⁵⁷ DRF can be structured in terms of four major elements:

1. **Context** – understanding the specific needs, risks, and factors to be taken into consideration in a specific country–context; and what to prioritize (‘who should be protected and what they should be protected against’)
2. **Establishing ‘money-out’ systems and processes** – including assessing the pre-existing systems and programs in place, so that funds provided by financing instruments can be effectively disbursed and used to reduce the impacts of a shock
3. **Set-up ‘money-in’ instruments** – designing/setting up financial tools, so that resources needed to prevent and reduce disaster risk, prepare, and respond to shocks are available in a timely manner
4. **Project management** – processes and practical considerations that should be in place for effective implementation.

⁵⁵ The World Bank. 2025. How the World Bank Supports Adaptive Social Protection in Crisis Response: An Independent Evaluation. Available at: <https://ieg.worldbankgroup.org/evaluations/how-world-bank-supports-adaptive-social-protection-crisis-response>.

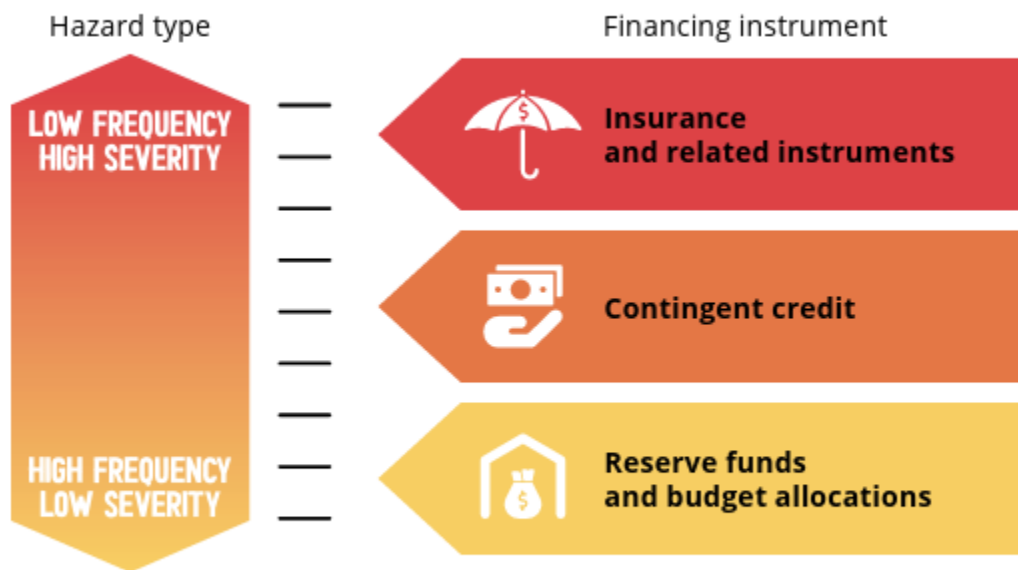
⁵⁶ See Centre for Disaster Protection online Glossary at <https://www.disasterprotection.org/glossary>.

⁵⁷ Centre for Disaster Protection. 2020. Disaster Risk Financing: A Guide To Our Quality Assurance Service. Available at: <https://www.disasterprotection.org/publications-centre/disaster-risk-financing-a-guide-to-our-quality-assurance-service>.



Under element 3 'money in' instruments, DRF can be broadly grouped into three major categories: (i) contingency budgets and reserve funds, (ii) contingent credit, and (iii) risk transfer solutions, such as insurance. The GSFF, alongside the humanitarian agencies WFP and UNICEF, are working with governments to invest in the development of financial protection strategies that incorporate a 'risk layered approach' – in which both risk retention (e.g., reserve funds and contingent credit) and risk transfer instruments (mainly insurance) are combined and set up in advance of a shock or stress to provide more comprehensive coverage against different types of hazards based on their severity and frequency.⁵⁸

Risk-layering approach



Source: Adapted from Arshat Rock (2022)¹¹

In the last five to seven years, DRF for ASP (DRF4ASP) has gained momentum, with intersections and synergies identified, designed and implemented. In essence this means coordinating and explicitly linking DRF instruments with social protection systems, with the aim of enabling these systems to be more adaptive and resilient to the increased risks and exposure to shocks and stresses caused by climate change as well as in some cases by non-climatic disasters and shocks such as the COVID-19 outbreak.

An overall DRF4ASP ToC suggests that the approach can deliver positive impacts in terms of:

⁵⁸ WFP. 2023. Linking disaster risk financing with social protection: an overview of concepts and considerations. Available at: <https://www.wfp.org/publications/linking-disaster-risk-financing-social-protection-overview-concepts-and-considerations>.



- **Delivering pro-poor household and community benefits** – enabling households to better manage weather and climate-related risks whilst fostering adaptive practices
- **Protecting productive investments in specific target groups** – households, farmers, women-led MSMEs, etc.
- **Ensuring the (financial) sustainability and resilience of national shock-responsive (social protection) systems** – better linking national DRF strategies to the trigger mechanisms and disbursement systems of line ministries and humanitarian agencies.
- **Contributing to ensuring women’s empowerment as well as reaching communities in areas facing FCV** – see separate Deep Dives.
- **GSFF PORTFOLIO AND SOLUTIONS**

Approach

GSFF is committed to maximizing the pro-poor benefits of CDRFI through DRF4ASP. The GSFF Annual Report 2024⁵⁹ explains that *“A new dedicated window under GSFF will specifically focus on delivering CDRFI solutions that target the poorest and most vulnerable, such as adaptive social protection programs. This approach will help maximize the people-centered impacts of the CDRFI solutions that GSFF supports. By strategically linking CDRFI approaches with adaptive social protection programs and other shock-responsive mechanisms, GSFF-financed solutions will be rapidly and predictably mobilized for those who need them most when disasters strike.”* (p. 27, GSFF Annual Report 2024)

Despite this commitment, GSFF does not yet have an explicit strategy or approach to DRF4ASP, despite it being the focus of GSFF’s last Call for Proposals. Implicitly, the core of the GSFF DRF4ASP approach centers on linking their FCI and Social Protection and Labor (SPL) Units’ in-country investments and operations (Bank and recipient executed) to strengthen the link between ‘money-in’ DRF instruments and ‘money-out’ ASP systems and processes.

Portfolio

GSFF’s DRF4ASP portfolio is broad, with ASP grant elements featured in many of the GSFF projects as well as in transfers out to WFP (as well as UNICEF and ADB), and through some of the technical work with Global Shield Partners.

A headline overview of the integration of DRF4ASP across the GSFF portfolio is presented in the table below.

⁵⁹ Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.

GSFF Program Design – Pillars

Pillar 1 – Global engagements to comprehensively close the protection gap

Pillar 2 – Deepen partnerships with humanitarian agencies & CSOs

Pillar 3 – Design integrated financial protection packages

Pillar 4 – Mobilize private risk capital

GSFF approach

Provide inputs to upstream technical work with Global Shield partners

Dedicated activities to work with UN agencies & CSOs

Develop investments in-country to address specific protection gaps

Mobilize private risk capital

GSFF DRF4ASP portfolio – approach & core projects

Partnership with WFP on DRF4ASP. Unclear on wider DRF4ASP technical work with Global Shield partner

- Working with WFP to develop the Joint Principles for People-Centered CDRF – publication pending

Transfers Out to WFP, UNICEF and ADB all contain DRF4ASP-focused elements

- WFP – 2 x TOs totaling US\$27 million which funded WFP's macro insurance portfolio and ASP mechanisms in Global Shield countries
- UNICEF – core financial support to develop the Today and Tomorrow Initiative, with a focus on improving trigger-disbursement times
- ADB – additional funding to an existing ADB TA project

Integration of DRF4ASP into GSFF core grant portfolio – multiple projects including some Global Shield countries (bolded below)

- GSFF projects with notable DRF4ASP elements include:
- **Malawi** – Expanding Malawi Scalable Safety Nets & Malawi Social Support for Resilient Livelihoods Project (P169198)
 - **Ghana** – Adaptive Social Protection for Poor Households
 - Uganda – National Uganda Social Action Fund (P179904)

Integration of DRF4ASP into GSFF grants to regional risk pools as well as facilitating private capital for ASP – limited to date in:

- DRIVE – De-risking inclusion and value enhancement of pastoral economies in the Horn of Africa integrating ARC expertise
- REPAIR – Regional Emergency Preparedness and Access to Inclusive Recovery Program



Strengthening Women's
Resilience to Heat Stress

- **The Gambia** - Protecting vulnerable households against disasters in The Gambia
- **Bangladesh** - Water and Shock-Responsive Safety Nets (P172499)
- **Costa Rica** - Strengthening Financial Protection in Costa Rica (P178049)
- **Sierra Leone** - Safety Nets Project (P143588) & Productive Safety Nets & Youth Employment (P176789)
- **Somalia** - Integrated climate resilience for livelihoods and pastoral economies (P171346)



Relevance

GSFF-support to DRF4ASP is highly relevant: in essence because GSFF focuses on the link between 'money-in' (strengthening financial protection and resilience at the national level through support to Ministries of Finance) to 'money-out' (safety net payments to the most poor and vulnerable).

The need for strengthened attention to targeted "money out" in DRF is underscored by the independent evaluation of ARC (2022), which found that none of its last four drought responses reached beneficiaries within a sufficiently timely manner.⁶⁰ The very recent Independent Evaluation of How the World Bank Supports Adaptive Social Protection in Crisis Response (July 2025)⁶¹ delivered two particularly relevant Key Messages:

- World Bank-supported projects paid strong attention to regular program strengthening but gave inconsistent attention to grounding their designs in countries' institutional arrangements and ensuring predictable financing; and,
- SP systems performed better in slow-onset and recurrent shocks, such as droughts, than in sudden-onset, infrequent shocks, such as earthquakes or tropical storms, because slow-onset shocks have clearer institutional mandates, more comprehensive information systems, and well-established partnerships.

As such, GSFF's DRF4ASP support plays a highly relevant and relatively unique dual-level 'linking-role' – linking Ministries of Finance to relevant line ministries responsible for emergency safety net programs (money-in planning and coordination at national level) AND linking trigger events (shocks and hazards of different severity and intensity) to the disbursement of funds 'on the ground' (linking money-in to money-out).

The implicit strategy and its link to in-country operations as a 'way of working' has particular relevance in terms of:

- **Using GSFF grant finance to complement wider WB operational lending to advance DRF4ASP approaches** – Demonstrating, piloting, testing and enhancing the link between DRF and ASP in contexts and countries where the recipient government counterparts may lack capacity, risk appetite and/or adequate financing, and would otherwise not engage in DRF4ASP.
- **Supporting and building the capacity (financial resilience) of national systems** – putting in place national DRF strategies which link to existing national ASP strategies, supporting the relevant and responsible national ministries and agencies in the process.

⁶⁰ Hillier, D. et al. 2022. Independent evaluation of the African Risk Capacity. InsuResilience Global Partnership. Available at: <https://www.insuresilience.org/publication/independent-evaluation-of-the-african-risk-capacity/>.

⁶¹ The World Bank. 2025. How the World Bank Supports Adaptive Social Protection in Crisis Response: An Independent Evaluation. Available at: <https://ieg.worldbankgroup.org/evaluations/how-world-bank-supports-adaptive-social-protection-crisis-response>.



- **Focusing attention on the ‘delivery elements’ of DRF** – its ultimate impact in terms of providing rapid and targeted financial support to the most vulnerable when disasters strike through the establishment of clear triggers and effective disbursement mechanisms.

Key Results

GSFF progress and key results under Pillar 1 refers primarily to working with WFP to develop the Joint Principles for People-Centered CDRF which is pending publication. Progress and results under Pillar 2 covers Transfers Out to the WFP, UNICEF and ADB – all of which contain DRF4ASP-focused elements. Summaries of each of the TOs are covered in Chapter X.

Therefore, this section focuses on providing a summary of GSFF most significant DRF4ASP progress and results under Pillars 3 and 4 – Bank and recipient executed support provided in country (Pillar 3) and through the regional risk pools (Pillar 4).

The three relevance criteria are used as a framework for summarizing and assessing GSFF’s DRF4ASP results:

1. Using GSFF grant finance to complement wider WB operational lending to advance DRF4ASP approaches
2. Supporting and building the capacity (financial resilience and sustainability) of national ASP systems
3. Focusing attention on the ‘delivery elements’ of DRF – it is worth noting that there is very little routine reporting or evaluative evidence available on the benefits of payouts, with virtually no focus on effectiveness of the targeting, the scale of the payouts relative to the extent of the losses suffered, or the speed at which beneficiaries received payouts. This is a significant evidence gap which undermines the accurate assessment of the effectiveness of GSFF’s DRF4ASP work.

Pillar 3 – Developing DRF4ASP investments in-country to address specific protection gaps

Malawi – The Malawi Social Support for Resilient Livelihoods Project is a long-running DRF4ASP initiative which can demonstrate results in all three areas of the framework – complementing wider WB operations to enhance Malawi’s social safety net program by introducing a GSFF-funded element which uses DRF to make the program shock-responsive.⁶² A contingency fund provides emergency cash transfers in response to moderate droughts, and a macro/sovereign risk transfer instrument covers the cost of larger scale-ups for more severe droughts. The cash transfer program is scalable in two ways: it can provide additional emergency funds to existing beneficiaries, and it can extend coverage to include new participants who have been pre-identified as vulnerable in the country’s social registry. GSFF funding has supported the improvement of payment and registration systems for beneficiaries, as well as capacity building, legal reforms, and the codification of standard operating procedures for DRF

⁶² Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024, p. 90. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.



instruments. The government also used GSFF funding to improve the payment and registration systems for disbursing emergency funds and to develop a handbook that standardizes the guiding principles, operational framework, and institutional structure for scaling up the SCTP in response to future shocks.


The project is reasonably unique in two areas:

- In 2023, Malawi successfully placed the macro/ sovereign risk transfer product with ARC Ltd. That covers the cost of SCTP scale-ups through 2025. GSFF funding enabled the World Bank to perform quality assurance checks for the risk transfer product. Malawi's efforts mark the first time an insurance product has directly backed a shock-responsive component for a social protection program in Africa, and it may pave the way for similar DRF initiatives in other countries on the continent.
- Despite DRF4ASP still being in its relative infancy, the project has disbursed funds both from the contingency fund and from the ARC insurance product – In response to a drought in 2022, the government leveraged US\$6.3 million in contingency funds to provide emergency cash transfers to 74,000 households (about 350,000–400,000 individuals) in three districts. Similarly, Malawi experienced a drought during the 2023–2024 season, and the parametric triggers correctly reflected the situation on the ground. As a result, insurance paid out US\$6.6 million, and the contingency fund paid out US\$5.3 million, benefiting an estimated 142,000 households across ten districts.

Sierra Leone – Shock responsive design and mechanism for the social safety net program leveraging contingent credit – GSFF, and formerly GRiF, has provided its longest running DRF4ASP support to the Sierra Leone Safety Nets project, which uniquely is now completed. Sierra Leone received two GSFF grants totaling US\$5.5 million. The first grant enhanced the trigger and disbursement systems of Sierra Leone's safety net and supported the country's DRF strategy. The latest grant updates the DRF strategy, institutionalizes standard operating procedures for funding emergency response, and supports a digital public works program pilot.⁶³ These improvements follow the success of earlier interventions that enabled the government to scale up its flagship cash transfer program between 2020 and 2023. More than 100,000 households received a onetime emergency cash transfer of US\$135 during the COVID-19 pandemic and in response to fuel and food price shocks. According to the three relevance criteria above, GSFF support has successfully delivered results under all three elements – complementing wider WB operational lending to advance DRF4ASP approaches, supporting and building the national DRF strategy and capacity, and the piloting of innovative delivery mechanisms. The support also points to GSFF's implicit and potential comparative advantage in DRF4ASP in terms of:

- **Integrating and aligning national-level stakeholders on DRF4ASP strategy and policy** – The Ministry of Finance, the National Disaster Management Agency, and other stakeholders

⁶³ Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024, p. 90. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.



completed Sierra Leone's Disaster Risk Financing Strategy, which was approved by the cabinet on March 21, 2024.

- **Building recipient stakeholder capacity in DRF** – including a joint study tour on DRF4ASP with a delegation from Bangladesh in Malawi and Mozambique.
- **Financing innovative DRF4ASP components** – the pilot of an innovative digital public works program that will hire approximately 2,000 youths to collect data in disaster-prone urban areas. The data will fill critical information gaps and improve the government's response to future shocks.

Uganda – Supporting the Northern Uganda Social Action Fund (NUSAF) public works cash transfer program to be scalable in the event of drought or flooding⁶⁴ – The substantial (US\$20 million) GSFF grant was approved in 2023 to capitalize a US\$25 million contingent financing instrument for the safety net. Linking the instrument to the Ministry of Finance, Planning and Economic Development is expected to facilitate the government in making future budgetary allocations to the program and promote its long-term sustainability. The grant also provides US\$3 million in premium subsidies for a sovereign risk transfer instrument that can replenish the prearranged funding facility in the event of a catastrophic drought or flood. The sovereign risk transfer instrument would provide US\$23–35 million in coverage, though its design will proceed only once the government completes and adopts a disaster risk finance strategy. Together, the two instruments are estimated to cover emergency payments to 1.4 million people. Resonating with GSFF's DRF4ASP niche and comparative advantage, GSFF has provided TA in two areas:

- **Supporting the government in drafting its disaster risk finance strategy:** The team helped constitute a technical committee; provided members with training on disaster risk finance and the World Bank's Crisis Preparedness and Response Toolkit in partnership with the World Bank's MIGA and Treasury;
- **Progressing trigger design:** Validation of proposed trigger thresholds for drought in new areas is nearly complete and will inform updates to the government's disaster risk finance manual and management information system under the NUSAF project.

Future support focuses on supporting the national development of the critical elements and mechanisms required to operationalize a shock-responsive social protection system:

- Support the implementation of Uganda's disaster risk finance strategy, including establishing the prearranged funding facility and placing the sovereign risk transfer instrument.
- Ensure operational readiness for a shock responsive social protection delivery system: i) update the trigger tool, ii) establish a trigger monitoring function within the government's project implementation unit, iii) complete flood registry and contingency plans in five districts and iv) update the disaster risk finance manual and management information system.

⁶⁴ Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024, p. 69. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.



- Purchase sovereign insurance, subject to the outcome of a feasibility assessment. Have put the prearranged funding facility in place for scaling up the public works safety net, should triggers be met.

A notable key feature of GSFF's support to Uganda is the emphasis placed on support national processes and developing sustainable national capacity, policy and processes.

Bangladesh – Supporting the government as the policy holder developing macro/sovereign products to respond to floods through improved payout distribution for existing flood assistance programs. Similar to GSFF's Uganda DRF4ASP support, GSFF substantial (US\$9 million) grant to Government of Bangladesh in 2023 will improve the government's preparedness at the national level to respond to the needs of flood-prone communities by developing two disaster risk finance instruments that address flood risks of varying severity and frequency: a macro/sovereign risk transfer instrument and a community protection (contingency) fund.⁶⁵ Key results from this grant are yet to be delivered. But the World Bank project team worked with the government to integrate the grant into their budgeting process, engaging organizations such as Start Network, Oxfam, and the World Food Program to help guide, for example, how to structure procurement packages. The project team also assessed existing flood risk analytics and models being used by different local partners and explored how to seamlessly integrate emergency payouts to individuals using a digital payment system such as a mobile wallet.

Pillar 4 – Integrating DRF4ASP into GSFF grants to regional risk pools

Elements of DRF4ASP in both GSFF's support to DRIVE and REPAIR regional risk pool programs although not yet manifest in terms of specific DRF4ASP components, activities or results.

To better protect the livelihoods of pastoralists in Djibouti, Ethiopia, Kenya, and Somalia, the World Bank's IDA fund provided US\$327.5 million in financing under the **DRIVE of Pastoral Economies in the Horn of Africa** project.⁶⁶ A 2022 US\$30 million GSFF grant supports a range of financial solutions for pastoralists in four countries whose livelihoods are threatened by drought. The package is designed to layer risk, meaning that various financial services address different frequencies and intensities of risk that pastoralists face due to climatic shocks and other hardships. Index based livestock insurance protects against severe drought events. At the same time, financial incentives encourage pastoralists to open and consistently contribute to a savings account. As a result, during moderate drought, pastoralists can afford to keep their livestock alive; if instead they had to replace livestock that died, the estimated cost would be three times more. Despite references to social protection and safety net elements in the design and operation of DRIVE, it is not clear that the program adopts an explicit DRF4ASP approach. That said, the program has reached trigger and disbursement stages – Within just

⁶⁵ Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024, p. 73. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.

⁶⁶ Global Shield. 2025. Global Shield Financing Facility–Annual Report 2024, p. 115. Available at: <https://www.globalshieldfinancingfacility.org/publication/global-shield-financing-facility-annual-report-2024>.




nine months of the financial package's launch, 170,000 pastoralist households signed up for the livestock micro-level insurance and became eligible for bonus payments for registering their mobile banking savings accounts with the DRIVE platform. The insurance coverage is seasonal, providing policies for the March–June season (MAMJ) and the October–December season (OND). During the OND 2022 and MAMJ 2023 coverage seasons, drought triggered insurance payouts of over US\$5 million for 88,000 policyholders in Kenya; over 15,000 policyholders in Ethiopia received a total of US\$0.85 million.

The **REPAIR** project was approved by the World Bank Board of Directors in July 2024, with a US\$30 million grant from GSFF. The objective is to establish a regional climate fund as a centralized mechanism that lowers technical and financial barriers to using DRF instruments. Participating countries will be able to better layer their risks by using instruments that respond to shocks of variable magnitude and frequency. Part of the DRF4ASP ambition of the program is to enable pre-financing of the established shock-responsive social protection programs in REPAIR countries – Comoros, Madagascar and Mozambique. It is too early in the design and implementation of the REPAIR program to assess any key results associated with DRF4ASP.

Lessons Learned

1. **Relevance** – GSFF support to DRF4ASP remains highly relevant and leverages GSFF's unique advantages as part of the World Bank. GSFF has a unique position integrating DRF4ASP into in-country Bank and recipient country strategy, policy and processes – in essence this unique position relates to aligning WB operations with national DRF4ASP stakeholders, particularly aligning Ministries of Finance (responsible for DRF strategy and policy) with line ministries (responsible for ASP strategy, policy and disbursement).
2. **Effectiveness** – GSFF has effectively delivered results on DRF4ASP with particular emphasis on GSFF's role and focus on:
 - a. Using GSFF grant finance to complement wider WB operational lending to advance DRF4ASP approaches
 - b. Supporting and building the capacity (financial resilience and sustainability) of national ASP systems – linking money-in to money out.
 - c. And to a lesser extent at present, focusing attention on the 'delivery elements' of DRF – trigger and disbursement mechanisms
3. **Effectiveness** – There is a lack of evidence available on the ultimate effectiveness and impact of DRF4ASP in terms of the benefits of payouts to vulnerable households and communities. Following a trigger event, GSFF generates no impact framework reporting or ex post evaluative evidence assessing the accuracy of the targeting, the scale of the payouts relative to the extent of the losses suffered, or the speed at which beneficiaries received payouts. This is a significant evidence gap which undermines the accurate assessment of the effectiveness of GSFF's DRF4ASP work.

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4. **Complementarity with the Transfers Out** – Both the TOs to UNICEF and the WFP have been based on extensive funding for DRF4ASP programming by these UN agencies. Both UNICEF and WFP play different yet complementary roles in the DRF4ASP sector. Whilst GSFF is well placed to work through government systems – putting place and aligning DRF4ASP strategy and policy, WFP and UNICEF’s comparative advantage relates to speed of response from trigger to disbursement (money out based on existing in-country registries and disbursement systems, often outside of government systems). GSFF could integrate more explicitly with and add value to the DRF4ASP elements of the Transfers Out – particularly focusing on the complementarity between the respective comparative advantages of each entity.

Key Resources & Further Reading

GSFF/GRIF

[DRF4ASP – No significant strategy or approach available. See GSFF Annual Report 2024 p. 27 – headline summary](#)

[With WFP – Joint Principles for People-Centered CDRFI – *Pending*](#)

[Using Disaster Risk Financing To Build Adaptive Social Protection For Climate Shocks In Malawi – 2023](#)

Wider World Bank

[How the World Bank Supports Adaptive Social Protection in Crisis Response – An Independent Evaluation – July 2025](#)

[Adaptive Social Protection- Building Resilience to Shocks – Building Resilience to Shocks – July 2020](#)

Global Shield against Climate Risks

[Linkages between Social Protection and Disaster Risk Finance – November 2023](#)

World Food Programme

[Linking disaster risk financing with social protection: an overview of concepts and considerations – June 2023](#)

[Enhancing financial protection: The five impact pathways of Inclusive Risk Financing – June 2025](#)

[Optimizing early action and risk financing opportunities – Evidence from WFP’s participation in the ARC Replica Initiative – March 2024](#)



Safeguarding food security and building resilience: an overview of WFP-supported disaster risk financing programmes – July 2025

UNICEF

UNICEF Today & Tomorrow Initiative Overview Brief - 2024

Disaster Risk Financing And Social Protection East Asia And Pacific - An Assessment of the Evidence on Pre-arranged Finance for Government Support in Disasters - August 2024



Appendix E. FCV Deep Dive

Background

In areas facing FCV, vulnerability to climate and disaster shocks is especially acute and the resilience of institutions, communities, and households is often low. Countries affected by FCV are three times more likely to face extreme weather each year, and cumulative GDP losses in the three years following a disaster average four percent—compared to one percent in other countries (*Fostering Stability Through Financial Preparedness, 2024*). Weak institutional capacity, persistent instability, and political volatility create significant obstacles for DRF, where traditional “one-size-fits-all” approaches often fall short.

Working to advance DRF in FCV settings is a cross-cutting thematic priority for GSFF, as identified in the 2024 Annual Report. GSFF’s work in FCV settings supports the Global Shield against Climate Risks’ goal of providing more and better pre-arranged protection against climate- and disaster-related risks for vulnerable people and countries. It also supports the World Bank’s strategic priority to address FCV as part of its mission to end extreme poverty and promote shared prosperity, elaborated in its Strategy for Fragility, Conflict, and Violence 2020–2025, Climate Change Action Plan (CCAP), and Evolution Roadmap. In addition, the GSFF Secretariat plays a technical leadership and advisory role within the World Bank on DRF in FCV settings, helping inform how IDA investment can align with the Global Crisis Risk Platform and the Crisis Preparedness Gap Analysis.

GSFF Portfolio and Solutions

GSFF has approved grants in four FCV countries: Burkina Faso, Somalia, Mozambique, and the DRC.⁶⁷ In addition, the regional DRIVE, REPAIR, and West Africa FSRP programs include FCV countries of Somalia, Ethiopia, Comoros, Mali, and Niger. GRiF/GSFF grants in these countries have advanced the following DRF instruments and solutions:

Burkina Faso	Shock-responsive PPCG , reinforcing and enabling loans up to US\$174 million for MSMEs, women entrepreneurs, and farmers, even during crisis events
Somalia ⁶⁸	Contingent financing mechanism linked to the national social protection system

⁶⁷ FCV countries are according to the World Bank’s classification of fragile and conflict-affected situations, available at <https://www.worldbank.org/en/topic/fragilityconflictviolence/brief/classification-of-fragile-and-conflict-affected-situations>.

⁶⁸ The grant for Somalia is still in the scoping phase according to portfolio data provided by the GSFF Secretariat on June 6, 2025.



Mozambique	Sovereign risk insurance , covering cyclone and drought Contingency fund
DRC	Parametric insurance that complements contingency emergency response component (CERC) of National Agriculture Development Program, providing safety net for farmers during extreme weather events Contingency fund
DRIVE	Somalia and Ethiopia – micro risk insurance for drought
REPAIR	Comoros and Mozambique – Contingency fund, contingent credit, sovereign risk insurance
FSRP	Phase I: Burkina Faso, Mali, Niger – risk financing product with payouts into the Regional Food Security Reserve (RFSR)

In addition to the DRF instruments listed above, GSFF grants in FCV countries also include critical TA that enables solutions including capacity building with government partners, activities to strengthen financial and insurance markets, feasibility assessments to help countries understand risk financing options, and development of policies and strategies that support DRF rollout and uptake in country.

Approach

DRF in FCV contexts is challenging for many reasons. Security and accessibility risks, institutional constraints, and capacity limitations can make reaching beneficiaries difficult, and increase costs or time required for launching effective DRF products that meet country needs. To address the challenges of advancing DRF in FCV settings, GSFF has prioritized building partnerships and adapting solutions to local contexts. While their efforts have had mixed success, GSFF has been effective at working with non-governmental actors like NGOs, UN entities, and private sector actors to take a systems approach to enhancing capacity building and engaging with beneficiaries, realizing a need to supplement and or/substitute their work with government counterparts in FCV contexts. GSFF sees itself as playing a critical role in FCV settings as a facilitator and broker—supporting collaboration, innovation, strengthening of risk data and analytics, and institutional development. It also provides financial support for premiums and capital to de-risk and expand access to credit and insurance products, helping countries strengthen preparedness in some of the most complex and fragile environments (*Fostering Stability Through Financial Preparedness, 2024*).

In order to better address their DRF needs, the GSFF Secretariat is exploring the development of a dedicated window for FCV countries, with a special focus on ASP.



Relevance

FCV settings face acute vulnerability, low institutional capacity, and insecurity and instability-driven access restrictions that can prevent effective preparedness for and recovery from disasters. GSFF's support to co-finance DRF instruments and deliver Bank-executed TA are highly relevant in these contexts, including the following:

- **De-risking and facilitating private investment and financial services access in high-risk settings:** GSFF's relatively large investments (especially when linked to and leveraging IDA funds) and grant-based operations allow it to support financial and insurance market development at scale, even in high-risk settings where other finance may not be readily available. In Burkina Faso, for example, the shock responsive PPCG in place with GRiF support is expanding access to private credit for MSMEs and women owned businesses and maintaining this access during crises. While first developed as a specific crisis window, the GRiF funds were adjusted to cover the entire PPCG and make it shock-responsive via a structure that layers additional derisking.
- **Funding TA and strengthening enabling environments:** GSFF grants, particularly via Bank-executed TA, address needs for strengthening DRF capacity among government ministries and partner stakeholders and help develop feasibility assessments and strategies and regulatory conditions for DRF. Where governance is weak, GSFF demonstrates the ability to have a more "hands on" approach (such as in Somalia) to engage all levels of government in the project—enabling countries to transition from working with humanitarian entities to taking more ownership of DRF provision at the national level.
- **Convening power and ability to leverage partnerships to reach the most vulnerable communities:** In FCV settings, partnerships leveraged by GSFF support (both via grant-funded projects and out-transfers) brought DRF products to hard-to-reach or insecure areas. For example, the DRIVE program is working with partner ZEP-RE via their local networks in Somalia and Ethiopia to reach pastoralists in areas of active conflict and have partnered with mobile service providers to provide digital financial access options. While this approach can be more expensive and slower to implement, interviewees assert that it leads to lasting benefits of increased financial inclusion and reach of the DRF products.
- **Flexibility in DRF product structuring to allow countries to address critical financing needs when crises arise.** In Mozambique, for example, the GSFF-financed sovereign risk insurance premiums that support the national disaster management fund helped the government facilitate an early response to the 2018 humanitarian crisis in Cabo Delgado.

An additional relevance consideration of GSFF support for DRF in FCV contexts is that few of the countries currently active in the Global Shield are fragile and conflict-affected states, although some may experience localized fragility and conflict. Of the nine countries where GSFF has supported DRF in FCV contexts, only Somalia is an active Global Shield country.



Key Results

GSFF grants in FCV contexts have increased DRF access in some of the most vulnerable countries and communities worldwide, leveraging both domestic and international partners. While results have been positive, GSFF projects have faced some challenges reaching last-mile beneficiaries and ensuring sustainability of grant-funded DRF efforts.

Increasing DRF access for FCV-affected countries and communities: The DRIVE project has successfully provided coverage for drought insurance to over three million pastoralists in countries including Somalia and Ethiopia, delivering policies via digital accounts and with regional partners like ZEP-RE, reaching remote areas where people had been excluded from financial systems in the past. Early success in reaching beneficiaries means that the DRIVE team is currently exploring ways to expand their financing in existing partner countries (by seeking additional GSFF resources, including for Somalia) and in other countries to diversify the program's overall risk profile. The DRIVE team is also carrying out an impact assessment to better understand how the program enhances DRF access in the region.

In **Burkina Faso**, a relatively modest GSFF grant has helped to derisk additional capital and broaden credit access to a broader set of stakeholders and vulnerable communities. The shock-responsive PPCG has enabled MSMEs and women to access credit that would otherwise have been unavailable via de-risking investments from private banks and microfinance institutions. However, the World Bank project has not been able to open PPCG access in the most remote or crisis-affected areas of the country has not been possible, as banks are not active and therefore are not offering any credit in those regions.

Strengthening partnerships for analytics and delivery in FCV contexts: Leveraging partnerships—from working with telecom companies, local banks and reinsurers, civil society, or humanitarian organizations that have deep local integration and community access—has enabled GSFF to deliver DRF access to FCV-affected populations, proving central to their activities in FCV settings.

Collaborations have brought in expertise and delivery capacity that go beyond traditional government channels and help GSFF deliver results in challenging environments. **In Burkina Faso, for example, the grant team engaged with regional partners AfDB and ARC for diagnostic work and WFP for in-country delivery, given their parallel work on weather index insurance.** In Somalia and Ethiopia under DRIVE, GSFF's ability to reach beneficiary pastoralists has relied on the networks and local offices of partner ZEP-RE. GSFF has supported cross-donor collaboration and advanced technical partnerships that expand understanding of complex risks and compounding crises, **such as the use of European Space Agency data under the CRFA initiative** to strengthen analytics for pre-arranged finance. In fragile settings in the DRC, the CRFA advanced social risk modeling that forecasts changes in levels of violence in three eastern provinces – data that can be layered with other drought and flood risk modeling and loss assessment and tools for multi-dimensional crisis risk monitoring.



As part of the World Bank, GSFF can leverage the Bank's relationships with the national government, strengthening relevant capacities in FCV countries where government institutions are recognized. In Somalia (DRIVE), for example, GSFF co-financed project has had good success strengthening government capacity through setting up the first national Takaful bill to govern DRF. In Burkina Faso, the neutral standing of the World Bank is seen as a plus, enabling access to work with regulators and advise government stakeholders. This contrasts with the experiences of other NGOs, which had been working to advance DRF in the past in country with limited success, partly due to perceptions of government interference, lack of trust, and the inability to mobilize investment at scale, according to interviews.

Sustainability: Despite these gains, **sustaining DRF in FCV settings remains a core challenge, given weak government capacity, funding limitations, political volatility, and the time needed to develop financial and insurance markets in contexts of consistent change.** In Burkina Faso, concerns about government misuse of funds and diversion to security investments after the end of the GSFF grant led to consideration of early termination of the PPCG and recalling of unutilized grant funds. This experience has the potential to undermine continuity – and, potentially, trust in the instrument that was put in place. In both Somalia and Ethiopia, sustaining insurance premiums and keeping up with demand for insurance products are both proving challenging. The project is taking an adaptive management approach, working with partner governments and ZEP-RE to consider higher trigger thresholds for payout and helping pastoralist beneficiaries that are able to pay to contribute directly to their premium costs.


Many of GSFF's efforts in FCV contexts are still in progress (DRIVE) or, in the case of Burkina Faso, just coming to a close. These early challenges with sustainability underscore the need for long-term donor engagement, adaptive oversight mechanisms, and continued reliance on multi-actor partnerships to ensure disaster risk finance solutions can take root and remain viable in FCV settings.

Lessons Learned

The following represent lessons learned for GSFF to consider in order to strengthen DRF outcomes in FCV settings:⁶⁹

- **Partnership are essential, but challenging to manage:** In FCV contexts, reaching vulnerable populations often requires working with NGOs, CSOs, humanitarian actors, and private entities who can build trust and enable local access. This engagement is a priority for GSFF, and grants have been successful when leveraging these kinds of non-governmental partners (e.g., with ZEP-RE in Somalia/Ethiopia). However, the World Bank trust fund structure can make this engagement difficult, as government ministries are the

⁶⁹ GSFF, together with the World Bank Disaster Risk Financing & Insurance Program, developed a document titled "Fostering Stability through Financial Preparedness: Disaster Risk Finance in Fragile, Conflict, and Violence-Affected Environments." This Deep Dive details considerations for strengthening and developing DRF in FCV settings that may echo those in the Fostering Stability document but are built on our evaluation experience.



key entry point for IDA financing. GSFF should consider expanding flexibility to engage non-state actors systematically, enhancing existing partnerships with humanitarian and development agencies and providing grant design options that allow for flexibility in channeling funds via out-transfers where governments have limited reach.

- **Access barriers persist in FCV settings:** Even when financial instruments exist, private banks and insurers can withdraw from insecure areas, leaving the most vulnerable households and MSMEs unserved by DRF products. GSFF can consider promoting adaptive delivery models – such as mobile money (see example of success in Somalia and Ethiopia) and schemes linked to social protection measures – that do not rely on formal banks. GSFF can also prioritize designs that take advantage of informal or humanitarian delivery channels.
- **Political volatility undermines capacity building gains:** Especially where complex DRF products require capacity building or sustained government support, it can be hard to have lasting progress when turnover and regime change occur during implementation. Gains in financial literacy, government ownership, and enabling environments are fragile. GSFF can take a systems approach to continued investment in capacity building and TA, working with multiple government ministries and levels of government to institutionalize knowledge. In addition, maintaining parallel engagement with non-governmental actors can help to hedge against regime turnover.
- **Data and analytics are enablers of DRF success:** Innovative partnerships (e.g., CRFA in DRC) have strengthened risk monitoring and provided tools to inform DRF instruments in FCV settings. Yet, gaps in risk and impact understanding remain high in environments of compounding crises, limited institutions, and consistent change. GSFF can continue to invest in data partnerships, ensure that analytics are strengthened and translated into usable decision-support tools for partners, and help mainstream crisis risk modeling into program design.
- **Long-term sustainability of DRF products is a challenge without sustained donor involvement and oversight,** given country priorities and government volatility that may affect and redirect use of funds. GSFF can build sustainability plans into project design (incl. arranging for cost-sharing on premiums, where feasible), establish oversight and accountability mechanisms, and consider multi-phase support that transitions from donor-funded to locally sustained financing.



Appendix F. Landscape Analysis Tables

Countries receiving multiple types of World Bank DRF support

GSFF/GRiF Country	GFDRR Recipient?	RFU Recipient?	GIIF Recipient?
Bangladesh	Yes	No	Yes
Burkina Faso	Yes	Yes	Yes
Comoros	Yes	Yes	No
Costa Rica	Yes	No	No
Djibouti	No	Yes	No
DRC	Yes	Yes	No
Ethiopia	Yes	Yes	No
Ghana	Yes	No	No
Indonesia	Yes	Yes	Yes
Jamaica	Yes	No	Yes
Kenya	Yes	Yes	Yes
Lao PDR	Yes	Yes	No
Lesotho	Yes	No	No
Madagascar	Yes	Yes	No
Malawi	Yes	Yes	No
Mali	Yes	No	Yes
Morocco	Yes	Yes	No
Mozambique	Yes	Yes	Yes
Nepal	Yes	Yes	No
Niger	Yes	Yes	No
Pakistan	Yes	Yes	Yes
Philippines	Yes	Yes	Yes
Rwanda	Yes	No	Yes
Sierra Leone	Yes	No	No
Somalia	Yes	Yes	No
The Gambia	Yes	No	No
Togo	Yes	No	No
Uganda	Yes	Yes	Yes



Comparison of GSFF to key global and regional DRF initiatives

Entity	Year Est.	Funding Size	Level(s) Targeted			DRF Products Offered			Technical Support Offered		
			Macro	Meso	Micro	Risk retention	Risk transfer	None	TA for product development	DRF policy and planning support	Direct support to sub-national actors
Global DRF Initiatives											
Global Shield Financing Facility (GSFF)	2022	US\$500 million	■	■	■	■	■	■	■	■	■
Global Shield Solutions Platform (GSSP)	2022	Unknown	■	■	■	■	■	■	■	■	■
V20 Joint Multi-Donor Fund (JMDF)	2020	Unknown	■	■	■	■	■	■	■	■	■
InsuResilience Solutions Fund (ISF)	2017	€120 million	■	■	■	■	■	■	■	■	■
Insurance and Risk Finance Facility (IRFF)	2021	Unknown	■	■	■	■	■	■	■	■	■
World Food Programme (WFP)	2008	US\$361 million	■	■	■	■	■	■	■	■	■
V20 Sustainable Insurance Facility (V20-SIF)	2019	Unknown	■	■	■	■	■	■	■	■	■
Fund for Responding to Loss and Damage (FRLD)*	2023	US\$788 million	■	■	■	■	■	■	■	■	■
Start Ready Risk Pool	2022	Unknown	■	■	■	■	■	■	■	■	■
Regional DRF Initiatives											
Caribbean Catastrophe Risk Insurance Facility (CCRIF)	2007	Unknown	■	■	■	■	■	■	■	■	■
African Risk Capacity (ARC) Group	2012	Unknown	■	■	■	■	■	■	■	■	■
Southeast Asia Disaster Risk Insurance Facility (SEADRIF)	2020	US\$12 million	■	■	■	■	■	■	■	■	■



Entity	Year Est.	Funding Size	Level(s) Targeted			DRF Products Offered			Technical Support Offered		
			Macro	Meso	Micro	Risk retention	Risk transfer	None	TA for product development	DRF policy and planning support	Direct support to sub-national actors
Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI)	2016	Unknown	■				■			■	
AfDB African Disaster Risk Finance (ADRFi) Program	2018	US\$100 million	■				■		■	■	
IDB Contingent Credit Facility for Natural Disaster	2012	US\$4 billion				■	■				
ADB Contingent Disaster Financing (CDF)	2019	Unknown	■			■				■	

*No DRF products or technical support offerings marked for FRLD due to early stages of operationalization