



The Global Shield In-Country Process: Guidance Note – final draft

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List of Abbreviations:

CDRFI	Climate and Disaster Risk Finance and Insurance
CH	(Global Shield) Coordination Hub
DRM	Disaster Risk Management
EL	Expected Loss
GS	Global Shield
GSB	Global Shield Board
HLCG	InsuResilience High-Level Consultative Group
ICC	In-Country Coordination
ICP	In-Country Process
MEL	Monitoring, Evaluation and Learning
NAPs	National Adaptation Plans
TAG	Technical Advisory Group
QA	Quality Assurance

1. Introduction

Background

The G7-V20 Global Shield against Climate Risks (GS) aims to **increase protection for vulnerable¹ people by providing and facilitating substantially more and better pre-arranged finance** against disasters. Greater financial protection should lead to better and more reliable disaster preparedness and response, which is an important element of addressing loss and damage exacerbated by climate change. General information on the GS objectives, main elements and interventions can be found in the [GS Concept](#).

To achieve its objective, the GS will use evidence-based, systematic, and inclusive analyses of countries' protection gaps, and apply these analyses to design, fund, and facilitate interventions to address these gaps. **The identification of country-specific needs and options of interventions / instruments will be facilitated through the In-Country-Process (ICP).** The ICP is an inclusive, country-led process which engages all stakeholders relevant to advancing Climate and Disaster Risk Finance and Insurance (CDRFI), including the needs and perspectives of vulnerable and affected groups, including historically marginalised groups. The in-country coordination (ICC) facilitates the ICP and is led by the host government. The ICP aims at facilitating greater understanding and informed decision-making by governments on risks, vulnerabilities, protection gaps, and the potential role of different CDRFI interventions and instruments in addressing these gaps. It streamlines in-country conversations on CDRFI across various actors and government institutions and supports governments in coordinating actors implementing or financing CDRFI interventions and/or instruments. The ICP ultimately enables countries to submit a country-specific request for CDRFI support to the GS. The delivery of the support package responding to the request can be achieved through a combined approach:

1. identifying options of support via existing programmes and interventions of partners via the GS Coordination Hub (CH) and
2. direct support via the three Financing Vehicles under the GS Financing Structure.

Objective of this document

This document aims to provide the necessary **framework to guide the ICP**, from the initial country assessment phase leading to the formal submission of a request for CDRFI support to the GS. It outlines the objectives and building blocks of each step in the ICP, the criteria which underpin the process and its individual components, and the role and tasks of the ICC. It further describes the role of the GS bodies with regards to the ICP and the ensuing delivery of financial protection to countries, including the GS Board (GSB),² the CH, and the Technical Advisory Group (TAG).

Note: all GS processes “benefit from the learning-by-doing dividend, i.e., GS procedures will be revisited regularly and adapted if necessary” ([GS Concept](#)). This means, each ICP in the various

¹Based on the InsuResilience definition, vulnerable people comprise i) people vulnerable to climate risk with the risk of slipping (back) into poverty, defined as particularly exposed to extreme weather events and earning below \$15 PPP/day and above \$3.10. PPP/day; and ii) people living in poverty defined as people with an income below \$3.10. PPP/day.

² The GSB will replace the existing High-Level Consultative Group (HLCG) and will be established after the HLCG's final meeting on May 25, 2023.

countries will undergo evaluations that will contribute to improving the processes and corresponding timeline estimations based on the experiences made (see Figure 1) and feedback shared by participating countries. For example, following the completion of the first ICPs in the pathfinder countries, the ICP guidance note may be adjusted based on lessons learned. Considering the country-driven character of the ICP, **GS partner country governments may apply this framework in a flexible, context-specific way in line with the overarching principles.**

2. In-Country Process: Overview and Main Elements

2.1 Overview

The **lead ministry of the GS partner country government** nominates the governmental focal point leading the ICP.³ The ICP includes a wide range of relevant stakeholders to ensure an inclusive and participatory process. The main outputs of the ICP are the Stocktake, the Gap Analysis, and the Request for CDRFI Support (see Figure 1 below). Advisory services regarding the Gap Analysis and review of the Request for CDRFI Support are offered by the TAG. To ensure the country government’s ownership throughout the process, the lead institution of the GS partner country government needs to endorse the main ICP outputs; ideally building on consultations amongst all relevant government entities. To ensure a multi-stakeholder approach and ownership of all ICP participants, they should be closely involved in the development of the output documents, in particular to reflect the needs and perspectives of vulnerable groups.

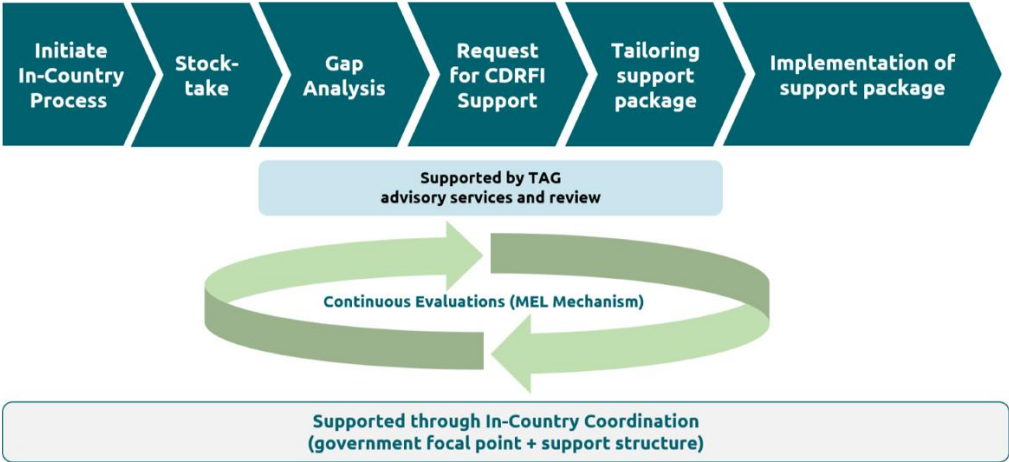


Figure 1: In-Country Process - Overview

³ If needed, the governmental focal point of the lead ministry has the option to mandate the responsibility of the ICP to another national institution/ agency to head the ICP as In-Country Coordinator. In this case, the In-Country Coordinator would still have to consult with the lead ministry for any main ICP decisions, and ideally also with other relevant government institutions.

The ICC is responsible for the implementation of the ICP. In particular, the needs and perspectives of the most vulnerable people in the country need to be integrated in the country's understanding of protection gaps and the resulting request for CDRFI support. **To ensure transparency and cultivate meaningful multi-stakeholder engagement** in this process, all outputs are shared by default with ICP participants for review.

To harness lessons learned and enable improvement and further adjustments of the ICP across GS Partner countries, all ICPs and process timelines are recommended to undergo **continuous cycles of evaluations**. This Monitoring, Evaluation and Learning (MEL) approach is outlined in Annex II.

The entire process and the individual steps should be **implemented as quickly as possible** to respond to the increasing financial protection needs. Therefore, the ICP needs to build on and integrate existing CDRFI-related consultations, analyses and projects and benefit from their lessons learned and best practices. Ideally, the ICP should not take longer than six to twelve months. To ensure speed and efficiency, the ICC may also decide to run steps in parallel as well as to use outcomes from CDRFI-related work undertaken prior to the official start of the ICP.

A fast-track approach for responding to the most urgent needs will also be possible: The potential for a fast-track approach for specific elements of the GS support (as part of the request for CDRFI support) will be identified by the ICC and/or ICP participants during the process. The fast-track approach will be applied on a case-by-case basis and could, for example, focus on strengthening/scaling-up existing instruments/mechanisms that are already being successfully deployed in the country.

The Request for CDRFI Support is submitted to the GS via the GS Secretariat. With support of the CH, available support by bilateral/multilateral donors, implementing programmes and further partners will be identified to respond to the request. **The GS Financing Structure aims to provide support for those financial protection needs stated in the Request for CDRFI Support which cannot be funded or addressed through efforts by other institutions.** The GS Secretariat, building on consultations within the CH and the Financing Structure, will revert to the ICC with a preliminary proposal outlining how the country's request can be approached most effectively. Building on the country's final decision, the Financing Structure and/or other implementing institutions will take up the country's request, develop a tailored CDRFI package and mobilise financial and technical resources to deliver and implement the needed support.

Note: Acknowledging the different contexts in GS partner countries, these different process steps can be flexibly adapted and applied to ensure the best approach possible tailored to the country. However, a multi-stakeholder approach via the ICP with various steps outlined will still be conducted in every GS partner country (also in the case of a fast-track approach for a certain element of the Request for CDRFI Support).

2.2 Main Elements of the Process

2.2.1 Initiate In-Country Process

The governmental focal point (cf. section 3) will set up the entire ICP in collaboration with the GS Secretariat. The **focal point will take the main decisions in coordination with the lead ministry** on the set up the ICC and the different aspects of the process. The ICP should build

upon existing relevant fora (committees, stakeholder/working groups) as much as possible to avoid duplications, safeguard resources and achieve results efficiently.

The ICC develops the overall approach for the country's ICP in the form of a workplan, including Stocktake, Gap Analysis, and Request for CDRFI Support. In addition, the ICC compiles a list of key stakeholders to be invited to the ICP with the goal to ensure an inclusive and participatory process, which crowds in the perspectives and needs of all relevant stakeholders, in particular the affected, vulnerable groups.⁴

For a more detailed recommendation for this process stage, see Annex I.

Outputs:

- Determining the set-up of the ICC
- Workplan for ICP, including envisaged timeline
- Stakeholder Mapping: first draft of key stakeholders list

2.2.2 Stocktake

The **objective** of the Stocktake is to facilitate the understanding by the government and further ICP participants on the status of financial protection at national, sub-national (regional/local), business, farm and household levels, particularly for vulnerable people and groups. It will build on any existing stocktakes that were already carried out.

The **first part** of the stocktake concerns the relevant **programmes and projects** ongoing at the country-level: a) CDRFI projects and programmes and b) further projects and programmes linked to CDRFI, with different levels of information required for each of these.

a) CDRFI projects/programmes: detailed information request

- Captures all major projects with CDRFI components and those specifically aimed at financial protection⁵
- Includes regional/global activities relevant for the country, and also projects supporting CDRFI (legal) frameworks/strategies/market development
- Includes existing projects and those currently in preparation and **should ideally cover the following information:**
 - Project title, implementing organisation(s)
 - Project focus, objectives, and main activities
 - Regional focus(es), duration, status
 - Target group / beneficiaries (including information on gender-aggregation and social inclusion, if available)
 - Perils covered, risk levels, coverage volumes, pricing/costs (if available)
 - (Estimated) costs of the project/programme
 - Contact information for project/programme coordinators/offices

⁴ Cf. CARE International, 2017 for an approach to participatory planning in the context of climate scenarios, specifically chapter 3.6

⁵ See section 5 in the [GS Concept](#) for a full overview of instruments.

b) Projects/programmes linked to CDRFI: reduced information request

- Projects on disaster risk management (incl. disaster risk reduction), projects on climate change adaptation (incl. ecosystem-based adaptation, national adaptation plans, NAPs, climate risk analyses), projects supporting (sub)national development plans, preparedness projects (e.g. early warning systems and anticipatory action), projects supporting social protection/safety nets, emergency response, disaster-related home/livelihood assistance, financial inclusion, public financial management, gender-related projects, and community-based projects focused on building resilience.
- Includes existing projects and those currently in preparation and **should ideally cover the following information:**
 - Project title, project focus, implementing organisation
 - Very short description of activities
 - Regional focus(es), duration, status
 - Target group / beneficiaries (including information on gender-aggregation and social inclusion, if available)
 - (Estimated) costs of the project/programme
 - Contact information for project/programme coordinators/offices

All projects/programmes (a+b) will be asked to state their willingness and ability to support the ICP and its outputs. For example, this could include providing further information on specific project/programme activities, connecting stakeholders and ensuring alignment and synergies with GS support.

The second part of the stocktake focuses on identifying **available information and documentation** that can inform the ICP, including:

- Analytics: climate risk data / models / vulnerability analysis, exposure databases, analytics for geophysical hazards, collection and analysis of losses and damages, (feasibility) studies.
- Strategies (approved by the country's decision-makers): [V20 climate prosperity plans](#), national disaster risk (finance) strategies, national disaster risk management policy/plan, national development plan, national adaptation plan, sectoral adaptation plans, Nationally Determined Contributions, financial inclusion policies etc.
- Regulations: regulatory frameworks relevant for CDRFI instruments.

The stocktake will also include analytics, strategies and regulations that are still under development. The analytics part will also feed into the Gap Analysis (see 2.2.3). The ICC and the GS Secretariat will ask GS partners (e.g. CH members) to contribute any available information and data sets to the stocktake. The final Stocktake document will be made publicly available by the GS Secretariat to ensure transparency and accountability in the process.

See Annex I for a detailed overview of the Stocktake, including individual actions.

Outputs:

- Stocktake: final version, including first part (a+b) and second part
- Stakeholder Mapping: list of key stakeholders based on the projects/information submitted

2.2.3 Gap Analysis

The **objective** of the Gap Analysis is to facilitate informed decision-making by the government on major projected climate risks (incl. vulnerabilities) and gaps in financial protection. This will be achieved through a mapping of relevant projected hazards that can impact the country, combined with an assessment of specific vulnerabilities (incl. exposure) and existing solutions at the national, sub-national and/or local levels (via the stocktake).⁶ The final Gap Analysis will include a prioritization of protection gaps, and the items under the Request for CDRFI Support will be based on these priorities.

Protection gaps are defined as risks which cannot be mitigated through other risk management measures and for which no financial protection⁷ is currently in place. These gaps can exist at the (sub-)sovereign, business and household level. The **Gap Analysis is established by conducting a comprehensive assessment of these risks and comparing the results with the levels of financial protection identified in the stocktaking**. The instruments of financial protection/CDRFI supported by the GS are targeting residual risks which cannot be cost-effectively mitigated through investments in risk prevention, reduction or preparedness (incl. climate change adaptation and disaster risk reduction measures). To foster a comprehensive approach, the Gap Analysis should also help identifying where such investments in climate and disaster risk management elements (e.g., prevention, reduction, preparedness) can be made. This could for example feed into specific projects on climate change adaptation or disaster risk reduction. Such projects (e.g., on adaptation) cannot be directly supported by the GS Financing Structure, but the ICC should ensure information generated through the Gap Analysis can inform broader climate and disaster risk management (incl. adaptation planning) by the government and their development partners. This information should support the pursuit of complementary funding and programmes (e.g., from bilateral/multilateral sources). Overall, such a comprehensive and proactive approach to managing climate and disaster risks will benefit the country more than just focusing on the financial protection. In addition, an **analysis of gaps in the enabling environment** for CDRFI is carried out, building on existing analysis and consultations with the government and ICP participants.⁸

Throughout the Gap Analysis, the ICC will lay particular focus on **incorporating views of affected groups** (i.e., population living in poverty, women, indigenous people, persons with disabilities, etc.) through engagement with civil society organisations and relevant participants in the ICP.⁹ The gap analysis, including the review and needs raised by civil society, is **shared with the TAG for its advisory services**. The TAG will apply the recommended criteria for the Gap Analysis (cf. 4) and share recommendations with the ICC on how the gap analysis could be enhanced. The TAG recommendations will be made publicly available together with the final Gap Analysis by the GS Secretariat to ensure transparency and accountability in the process.

See Annex I for a detailed overview of the Gap Analysis, including individual actions.

⁶ Cf. ADB and World Bank (2017) for further guidance and best practice on conducting comprehensive risk analytics to inform CDRFI decisions

⁷ i.e., CDRFI instruments which are able to disburse funds quickly and reliably when these risks materialise.

See Section 5 in the [GS Concept](#) for a detailed overview.

⁸ Cf. ADB (2020) for further guidance on diagnostics.

⁹ Cf. O'Sullivan-Winks D (2020) for further guidance

Note: The **Gap Analysis will as much as possible be based on existing information**. This includes needs and gaps identified in existing, relevant assessments as well as policy and planning documents. The Gap Analysis will also **leverage existing risk information and risk analytics capabilities** to assess risks at various levels. If existing risk analyses are able to provide the needed level of information (cf. recommended criteria for gap analysis in section 4), commissioning new analyses will be spared to ensure speed and efficiency. Support for new analyses will, for example, be available via the Global Risk Modelling Alliance.

Outputs:

- Risk Assessment
- Comments and views by ICP participants on Risk Assessment (contributions are voluntary)
- Gap Analysis (draft and final version)
- TAG recommendations

2.2.4 Request for CDRFI Support

The Request for CDRFI Support specifies development objectives, financial protection targets, and instruments, projects, or other solutions a country seeks financing for to address specific protection gaps identified by the Gap Analysis at the national, sub-national and/or local levels. The Request for CDRFI Support can also be a description of the problem that should be solved. The ICC shares the draft Request for CDRFI Support with the TAG for their technical review. The TAG provides recommendations if and how the request could be strengthened (cf. 2.2.5), building on the recommended criteria (see section 4). If requested by the government, the TAG is also available to support the ICC during the drafting of the request.

1. Draft Request for CDRFI Support

High-level overview shared with the TAG for its review against GS principles/recommended criteria

2. Final Request for CDRFI Support

Enhanced request, building on the TAG's suggestions. Final request and TAG review are published by the GS Secretariat to ensure transparency and accountability.

The Request for CDRFI Support will be:

- **Country-led:** The ICP enables a discussion in a participatory and inclusive manner on the prioritised needs for financial protection and/or preferred solutions, with the government in the lead. The final request may also set out a preference for a GS Financing Vehicle, implementing partner and further initiatives outside the GS. ICP participants can advise on potentially suitable partners and funding sources (including non-GS funding sources).
- **Supported:** The TAG provides recommendations to enhance the country request. The objective of this service is to support country decision-making, not replace it.
- **Flexible:** Recognizing that the ICP may generate a range of requests, from problem statements to detailed requests, the Request for CDRFI Support can take different forms. Annex I includes a flexible template that countries can adapt based on the findings of the gap analysis and the results of the ICP.

See Annex I for a recommended outline of process steps to develop the Request for CDRFI Support.

2.2.5 Advisory Services and Review provided by the Technical Advisory Group

The TAG provides impartial advisory services and reviews to support countries and to enhance Requests for CDRFI Support:

1. **Upstream advisory service**, providing feedback on the gap analysis and, if requested by the government, recommendations during the drafting of the Request for CDRFI Support.
2. **Downstream Review** of the draft Request for CDRFI Support, providing a platform for further learning around CDRFI and supporting countries to develop requests for high-quality CDRFI projects and products, that both reflect country preferences and are aligned to the GS principles and its recommended criteria.

The primary purpose of the TAG's advisory services and review is to support more effective CDRFI projects based on countries' priorities by helping partners submit high-quality requests via identifying:

- ways of strengthening draft requests to meet GS principles and/or the appropriate supply-side solutions,
- key implementation risks that, if addressed, would lead to better protection for the most vulnerable,
- whether the ICP has been designed and implemented in line with the recommended criteria (cf. section 4)

It is not the function of the review to deliver 'yes' or 'no' screening decisions on Requests for CDRFI Support to GS stakeholders. Rather, the TAG supports efficient enhancements of requests by iterative dialogue with ICCs and publicly available reviews of the request for CDRFI support, against a robust and operational framework.

The TAG Coordinator is responsible for ensuring the quality and impartiality of the advisory support provided, including the proactive management of potential conflicts of interest within the TAG which could also lead to any advisor's dismissal from the conflicting assignment.

2.2.6 Tailoring Support Package: Matchmaking with GS Partners, complementary initiatives/programmes and GS Financing Structure

The final Request for CDRFI Support is the ICP's final output and enables financial support to the country for the financial protection needs identified. The underlying principles for any GS financing are **subsidiarity and complementarity**. As such, the GS Financing Structure will facilitate support for those financial protection needs stated in the Request for CDRFI Support which cannot be addressed by other institutions and/or programmes.

To respond to the country's request, the GS Secretariat will **consult with the governmental focal point in coordination with the lead Ministry and CH members** to identify support options by other bilateral/multilateral donors or complementary initiatives and implementing programmes (beyond direct GS Financing). Support options beyond GS Financing which were identified in the consultations with ICP participants will also be taken into consideration.

The GS Secretariat will then facilitate a **consensus-based decision within the GS Financing Structure** on whether and what type of further support by the Financing Structure is needed, which cannot be covered by other support options.¹⁰ This consensus-based decision will also include which Financing Vehicle(s) within the Financing Structure is best positioned to deliver. In the event that no consensus can be reached, the GS Secretariat will work with the TAG on a final recommendation to the ICC / governmental focal point. The recommendation needs to be approved by the country's lead Ministry for the GS process, ideally in consultation with other relevant government entities. The Financing Vehicles are expected to give due consideration to those implementing partners which were specifically requested by countries via their request for CDRFI support.

Recommended process steps are outlined in Annex I.

3. In-Country Coordination (ICC)

3.1 Roles: Governmental Focal Point and Support Structure

The **lead ministry** of a GS partner country nominates a **political governmental focal point** to head the ICP as In-Country Coordinator. This governmental focal point is the representative of the respective country for all GS processes, i.e., towards the ICP participants and all international actors and GS bodies. The **focal point is responsible for the coordination and facilitation of the ICP** (cf. section 2). This person can be a senior official in the government and should have the ability to secure decisions from the lead ministry (ideally consulting other relevant government institutions, cf. section 2) concerning main outputs of the ICP, e.g., endorsing the Request for CDRFI Support. The person should have a clear national mandate and full backing by the government across ministries and sovereign & sub-sovereign levels. The focal point should ideally be in place long-term to oversee the ICP and the subsequent implementation of the CDRFI request.

The focal point is expected to fulfil a number of tasks (cf. 3.2) to facilitate the ICP. **In light of the various tasks and administrative resources needed to implement the ICP, a support structure can be set up for the focal point, if requested. The support can be provided by an outside entity**, e.g., a (multilateral) development organisation or a consultant/consultancy firm based in the GS partner country and highly familiar with the local context. The approach is developed in a dialogue between the focal point and the GS Secretariat. The support structure would report to the focal point and closely engage with the GS Secretariat. Funding needs for the support structure can also be raised with the GS Secretariat. Any funding provided via the GS Secretariat to an outside entity to fulfil the role of the ICC support structure should be made publicly transparent.

Note: Conflicts of interests need to be avoided in case of outsourcing to an external entity. Safeguards in GS processes are incorporated, particularly through the impartial TAG advisory services and review. If the ICC support structure's host organisation applies for GS funds to implement the country's CDRFI request, the Financing Structure's independent and unbiased

¹⁰ Cf. World Bank Group (2019) for further guidance and case studies on the use of CDRFI instruments for different types of risks and financial protection needs.

decision-making should be preserved and made transparent. The Financing Vehicles' host organisations cannot provide the ICC support structure.

3.2 Tasks to be fulfilled by the In-Country Coordination

The governmental focal point is responsible for the ICC and should ensure that the list of tasks below is fulfilled. To this end, the support structure can take over any of the tasks described below to support the focal point in leading and coordinating the ICP. It is up to the focal point to decide which tasks will be delegated to the support structure. For example, the support structure can provide administrative and secretarial functions for the ICP, as well as technical assistance in the field of CDRFI and/or disaster risk management (DRM) and financial protection throughout the entire process, incl. the drafting of the country's CDRFI request.

Convening key stakeholders in meetings to achieve an inclusive and participatory process¹¹

- Convening participants for the ICP through access to a large national network while strongly building upon existing fora/committees/working groups.
- Identifying and engaging the different stakeholder groups: government, multilateral and bilateral development sector, private sector, civil society, academia, indigenous communities and marginalised groups (see Annex I).
- Setting up workplan and timeline for entire ICP.
- Managing the logistics and administrative aspects of the ICP, including the organisation of meetings, invitation management, communication with stakeholders etc.
- Facilitating/moderating meetings of the ICP.

Ensuring finalised and endorsed ICP outputs in a transparent way

- Gathering inputs from all ICP participants in a transparent way for the review of ICP outputs through sharing information, decisions, drafts, and final outputs
- Developing shared / final products and securing endorsement of final products: 1) Stocktake, 2) Gap Analysis, 3) Request for CDRFI Support.
- Outsourcing: specific draft outputs may be prepared by organisations with technical expertise or skills, including the Stocktake and the Gap Analysis.
- Work guided by the following principles:
 - Ensuring that the outputs are produced in line with the recommended criteria (cf. section 4)
 - Supporting and leading the process objectively, fairly, and transparently, i.e., the ICC should not promote a preferred solution/project motivated by its own interest.

Delivering relevant expertise

- Promoting institutionalization of knowledge in relevant government agencies
- Providing expertise in CDRFI, knowledge of climate change adaptation, disaster risk reduction and comprehensive disaster risk management

¹¹ Cf. chapter 4 of CARE International (2017) for further guidance on design participatory multi-stakeholder engagement processes.

- Crowding in knowledge of national processes in the GS partner country, including knowledge about national DRM (incl. DRF), national CDRFI mechanisms, national public financial management and fund management

4. Recommended Criteria and Technical Review Framework

The ICP is recommended to follow predefined criteria to ensure maximum impact for the respective country in enabling high-quality financial protection, building on the GS objectives. The ICC is expected to promote adherence to the criteria throughout the ICP, and the TAG will apply the criteria in providing advisory services. Some criteria apply across the entire process, while other criteria will apply only to specific outputs of the ICP (Stocktake, Gap Analysis and Request for CDRFI Support). The criteria build on the [InsuResilience Principles](#) and on the [Centre's Quality Assurance framework](#).

Crosscutting criteria

Cross-cutting criteria apply to the entire process, meaning that the full ICP and all outputs produced should be designed to meet these criteria:

- **Ownership:** All stages of the process are facilitated by the ICC and endorsed by the government, building on the country's clear commitment to enabling a sustained risk reducing and resilience building environment.
- **Complementarity:** All analyses build as much as possible on existing work, analytics and models. Solutions should build on country's existing frameworks and programmes and be integrated in broader adaptation and resilience planning. Specific criteria for stocktaking and gap analysis should hence be balanced with the overall ambition to grant rapid access to financial support for the country. Where a comprehensive gap analysis cannot be delivered within the ICP, the country could use a preliminary analysis to request analytical support from the GS Financing Structure (in combination with funding for targeted product development). Processes should further be adaptive and flexible, accommodating for country-specific needs and circumstances.
- **Equity / Inclusiveness:** The ICC ensures an inclusive process, crowding in all institutions and actors with relevance for financial protection, and perspectives of potential beneficiaries. To reduce complexity, groups of constituencies should nominate representatives to gather feedback/comments from the respective constituency to feed into the ICP.
- **Transparency:** Results from the individual ICP components – Stocktake, Gap Analysis and Request for CDRFI Support – are shared publicly, and with all participants in the ICP, the CH and the TAG (including comments by participants which were not included, or any additional information requested by the TAG for enhancement).

Criteria for Stocktake

Criteria specifically applied to this component will ensure that the Stocktake can facilitate sound understanding by the government and further ICP participants on the status of financial protection at national, sub-national, business, farm and household levels:

- **Impact & Quality:** Data for each project is assessed for its fitness-for-purpose to inform decisions, i.e., includes information on regions, perils, risk levels, target beneficiaries, coverage volumes, pricing/costs, etc. for each project to the extent possible. Information should be included to identify whether projects are gender-sensitive (guidance and technical support can be provided by the [InsuResilience Centre of Excellence on Gender-smart Solutions](#)). Data should further enable learning from both successes and failures, i.e., include qualitative information on what has and has not worked, including evaluations and research on past projects, and projects with limited success.
- **Comprehensiveness:** The Stocktake includes all major projects directly related to CDRFI, including (sub)sovereign risk transfer, debt instruments (contingent finance, pause clauses, shock-resilient loans, etc.), budgetary mechanisms, social protection, (sub)national insurance market development, and takes into account linkages to broader DRM and NAPs. It therefore captures information on broader development, adaptation and resilience efforts to ensure integration of CDRFI in broader policies. The Stocktake includes CDRFI-related projects under the authority of all ministries / government institutions.

Criteria for Gap Analysis

Criteria specifically applied to this component will ensure the Gap Analysis can facilitate informed decision-making by the government on major risks, vulnerabilities and gaps in financial protection:

- **Impact:** The gap analysis focuses on vulnerable people¹²: it assesses their needs (response, food security, critical infrastructure, livelihood protection) in different disaster scenarios, the corresponding impact on government's fiscal planning and on contingent liabilities, and the impact of direct forms of financial protection to close these protection gaps. Prioritization of protection gaps should therefore as much as possible build on headcount, i.e., aimed at facilitating protection to as many vulnerable people living in poverty as possible.
- **Quality:** The risk models and vulnerability information used for the risk assessment should ideally meet the following quality criteria:
 - Model transparency (e.g., through documentation, peer reviewed articles and key assumptions stated, etc.).
 - Application of global standards (including global open exposure standards, open source, recognized methods, etc.).

¹² Building on the InsuResilience / MCII definition (see footnote 1).

- Local involvement (local data and intelligence, but also traditional knowledge is used, local academia and government reviewed models, local experts replicate results and cross check with experience).
 - Cost effectiveness (further application of the risk model should be obtainable at affordable cost).
 - Use of international indicators of poverty, inequality and vulnerability.
 - Accepted by private sector (reinsurers, local insurance companies, etc.).
- **Comprehensiveness:** The **risk assessment** is comprehensive when¹³
 - it is conducted under the participation of affected groups, i.e. historically marginalised groups such as parts of the population living in poverty, women, indigenous people, communities in especially exposed settings, and people whose economic activity is threatened by climate-related hazards,
 - the country's main hazards have been included (based on historical experience, climate projections, and existing country risk profiles),
 - population data is included to assess the distribution of vulnerable populations in relation to hazard profiles,
 - **gender-sensitive vulnerability understanding is ensured** through, where possible, data disaggregated by sex, disability, age, and ethnicity, and
 - it includes, to the extent possible, disaster response costs in the (sub) sovereign-level gap analysis, beyond expected losses to public and private assets.
 - The **Gap Analysis** is comprehensive when
 - qualitative and quantitative data from the demand side (e.g., through focus group discussions and household-level surveys) are collected and analysed to understand gaps in direct financial protection,
 - role of existing, planned, and potential CDRFI interventions and instruments in addressing these protection gaps have been assessed,
 - gaps in technical, institutional, financial and regulatory/legal capacities at respective government levels have been identified, and
 - it informs the government on CDRFI-related formats of support and respective offers of various institutions, including comparative advantages and disadvantages and their relative complementarity.

Note: Comprehensiveness should be balanced with efficiency and speed, and the overall focus on identifying needs. Detailed (probabilistic) risk modelling to inform specific design of CDRFI instruments could also be mandated to the GS Financing Structure via the Request for CDRFI Support (cf. Complementarity under Cross-Cutting Criteria).¹⁴

¹³ Cf. Start Network (2019) for further guidance.

Technical Review Framework:

Criteria for the TAG's review of the Request for CDRFI Support

The InsuResilience Principles¹⁵ are proposed as the basis for assessing the Draft Request for CDRFI Support. The five Principles distil experience, evidence, and good practice in realising CDRFI solutions that enhance the resilience of vulnerable people. The Principles align with and promote a human-rights based approach and aim to actively support endeavours for more gender-responsive CDRFI mechanisms.

The five **InsuResilience Principles** are:

- **Impact:** Create positive and lasting change for vulnerable people.
 - The requested support should clearly link to identified needs and a “target picture” for increased resilience of vulnerable people, building on the risk / vulnerability assessment from gap analysis.
- **Quality:** Implement adequate and high-quality CDRFI solutions that address the needs of vulnerable people living in poverty.
 - The requested support should apply the best available, fit-for-purpose techniques and information, and focus on value for money and timeliness in delivering support to affected people.
- **Ownership:** Ensure demand-driven approaches through environments that are conducive to stakeholder action, with a focus on the agency of end users.
- **Complementarity:** Develop a mix of synergistic CDRFI solutions building from existing institutional frameworks.
- **Equity:** CDRFI solutions should provide inclusive and targeted support to promote equitable growth.

The **Centre for Disaster Protection's Quality Assurance (QA) framework**¹⁶ is proposed as a basis for the TAG to provide recommendations on how to specify the requested support and solution(s) within the final Request for CDRFI Support. As set out above, this does not mean that all elements of the framework would be applied to each request, but that only specific elements of the framework could be applied. This will be done to ensure that the process does not create additional transaction costs for partners.

- **Context:** The request credibly accounts for or reflects the underlying risk and need, and wider factors to consider when developing CDRFI-based approaches, e.g., coherence to adaptation and resilience measures.
- **Money-out:** In case this information is stated in the request: it should account for the systems and plans in place that use money to reduce the impact of disasters on people. Solutions might include shock-responsive social protection, early and anticipatory action protocols, contingency planning (including for restoring critical infrastructure), and cash

¹⁵ Cf. InsuResilience Global Partnership (2019) for further details.

¹⁶ Cf. Centre for Disaster Protection (2020) for further details.

transfers to targeted recipients. It can further include distribution channels for direct insurance products.

- **Money-in:** In case this information is stated in the request, the described solution or instrument supplies the right amount of funding at the right time to address the protection gap(s) identified, and appropriately manages basis risk. Solutions could include risk transfer products, including livestock and crop insurance, property insurance, business interruption insurance and livelihood protection, catastrophe bonds, risk-sharing networks, credit guarantees, etc.

See Annex I for a recommended outline of the template for the Request for CDRFI Support, building on the above criteria.

Annex I - Recommended Process (cf. 2.2)

Suggested actions to be taken by the In-Country Coordination

The following sections provide more **detailed guidance for the In-Country Coordination (ICC)** on how the In-Country Process (ICP) can be organized and structured via detailed steps and milestones. Acknowledging the different country contexts and the need for a tailored, context-specific process, the **suggested actions** for each phase of the ICP are merely **indicative** and should not imply a prescriptive and rigid process design.

Initiate In-Country Process

1. Following the nomination of the governmental focal point, the **GS Secretariat informs the focal point about the ICP** in detail. The exchange focuses on the country's needs related to the process and what GS partners in general and the GS Secretariat in particular can offer as support throughout the entire process.
2. **The focal point decides on how the ICC will be set up** and if a support structure is needed (see section 3 above for details).
3. **The ICC develops the overall approach for the country's ICP** in the form of a workplan, including Stocktake, Gap Analysis, and Request for CDRFI Support, with on-demand support by the GS Secretariat and/or further GS partners, as requested. Several aspects should be considered, including the frequency of meetings, form of government endorsement of main output documents as well as the timeline for the entire process. The ICP should build upon and crowd in existing relevant fora and projects as much as possible.
4. **The ICC compiles a list of key stakeholders** with a focus on CDRFI and interlinking fields. Ideally, participants in the ICP should be at the technical level to be able to contribute to the technical discussions and providing input to the documents. Stakeholders include key government representatives responsible for finance, agriculture, environment, climate change (including weather and climate data services), disaster risk management, infrastructure, health, and social protection, etc., local, national and (in some cases) international civil society and humanitarian agencies, research (including national/local universities and think

tanks), private sector organisations, bi- and multilateral development actors, and (regional) MDBs (see [GS concept](#)). The GS Secretariat can support the ICC in obtaining a comprehensive overview, building on consultations among CH partners as well as on the regular tracking of CDRFI programmes and projects. To achieve representation of the country's most vulnerable groups, including women and indigenous people, the ICC will consult CSOs to develop a country-context specific and feasible approach.

5. The first ICP meeting aims at **identifying any missing stakeholders** which need to be invited to take part in the following meetings to ensure inclusion of all relevant stakeholders and completeness of the stocktake.

Stocktake

1. The ICC **collects information for both parts of the stocktake** (see section 2.2.2) and drafts a first overview based on existing resources, with the support of CH members and GS Secretariat.
2. Based on consultations with ICP participants and further relevant government institutions, the **ICC compiles a final list for both parts of the stocktake**. The final list needs to be endorsed by the government and, if desired by the government, by all ICP participants.
3. The **stocktake will also feed into the final list of key stakeholders** to ensure that all relevant actors are included in the process.

Gap Analysis

1. The ICC **compiles existing risk analyses**, building on information collected in the second part of the Stocktaking. Depending on the quality and timeliness of existing analysis, the GS Secretariat can support the ICC by leveraging the risk analytic expertise of partners and/or requesting their support (e.g., through the Global Risk Modelling Alliance or the GS Financing Vehicles) to deliver a gap analysis in line with the recommended criteria (see section 4).
2. The ICC, building as much as possible on existing analyses, facilitates a **risk assessment** with a focus on vulnerable people, women and marginalized groups living in poverty. Ideally, the risk assessment will include:
 - a. A **sovereign and sub-sovereign level analysis of contingent liabilities** to identify the expected funds needed to respond to vulnerable people's needs and restore/rebuild critical infrastructure for different types of (climate-related) natural hazards.
 - b. An **assessment of direct vulnerabilities** of people and businesses with the goal to estimate expected direct losses (assets, income, etc.) of vulnerable people for different types of (climate-related) natural hazards.

The scope and methodological approach will vary depending on the country context and the amount and quality of available data and models but should aim at generating the expected loss¹⁷ (EL) for different types and return periods of natural hazards.

3. The ICC shares the results of the risk assessment with ICP participants. The ICC will undertake specific consultations with Civil Society participants and other representatives of vulnerable groups to **incorporate views of affected groups** (i.e., historically marginalised groups such as parts of the population living in poverty, women, indigenous people, persons with disabilities, etc.).
4. The ICC facilitates the gap analysis by **comparing the results from the stocktaking with the results from the risk assessment**. To the extent possible, gaps should be identified based on ELs, i.e., comparing ELs produced by the risk assessment with corresponding disbursement amounts (coverage volumes, policy limits, etc.) of CDRFI instruments in place, as well as those under preparation. In addition, the ICC facilitates an **analysis of gaps in the enabling environment** for CDRFI, building on existing analysis and consultations with the government and ICP participants who can feed in practical experience from projects on the ground. This will aim at identifying gaps related to legal and regulatory barriers, data, technical and financial capacities, distribution/marketing mechanisms and financial literacy, which could later be considered in the Request for CDRFI Support.
5. The Draft Gap Analysis is shared with the **TAG for its advisory services**. The TAG will evaluate the Gap Analysis based on the cross-cutting criteria and the gap analysis-specific criteria and provide recommendations for enhancement (cf. section 4).
6. ICC takes up recommendations by TAG and facilitates the development of the **final gap analysis, including a prioritization of protection gaps**. The ICC coordinates consultations with ICP participants to identify the most urgent financial protection needs and targets, with a particular focus on the views of the most vulnerable people. Prioritization of protections gaps should also build on suggestions by ICP participants on how existing CDRFI projects / solutions can be scaled up towards greater impact.
7. The government **endorses** the final gap analysis, including the prioritization of protections gaps.

Request for CDRFI Support

1. The draft Request for CDRFI Support is **developed by the ICC based on the final gap analysis and the prioritization of protection gaps**. If requested by the ICC, the TAG may offer recommendations for drafting the Request for CDRFI Support.
2. **All ICP participants are invited to review the draft request**. The ICC incorporates participants' comments into a revised draft request.

¹⁷ Expected Loss (EL) equals the estimated loss frequency multiplied by estimated loss severity.

4. The ICC shares the revised draft request including an overview of all comments provided by ICP participants with the TAG. **The TAG analyses the draft request against the Technical Review framework** (see section 4).
5. The ICC can share the TAG's review with relevant participants of the ICP to recommend changes or modifications to the draft request, as needed.
6. The ICC drafts the final request for CDRFI support. The final request is endorsed by the government. Suggestions by ICP participants which were not incorporated need to be made transparent to all participants in a separate section of the Request.

Review of the Request for CDRFI Support

The draft Request for CDRFI Support is reviewed against the Technical Review Framework (cf. section 4). Where appropriate, the TAG can provide guidance on how the request could be further developed to specify the support needed and address key information needs for the GS Financing Structure and/or other implementing institutions. All Final Requests for CDRFI Support and TAG reviews will be documented and shared publicly by the GS Secretariat to ensure that advisory services and review activities are transparent and open to external scrutiny.

The **main components** of the review depend on the nature of CDRFI request and may include:

- **Inputs:** The ICC submits a Draft Request for CDRFI Support to the TAG which may provide high-level information about the proposed project or product, including:
 - Overview of requested CDRFI solution(s)
 - Impact / development objective(s)
 - Consistency with and relevant context from the Stocktake and Gap Analysis
 - Project stakeholders
 - GS Financing Vehicle, if identified
 - Proposed budget and timeline
- **Process:** The TAG reviews available materials and coordinates with the ICC to provide additional information where necessary, as part of an iterative dialogue. The review will be overseen by an accountable member of the TAG, who has the relevant technical and professional experience relating to QA and provision of guidance or advice relating to CDRFI. The Technical Review framework provides a structured approach for reviewing the quality characteristics of the request; however, the review will focus on aspects that the TAG determines to be most relevant on a case-by-case basis.
- **Outputs:** The TAG will produce a review that assesses aspects of the requested CDRFI support and solution(s) that might affect the ability of the project to meet its stated objectives. The review will contain suggestions for how the ICC can develop the draft request into a (potentially more detailed) final request. This guidance will highlight where the draft could more clearly align with the recommended criteria and the Technical Review framework. The TAG may also recommend any clarifications to further strengthen the request.

Tailoring Support Package: Matchmaking with GS Partners, complementary initiatives/programmes and GS Financing Structure

1. The ICC shares the Final Request for CDRFI Support with the GS Secretariat acting as entry point for the GS Financing Vehicles and for matchmaking with further initiatives and programmes.
2. The GS Secretariat shares the Request including the TAG's review with the GS Financing Vehicles and facilitates a discussion among the vehicles. At the same time, the Request will also be shared with CH members to identify further programmes and financing sources outside of the GS Financing Structure which could address the financial protection needs outlined in the country request.
3. Through a consensus-based decision-making process among the Financing Vehicles, the Financing Vehicle(s) best suited and/or requested by the country to facilitate the support package needed is identified, in alignment with other support options to potentially fulfil parts of the request. It can be either one or several Financing Vehicles, depending on the type(s) of instruments needed. If no consensus-based decision can be reached among the Financing Vehicles, the GS Secretariat will engage with the TAG to come up with a final recommendation for the country. A preliminary proposal is presented to the ICC/governmental focal point for approval by the lead Ministry, ideally based on consultations with other relevant government entities.
4. Following governmental approval, the GS Financing Vehicle(s) develop the support package proposal covered by GS funding in response to the country's Request for CDRFI Support. If needed, the TAG can provide recommendations to enhance the proposal. Those recommendations not taken up need to be stated in a separate part of the proposal.
5. Government reviews the proposal and shares with ICP participants. Once the government formally agrees to the proposal, the Financing Vehicle(s) and further programmes/initiatives can move forward with the implementation of the support package, in close cooperation with the government and keeping the ICP participants informed.
6. Government, in close collaboration with the Global Shield Secretariat, may also convene other forums and approach other funding sources (private, public, bilateral, and multilateral) to secure funding for elements that remain unfunded in the support package.

Indicative Template for Request for CDRFI Support

The proposed template for the Request for CDRFI Support provides a helpful structure for the ICC when drafting the document. The different elements are suggestions, and it is not necessary for the ICC to incorporate all of them. It is possible to refer mainly to the “objective” with the option to include one or several problem statements in the request.

Required information	Description
Objective / problem statement	The request needs to include an objective, which can be formulated as a problem statement. It can refer to protection target(s) building on gaps identified and prioritised in Gap Analysis.
Type of Intervention(s) / Instrument(s)	<p>The GS can support financial protection instruments which pre-arrange funding for rapid relief to climate and disaster-related losses for governments, humanitarian agencies, and international and local nongovernmental organisations. It can also support policy initiatives, such as frameworks relating to public financial management, market development, etc.</p> <p><i>Money-in</i></p> <p>Solutions could include risk transfer products, contingent finance, catastrophe bonds, livelihood protection, livestock and crop insurance, property insurance, business interruption insurance, risk-sharing networks, credit guarantees, etc.</p> <p><i>Money-out</i></p> <p>Solutions might include shock-responsive social protection, early and anticipatory action protocols, contingency plans (including for restoring critical infrastructure), cash transfers, social protection systems. It can further include distribution channels for direct insurance products.</p>
Format and amount of Support	Estimated amount of funding required and / or type of support needed for implementation: this may be premium subsidies, direct grants, commissioned research or analysis requiring grants to third-parties, etc.
Complementarity	Investment framework outlining identified areas of implementation, available resources (gov't and donors) and gaps based on Stocktake and Gap Analysis
Project stakeholders	Roles and responsibilities of stakeholders
Proposed budget and timelines	Project management processes and estimated project delivery time-scales
Financing vehicle and implementing partners	If known or preferred, which financing vehicle or implementing partners is the country requesting CDRFI support from

Annex II - Monitoring, Evaluation and Learning

The ICP Monitoring, Evaluation and Learning (MEL) mechanisms shall be embedded in the overall GS MEL system which will consist of an ambition framework, a theory of change and a strategy to strengthen rigorous evidence¹⁸, building inter alia build upon the envisaged InsuResilience Vision 2025 mid-term review as per end of 2023. While the GS ambition framework focuses on implementation impact, the ICP MEL aims to assess and improve the functioning of the ICP process, elements and outcomes.

Objective

The MEL mechanisms shall ensure that the overall process as well as the separate elements are evaluated against the objectives of the GS concept, including all ICP related documents that are endorsed by the GSB. It should furthermore consider broader development effectiveness criteria. The proposed design of the ICPs shall be continuously reviewed and improved based on MEL results.

Approach

Given the process structure of the ICP and the fact that multiple ICPs are going to be conducted in parallel, **Developmental Evaluation** is a suitable instrument for the ICP MEL. The concept is described as follows:

“Developmental Evaluation supports innovation development to guide adaptation to emergent and dynamic realities in complex environments. Innovations can take the form of new projects, programs, products, organizational changes, policy reforms, and system interventions. A complex system is characterized by a large number of interacting and interdependent elements in which there is no central control. Patterns of change emerge from rapid, real-time interactions that generate learning, evolution, and development – if one is paying attention and knows how to observe and capture the important and emergent patterns. Complex environments for social interventions and innovations are those in which what to do to solve problems is uncertain and key stakeholders are in conflict about how to proceed.”¹⁹

¹⁸ Ambition Framework and Theory of Change will be developed over the course of 2023 and 2024.

¹⁹ Patton, Michael (2010). *Developmental evaluation applying complexity concepts to enhance innovation and use*. New York, NY: Guilford Press.

Indicative Process

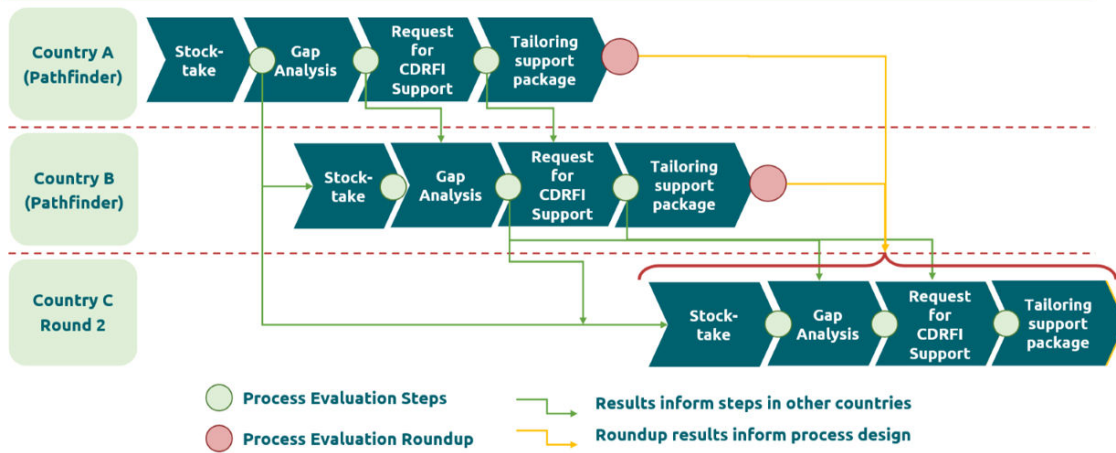


Figure 2: Illustration of Development Evaluation elements along parallel ICPS

Applied to the ICP, the MEL shall generate brief evaluations for every step conducted within the ICP and their corresponding timelines, as well as evaluation roundups for every completed ICP (see Figure 2) and inputs from participating countries. While results from the evaluation steps should be used to inform the design of the respective step in parallel ICPS, the roundup results inform revisions of upcoming ICPS. Potential questions for the Developmental Evaluation can be:

- Was the process element conducted as outlined in the process documents?
- Which factors hindered the implementation of the element?
- Were all criteria for the respective element applied? What were the obstacles to successful application of the criteria?
- Were there any unintended impacts throughout the implementation of the element?

Coordination

In contrast to traditional evaluations, in Developmental Evaluation the evaluation unit is an internal and central team that is capable to immediately utilise results. The CH shall take on this role. The evaluations and coordination could be conducted by the Centre for Disaster Protection in its function as a core partner in the CH. TAG members can be assigned to participate in evaluations. The GS Secretariat provides administrative support, knowledge sharing through the GS website and updates GS documents according to Developmental Evaluation results, if necessary. If results call for significant changes to the process, the GS Sec could facilitate a re-endorsement by the GSB.

Linkages to the [CDRFI Evidence Roadmap](#) should be explored and harnessed by the GS Secretariat, if applicable. Linkages to the CDRFI Evidence Roadmap should be explored and harnessed by the GS Secretariat, if applicable. QA and MEL results should cross-fertilize. Where applicable, synergies between both processes should be used.

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