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THE BAHAMAS

STRENGTHENING DISASTER RISK MANAGEMENT GOVERNANCE IN THE BAHAMAS

(BH-L1056)

MONITORING AND EVALUATION PLAN

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Abbreviations

DP	DISASTER PREPAREDNESS
DMU	DISASTER MANAGEMENT UNIT
DRA	DISASTER RECONSTRUCTION AUTHORITY
DRM	DISASTER RISK MANAGEMENT
EA	EXECUTING AGENCY
FP	FINANCIAL PROTECTION
GF	GENERAL FRAMEWORK FOR DRM GOVERNANCE
IADB	INTER-AMERICAN DEVELOPMENT BANK
MOF	MINISTRY OF FINANCE
NEMA	NATIONAL EMERGENCY MANAGEMENT AGENCY
OAG	OFFICE OF THE ATTORNEY-GENERAL AND MINISTRY OF LEGAL AFFAIRS
PBL	POLICY-BASED LOAN
RI	RISK IDENTIFICATION
RP	RECOVERY PLANNING
RR	RISK REDUCTION

1 Introduction

This document presents the Monitoring and Evaluation Plan for the Program for Strengthening Disaster Risk Management Governance in The Bahamas ('the Program'). The Program is set up as a series of two independent but technically related programmatic Policy-Based Loans (PBLs). The purpose of this document is to establish the framework, processes, and institutional arrangements that will be used to monitor and evaluate the Program.

The objective of the program is to improve The Bahamas's governance for Disaster Risk Management (DRM). The specific objectives are to support governance improvements relating to (i) Disaster Risk Management (DRM) governance general framework (GF), (ii) risk identification (RI), (iii) risk reduction (RR), (iv) disaster preparedness (DP), (v) recovery planning (RP), and (vi) financial protection (FP). To achieve this objective the program will be organized in three components, with the first PBL focusing on establishing the main legal, institutional and budgetary arrangements for DRM through the approval of a bill for an Act on DRM that is aligned with best international practices in terms of emphasizing the identification and analysis of disaster risks, the prevention and mitigation of disasters before they occur, and a rapid and appropriate emergency response, as well as a resilient recovery, and the second PBL on the implementation of said arrangements.

The main policy commitments of the first PBL are the following:

- i. **Component I - Macroeconomic stability.** The objective of this component is to ensure the existence of a stable macroeconomic environment conducive to the achievement of and consistent with the program's objectives.
- ii. **Component II – Strengthening of the general framework of governance for DRM.** The main policy commitments in this component include the approval of legislation to provide for a more effective and comprehensive DRM policy that, in addition to preserving the good practices of the existing legal framework, features the following quality attributes¹, among others:
 - a) The establishment of a responsibility framework on DRM for all government levels and DRM processes².
 - b) The establishment of a comprehensive set of instruments for the implementation of the DRM policy³, including a Comprehensive Financial Strategy for DRM.
 - c) The coordination and articulation of the DRM policy is to be carried out by an entity that has technical, administrative and financial autonomy⁴.

¹ Each quality attribute corresponds to a best international practice of DRM governance and is generally measured by one indicator (in some cases by two) of the Index of Governance and Public Policy for Disaster Risk Management (iGOPP). An electronic link to the technical file of each indicator has been included as a footnote for each quality attribute listed in paragraphs 1.34 through 1.40. Each technical file describes the indicator, the minimum requirements for compliance, and Latin American and Caribbean examples of compliance and non-compliance, among other aspects. This information has been extracted from [the iGOPP Application Protocol, 2020 Update](#).

² This corresponds to a best international practice in terms of DRM governance and is measured by the iGOPP indicators [GF-1A-1](#) and [RI-1C-1](#).

³ [GF-1A-2](#)

⁴ [GF-1A-3](#).

- d) The articulation of the DRM policy with other sustainable development-related policies, such as climate change adaptation, water resources management and land use planning, among others⁵.
 - e) The establishment of a national prevention fund that provides budgetary incentives for public bodies and local governments to implement ex ante DRM activities⁶.
 - f) The establishment of a mechanism for civil society participation applicable to DRM⁷.
- iii. **Component III – Strengthening the legal, institutional and budgetary frameworks for the implementation of the DRM processes.** The main policy commitments in this component include the approval of DRM legislation that, in addition to preserving the good practices of the existing legal framework, features the following quality attributes, among others:

Regarding Risk Identification (RI):

- a) Designates a national actor responsible for providing technical assistance and guidelines to public bodies and local governments for disaster risk analysis⁸;
- b) Orders the creation and maintenance of a National DRM Information System⁹;
- c) Establishes the creation, systematization or updating of databases on the effects of disasters¹⁰;
- d) Establishes that each public body and Family Island administrator is responsible for carrying out disaster risk analysis within the scope of functions and jurisdictions¹¹;
- e) Formally defines "critical infrastructure"¹²;
- f) Makes the availability of information for risk analysis mandatory and defines mechanisms for its exchange¹³.

Regarding Risk Reduction (RR):

- a) Establishes that public bodies are responsible for disaster risk reduction within the scope of their functions and jurisdictions¹⁴;
- b) Requires public bodies to reduce the vulnerability of critical infrastructure under their responsibility¹⁵;
- c) Establishes that Family Island administrators are responsible for disaster risk reduction within the scope of their functions and jurisdictions¹⁶;

⁵ [GF-1A-4.](#)

⁶ This quality attribute is associated with indicator [GF-2-5](#). However, to fully comply with it, the fund needs to be operational as well, which is a policy commitment that is proposed for the second PBL.

⁷ [GF-3-5.](#)

⁸ [RI-1A-1.](#)

⁹ [RI-1A-3.](#)

¹⁰ [RI-1A-4.](#)

¹¹ [RI-1B-3](#), [RI-1B-4](#) and [RI-1C-1.](#)

¹² [RI-1B-18.](#)

¹³ [RI-3-1.](#)

¹⁴ [RR-1B-1](#) and [RR-1B-2.](#)

¹⁵ [RR-1A-3.](#)

¹⁶ [RR-1C-1.](#)

Regarding Disaster Preparedness (DP):

- a) Establishes the formulation of emergency plans by public bodies¹⁷;
- b) Provides for the creation and operation of early warning systems¹⁸;
- c) Establishes the principle of subsidiary assistance between different governmental levels¹⁹;
- d) Authorizes local governments to use their resources outside their jurisdiction in disaster situations²⁰;
- e) Establishes that the needs of persons who are vulnerable on account of their age, gender, disability, poverty, lack of resources or physical displacement must be considered in the disaster response provided by the government²¹.

Regarding Recovery Planning (RC):

- a) Establishes the restoration of livelihoods as a purpose of post disaster recovery²²;
- b) Establishes studies on the underlying factors of disasters in order to guide a resilient recovery²³;
- c) Mandates the formulation of post disaster recovery plans that explicitly seek to reduce pre-existing vulnerability²⁴;
- d) Establishes that post disaster recovery plans must define the length of time in which affected homes must be repaired or rebuilt²⁵.

Regarding Financial Protection (FP):

- a) Establishes the formulation of a financial protection structure in the country²⁶;
- b) Establishes that public bodies and local governments must cover their public assets with insurance policies or other equivalent mechanisms²⁷;
- c) Establishes a Disaster Emergency Fund that has the capacity to accumulate resources over time²⁸ and which budget allocation is based on the annualized loss expectancy and the recorded information on the losses from disasters in previous years²⁹.

This Monitoring and Evaluation (M&E) Plan is organized in two main sections:

¹⁷ [DP-1B-1.](#)

¹⁸ [DP-1B-2.](#)

¹⁹ [DP-1C-2.](#)

²⁰ [DP-1C-5.](#)

²¹ [DP-2-16.](#)

²² [RC-1A-2.](#)

²³ [RC-1A-4.](#)

²⁴ [RC-1A-5.](#)

²⁵ [RC-1A-8.](#)

²⁶ [FP-1A-3.](#)

²⁷ [FP-1B-3](#) and [FP-1C-1.](#)

²⁸ [FP-2-9.](#)

²⁹ [FP-2-10.](#)

- the **Monitoring Plan** (Section 2)—presents the indicators used to monitor the Program’s outputs, assigns the responsibility for collecting data, defines the instruments used to monitor the Program, and establishes the work plan and budget for monitoring the Program
- the **Evaluation Plan** (Section 3)—presents the main questions the Evaluation Plan addresses, mentions the studies that the Evaluation Plan builds upon, identifies the indicators used to evaluate the Program, and describes the methodology used to evaluate the results of the Program.

The executing agency (EA) of this program is the Ministry of Finance (MOF). will be responsible for tracking fulfilment of the commitments in the Policy Matrix by the different institutions. The MOF will: (i) maintain official communication with the Bank and submit evidence of compliance with the operation’s conditions and any other report required by the Bank within the agreed terms and conditions; (ii) promote actions to attain the established policy objectives, in particular the conditions included as triggers for this program; and (iii) compile and submit to the Bank any information and indicators that would help the Bahamian Government and the Bank monitor, measure, and evaluate the program’s results. The MOF will coordinate the receipt of evidence related to the commitments assumed by the different government agencies, as specified in the means of verification matrix. In addition to the MOF, key stakeholders in the policy reform and particularly in this first operation of the PBL series include the Disaster Management Unit (DMU), the National Emergency Management Agency (NEMA), the Disaster Reconstruction Authority (DRA) and the Office of the Attorney-General and Ministry of Legal Affairs (OAG).

2 Monitoring

This section presents the monitoring process for the Program. Because this operation is a Policy Loan, the policy conditions (Program outputs) must be met at the time of disbursement. Therefore, in the case of programmatic policy-based loans, the monitoring that guarantees output compliance is carried out ex-ante. This implies that the data collection to verify compliance, as well as the coordination instruments with the Bank, workplan, and budget have already been agreed upon and executed prior to disbursement. Therefore, this section focuses on presenting the output indicators and their means of verification.

2.1 Output Indicators

Table 2.1 presents the indicators that will be used to measure whether the Program's outputs are fulfilled. Throughout the execution of the programmatic series, the output indicators established in the results matrix will be continuously monitored. Table 2.1 describes the output indicators that will be monitored during program execution. The reforms that will be introduced will produce the outputs presented below. Given that these outputs are reached once the disbursement is made, no information related to the frequency of measurement is presented, since it is not carried out periodically but at a single moment in time. These indicators correspond to the policy commitments detailed in the Policy Matrix. Similarly, the means of verification correspond to those presented in the Means of Verification Matrix.

Table 1: Output Indicators

Outputs					
Indicators	Unit	Baseline		EOP	Means of verification
		Value	Year		
Component 2: Strengthening of the general framework of governance for DRM					
Act to establish a DRM responsibility framework for all government levels, approved	#	0	2022	1	Bill for an Act to provide a more effective and comprehensive DRM policy and framework, enacted by the Parliament.
Act to establish instruments for the implementation of the DRM policy, approved	#	0	2022	1	
Act to establish that the coordination and articulation of disaster risk management policy instruments must be carried out by an entity with technical, administrative and financial autonomy	#	1	2022	1	
Act to establish DRM policy articulation with other sustainable development-related policy such as climate change adaptation, water resources management and land use planning, approved	#	0	2022	1	
Act to establish a mechanism for civil society participation applicable to DRM, approved	#	0	2022	1	
Act to establish a disaster prevention fund that finances ex ante DRM actions. approved	#	0	2022	1	

Component 3: Strengthening the legal, institutional, and budgetary frameworks for the implementation of the DRM processes.					
Risk identification products					
Act to establish a national actor responsible for providing technical assistance and guidelines to public bodies and local governments for disaster risk analysis, approved	#	0	2022	1	Bill for an Act to provide a more effective and comprehensive DRM policy and framework, enacted by the Parliament.
Act to establish the creation and maintenance of a National Disaster Risk Management Information System, approved	#	0	2022	1	
Act to establish the creation, systematization or updating of databases on the effects of disasters, approved	#	0	2022	1	
Act to establish that each public body is responsible for carrying out disaster risk analysis within the scope of functions and jurisdictions, approved	#	0	2022	1	
Act to establish that each Family Island administrator is responsible for carrying out disaster risk analysis within the scope of functions and jurisdictions, approved	#	0	2022	1	
Act to establish a formal definition of “critical infrastructure”, approved	#	0	2022	1	
Act to make the availability of information for risk analysis mandatory and establish mechanisms for its exchange, approved	#	0	2022	1	
Act to establish the responsibility to inform citizens about disaster risk, approved	#	1	2022	1	
Risk reduction products					
Act to establish that public bodies are responsible for disaster risk reduction within the scope of their functions and jurisdictions, approved	#	0	2022	1	Bill for an Act to provide a more effective and comprehensive DRM policy and framework, enacted by the Parliament.
Act to require public bodies to reduce the vulnerability of critical infrastructure under their responsibility, approved	#	0	2022	1	
Act to establish that Family Island administrators are responsible for disaster risk reduction within the scope of their functions and jurisdictions, approved	#	0	2022	1	
Act to make the implementation of disaster risk reduction measures during the construction phase of infrastructure projects mandatory, approved	#	0	2022	1	
Disaster preparedness products					
Act to establish an inter-ministerial committee at the national level for disaster preparedness and response, approved	#	1	2022	1	Bill for an Act to provide a more effective and comprehensive DRM policy and framework, enacted by the Parliament.
Act to establish an instance for crisis management at the highest political level, approved	#	1	2022	1	
Act to establish the formulation of official protocols for disaster management, approved	#	1	2022	1	
Act to allow for the activation of a temporary regime of exceptional measures in case of disasters, approved	#	1	2022	1	

Act to establish the formulation of a National Disaster Emergency Plan, approved	#	1	2022	1	
Act to establish that humanitarian assistance provided by the government must be based on a needs assessment, approved	#	1	2022	1	
Act to establish that the implementation of simulations and drills to test emergency protocols be mandatory, approved	#	1	2022	1	
Act to establish criteria for the request, reception, and coordination of international assistance in disasters, approved	#	1	2022	1	
Act to establish the formulation of emergency plans by public bodies, approved	#	0	2022	1	
Act to establish the creation and operation of early warning systems, approved	#	0	2022	1	
Act to establish coordination instances at the local government level, approved	#	1	2022	1	
Act to establish the principle of subsidiary assistance between different governmental levels, approved	#	0	2022	1	
Act to establish the formulation of emergency plans by local governments, approved	#	1	2022	1	
Act to authorize local governments to use their resources outside their jurisdiction in disaster situations, approved	#	0	2022	1	
Act to establish that the needs of persons who are vulnerable on account of their age, gender, disability, poverty, lack of resources or physical displacement must be considered in the disaster response provided by the government, approved	#	0	2022	1	
Recovery planning products					
Act to establish the government's responsibility for rehabilitation and recovery, approved	#	1	2022	1	Bill for an Act to provide a more effective and comprehensive DRM policy and framework, enacted by the Parliament.
Act to establish the restoration of livelihoods as a purpose of post disaster recovery, approved	#	0	2022	1	
Act that defines the institutional arrangements for the coordination of post disaster recovery, approved	#	1	2022	1	
Act to require studies on the underlying factors of disasters to guide a resilient recovery, approved	#	0	2022	1	
Act to establish that the formulation of post disaster recovery plans that explicitly seek to reduce pre-existing vulnerability be mandatory, approved	#	0	2022	1	
Act to establish that the formulation of ex ante recovery plans be mandatory, approved	#	1	2022	1	
Act to establish that post disaster recovery plans must define the length of time in which affected homes be repaired or rebuilt and livelihoods restored, approved	#	0	2022	1	
Financial protection products					
Act to establish a Disaster Emergency Fund that finances ex post DRM actions	#	1	2022	1	Bill for an Act to provide a more effective and comprehensive DRM
Act to establish the formulation of a financial protection structure in the country, approved	#	0	2022	1	

Act to establish the fiscal responsibility of the government regarding disaster risk, approved	#	1	2022	1	policy and framework, enacted by the Parliament.
Act that assigns responsibilities to the Ministry of Finance in terms of financial protection against disaster risks, approved	#	1	2022	1	
Act to establish that public bodies must cover their public assets with insurance policies or other equivalent mechanisms, approved	#	0	2022	1	
Act to establish that local governments must cover their public assets with insurance policies or other equivalent mechanisms, approved	#	0	2022	1	
Act to establish that the national fund for financing disaster response has the capacity to accumulate resources over time, approved	#	0	2022	1	
Act to establish that the allocation of resources to the national fund that finances disaster response be based on the annualized loss expectancy and the recorded information on the losses from disasters in previous years, approved	#	0	2022	1	

2.2 Data Collection and Instruments

The sources of information that will be used to monitor each indicator are detailed in the Verification Means Matrix, and the MOF will be the entity in charge of gathering the information required to supervise the program. The implementation of the various commitments is the responsibility of the MOF as executing agency. The EA is responsible to oversee and submit the means of verification to the Bank, as specified in the Policy and Verification Means Matrix.

With regard to output indicators, the Results Matrix specifies the indicators to be monitored and the sources of information for each of them. The indicators for each of the subcomponents of the program include their own relevant metrics. In addition, the indicators included in the Results Matrix are specific to each product, are measurable, have a baseline, can be reached within the expected deadlines, are relevant, and have a defined period.

The Results Matrix specifies the medium-term results and impact indicators that are expected to be reached after the end of the program with the information sources that will allow measuring these results and impacts. For all indicators, baseline and target values are available.

3 Evaluation

The Program will be evaluated by measuring compliance with targets for a set of indicators. The Evaluation Plan first defines what questions the indicators address. Then it mentions the studies that the Evaluation Plan builds upon and describes the indicators that will be used to evaluate the results of the Program. It also explains the before and after evaluation methodology and the instruments that will be used to evaluate the Program. Lastly, it describes the institutional arrangements, work plan, and budget to carry out the Evaluation Plan.

3.1 Program Logic

Adopting a robust DRM governance framework is essential to ensure that a nation is resilient to disasters. This was duly acknowledged by the Sendai Framework Agreement for Disaster Risk Reduction 2015-2030, signed by The Bahamas, which included as 2nd Priority for Action “Strengthening DRM Governance for resilience”. To measure the existence of governance conditions that facilitate the implementation of effective public policies in disaster risk management, the Inter-American Development Bank (IADB) developed the Index on DRM Governance and Public Policy (iGOPP) in 2012. It has been applied on a regular basis in 26 Latin American and Caribbean countries, including The Bahamas, and has been endorsed by the United Nations as an indicator for measuring the progress of a country in Sendai Framework’s 2nd Priority for Action. The iGOPP is measured in percentage terms, being 0% and 100% the lowest and highest scores, respectively, with higher scores corresponding to a better DRM governance.

According to a recent update of the index by the Bank in 2020,³⁰ The Bahamas has an iGOPP score of 22%. Although this is the second best iGOPP score in the Caribbean region (after Jamaica’s 25%), it is still below the Latin American and Caribbean average of 33% (Figure 1).

³⁰ www.riskmonitor.iadb.org

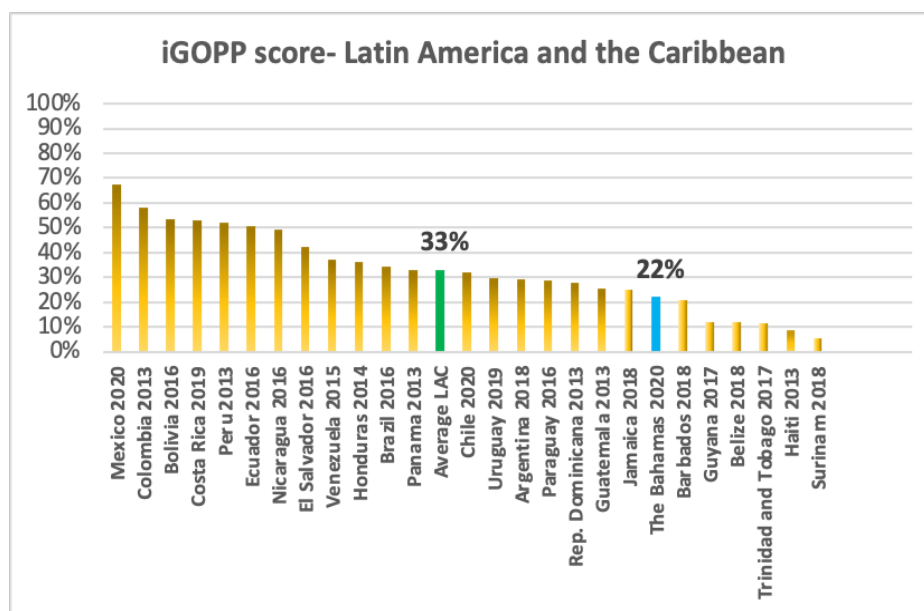


Figure 1. iGOPP score in Latin America and the Caribbean, by country

The results of the iGOPP update points out that The Bahamas has limited legal, institutional, and budgetary conditions to implement effective public policies in disaster risk management, resulting in actions which are not always aligned with best international practices and generally insufficient due to scarce funding, that would benefit from more robust legal mandates. The main findings of the iGOPP study, organized by DRM governance component, are the following:

DRM Governance General Framework (GF) refers to the existence of an adequate normative base for the definition of attributions and responsibilities, the organization and coordination, implementation and control of DRM in each country. This base includes both the specific regulations on DRM and the territorial and sectoral enabling regulations that guarantee its viability. It also includes the availability of resources for the implementation of DRM processes, and the establishment of adequate mechanisms for information and citizen participation, and for monitoring, evaluation and follow-up of these processes.

Currently, The Bahamas DRM governance is mainly legislated by the Disaster Preparedness and Response Act of 2006 (reviewed in 2008) and the Disaster Reconstruction Authority Act of 2019. According to the analysis carried out by the Bank based on the results of the iGOPP update, neither Act provide a solid foundation to implement effective public policies in disaster risk management. For instance, current legislation do not establish: (i) a responsibility framework on DRM for all government levels and DRM processes; (ii) a comprehensive set of instruments for the implementation of the DRM policy; (iii) the articulation of the DRM policy with other sustainable development-related policies such as climate change adaptation, water resources management and land use planning, among others; (iv) the mandate to develop a comprehensive financial strategy for DRM; (v) the establishment of a national fund that provides incentives to public bodies and local governments to implement disaster prevention actions; (vi) a mechanism for civil society participation applicable to DRM. Despite having some strengths, such as establishing that the coordination of the DRM policy is carried out at a hierarchical level equal to or higher than

ministerial level, or a professional career regime in public administration applicable to DRM agencies, current legislation still leaves the country with governance gaps that hinder the efforts to build a more resilient Bahamian society to natural disasters and climate change. The iGOPP subindex corresponding to GF scored 22%.

Risk Identification (RI) is the process of DRM by which information about: (i) the origins, causes, scope, frequency and possible evolution of natural hazards; and (ii) location, causes, evolution, resistance and recovery capacity of socioeconomic and natural elements, is obtained, and includes the analysis of potential consequences of a natural hazard and, in relation to a hydrometeorological hazard, the potential contribution of climate change to such consequences. In terms of DRM governance, it refers to the existence of a regulatory, institutional and budgetary framework that allows the continuous development of the disaster risk analysis that provides the information required for the design and implementation of disaster risk reduction, disaster preparedness and financial protection activities.

Currently, the DRM governance conditions for risk identification have limitations, with some progress made in terms of having a legal mandate to inform the citizens about disaster risk and the integration of the subjects of disaster risk and climate change in the school curricula. Among the main limitations, the iGOPP diagnostic found that current legislation does not: (i) designate a national entity responsible for providing technical assistance and guidelines to public bodies and local governments for disaster risk analysis; (ii) establish the creation and maintenance of a National DRM Information System; (iii) establish the creation, systematization or updating of databases on the effects of disasters; (iv) establish that each public body is responsible for carrying out disaster risk analysis within the scope of their functions and jurisdictions; among others. This situation is challenging as risk analysis is key for comparing and prioritizing policy options to reduce risk. The iGOPP subindex corresponding to RI scored 6%, the second lowest score in Latin America and the Caribbean (LAC).

Risk Reduction (RR) is the DRM process by which exposure, vulnerabilities, and risks are minimized, to avoid (prevention) or limit (mitigation) the impact of a hazard. In terms of DRM governance, it refers to the existence of a regulatory, institutional and budgetary framework that allows the timely and adequate actions to address the causes that generate the conditions of vulnerability.

The Bahamas Building Code of 2003, reviewed in 2016, contains provisions for wind loads, and adopts the standards set by the American Society of Civil Engineers (ASCE 7-88), and the Building Regulation Act of 1971 establishes specific penalties for noncompliance with regulations related to the construction of infrastructure. Regarding zoning, the Planning and Subdivision Act of 2010 establishes that risk zoning shall be a determining factor in land use occupation. Nevertheless, there is no legal mandate for public bodies or local governments to reduce the risk within the scope of their functions and jurisdictions, particularly for vulnerable critical infrastructure, and disaster risk analysis is not mandatory for public investment projects. The iGOPP subindex corresponding to RR scored 31%, below LAC average of 39%.

Disaster Preparedness (DP) is the DRM process whose objectives are to plan, organize and test the response procedures and protocols of society in the event of a disaster, ensuring adequate and timely attention to affected people, allowing the normalization of essential activities

in the area affected by the disaster. In terms of DRM governance, it refers to the existence of a regulatory, institutional and budgetary framework that allows the implementation of mechanisms for a quick and adequate response to the occurrence or imminence of an emergency situation.

Compared with other DRM components, The Bahamas has a rather robust governance framework for disaster preparedness, at least in matters related to the coordination and articulation of the policy. Thus, the Disaster Preparedness and response Act of 2006 (reviewed in 2008) establishes, among others: (i) an inter-institutional committee that provides advice to the National Emergency Management Agency (NEMA); (ii) the formulation of a national disaster preparedness and response plan and of official protocols for emergencies; and (iii) the testing of such protocols through drills and simulations. However, no legal mandate is currently established for: (i) the formulation of emergency plans by public bodies; (ii) the creation and operation of early warning systems; and (iii) the consideration of the needs of people who are vulnerable on account of their age, gender, disability, poverty or physical displacement in the emergency response provided by the government, among others. The iGOPP subindex corresponding to DP scored 34%, below LAC average of 40%.

Recovery Planning (RC) is the DRM process that focuses on the preparation for the rapid and adequate reestablishment of acceptable and sustainable living conditions through the restoration of livelihoods and natural resources and the reconstruction of basic services and infrastructure damaged or destroyed by the disaster under conditions of lower risk than those that existed before. In terms of DRM governance, it refers to the existence of a regulatory, institutional and budgetary framework that allows the implementation of mechanisms for the recovery of livelihoods, natural resources, basic services and infrastructure in a way that reduces improvisation, inefficiency and ineffectiveness in post-disaster recovery processes.

The Disaster Reconstruction Authority Act of 2019 defines the government's responsibility in terms of post disaster recovery, as well as the institutional arrangements for the coordination of such process, through the establishment of the Disaster Reconstruction Authority (DRA). However, there is no legal mandate establishing: (i) the restoration of livelihoods as a purpose of post disaster recovery; (ii) studies on the underlying causes of disasters in order to guide a resilient recovery; and (iii) the formulation of recovery plans that explicitly seek to reduce pre-existing vulnerability, among others. The iGOPP subindex corresponding to RC scored 22% which, although slightly above the LAC average of 18%, indicates a significant room for improvement since post disaster recovery processes provide an excellent window of opportunity for building resilience to future disasters.

Financial Protection (FP) is the DRM process that seeks the adoption of the optimal combination of financial instruments for risk retention and transfer to access timely economic resources after a disaster, which improves the response and protects the fiscal balance of the State. In terms of DRM governance, it refers to the existence of a regulatory, institutional and budgetary framework that allows the design and implementation of an optimal combination of financial instruments for the retention and transfer of disaster risk.

The Bahamas has access to a regional fund, the Emergency Assistance Fund of the Caribbean Disaster Emergency response Agency (CDEMA), for financing emergency response. It also has

a contingent credit facility with the IDB for an amount of US\$100 million³¹, which provides liquidity to meet humanitarian needs and the quick rehabilitation of basic services. Also, the Emergency Relief Guarantee Fund Act grants powers to the ministry responsible for disaster preparedness to grant a guarantee for loans aimed at repairing or replacing property and businesses damaged by disasters. In addition, the DRA Act of 2019 provides for the designation of special economic recovery zones after a disaster and empowers the Ministry of Finance to declare tax exemptions or concessions in such zones with the purpose of encouraging the economic recovery in the areas affected by disasters. Finally, The Bahamas has contracted a parametric insurance policy with the Caribbean Catastrophe Risk Insurance Facility (CCRIF). The main challenges in financial protection are: (i) the approval of legislation establishing the formulation of a financial protection structure in the country; (ii) to establish a national emergency fund that has the capacity to accumulate resources over time and is based on the annualized loss expectancy and the disaster loss historical records; and (iii) the establishment of a legal mandate for public bodies and local governments to cover their public assets with insurance policies or other equivalent mechanisms; among others. The iGOPP subindex corresponding to FP scored 19%, close to the LAC average of 20%.

Given that the current legal, institutional arrangements and budgetary arrangements for DRM in the country are not optimal for the effective execution of DRM, this operation aims at improving the country's governance for DRM. The specific objectives are to support governance improvements relating to GF, RI, RR, DP, RC and FP. The theory of change through which the aforementioned objectives are expected to be attained is represented in Figure 2 below.

³¹ This facility has currently a balance of US\$ 20 million, after utilizing US\$ 80 million in response to Hurricane Dorian. The Government has requested a replenishment of the facility for natural disasters in addition to US\$ 100 million for health pandemics.

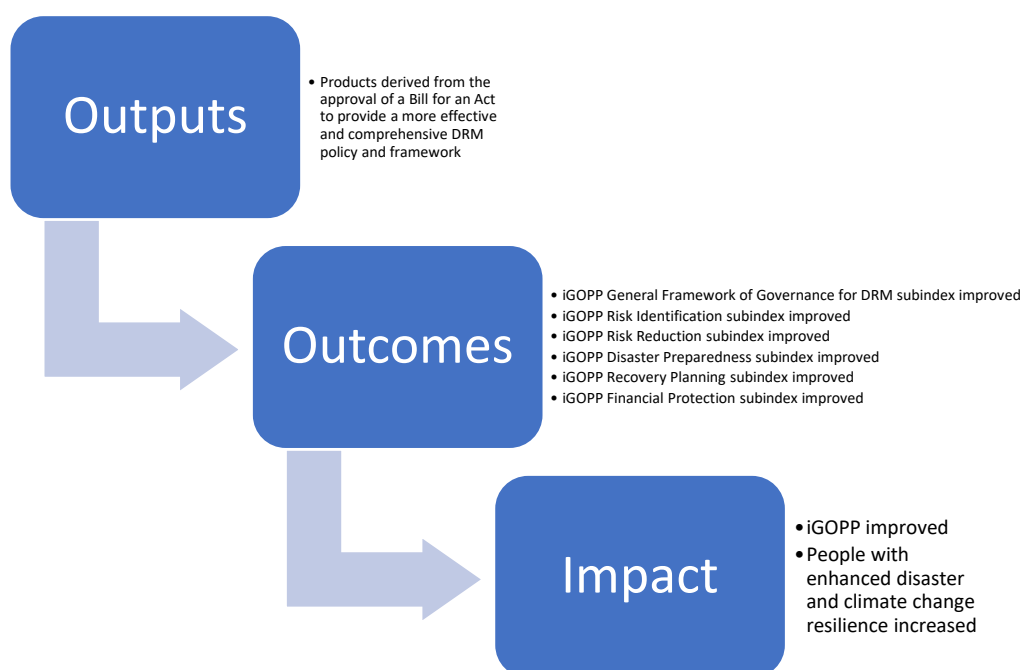


Figure 2. Theory of change of the intervention

3.2 Outcome and Impact Indicators

Table 2 presents the program's expected impact and outcomes, as well as the indicators that will be part of the impact evaluation, their frequency of measurement and means of verification.

Table 2: Outcome and Impact Indicators

Impact			
Impact	Indicator	Frequency of measurement	Means of verification
To improve The Bahamas' governance for DRM	Index of Governance and Public Policy in Disaster Risk Management	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform,

	Beneficiaries of enhanced disaster and climate change resilience*	2020 and 2023	IDB Disaster Risk Profile for The Bahamas
Outcomes			
Outcome	Indicator	Frequency of measurement	Means of verification
To support governance improvements relating to DRM General Framework of Governance	iGOPP General Framework of Governance for DRM Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform
To support governance improvements relating to risk identification	iGOPP Risk Identification Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform
To support governance improvements relating to risk reduction	iGOPP Risk Reduction Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform
To support governance improvements relating to disaster preparedness	iGOPP Disaster Preparedness Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform
To support governance improvements relating to recovery planning	iGOPP Recovery Planning Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform
To support governance improvements relating to financial protection	iGOPP Financial Protection Subindex	2020 and 2023	Update on the iGOPP Score for The Bahamas resulting from the policy reform

* Since this is a national program, the country's entire population exposed to disasters will benefit from this intervention. Target values are based on aggregate exposure values for 100-year return-period hurricane winds.

3.3 Main Evaluation Questions

The purpose of the evaluation is to assess the outcomes of the Project. The main evaluation questions are as follows:

- 1. Do DRM governance conditions improve after the completion of the program?
- 2. Does the DRM general framework of governance improve after the completion of the program?

- 3. Do risk identification governance conditions improve after the completion of the program?
- 4. Do risk reduction governance conditions improve after the completion of the program?
- 5. Do disaster preparedness governance conditions improve after the completion of the program?
- 6. Do recovery planning governance conditions improve after the completion of the program?
- 7. Do financial protection governance conditions improve after the completion of the program?

3.4 Existing Knowledge

Governance has become an increasingly complex notion over time, since it now incorporates precepts and criteria from multiple disciplines that certainly hinder a precise conceptualization. The 2017 World Development Report discusses the role of governance and the law, defining governance as the process through which public and private agents interact given a set of formal and informal rules that determine and are determined by rules and power (World Bank 2017). Another definition of governance refers to “the ability of societies to guide and organize their public and social institutions so that they offer people more and better opportunities to lead the kind of life they value, including them in decisions that affect them” (IDB 2014, p. 82). Ballart (2013) delves into this notion and emphasizes that this capacity is manifested in a continuous and stable management by the State and the private actors of a country. The term also emphasizes “the appropriate conditions at all levels of government to achieve performance consistent with the objectives of human development” (Moreno 2004, p. 22). By linking this concept with the dimension of vulnerability, the fact that the magnitude of a disaster depends not only on the intensity of the natural phenomenon per se, but also on political, economic and institutional dimensions, is highlighted, because such dimensions largely determine how vulnerable a society is to natural hazards (Wisner et al., 2003). In other words, the impact of disasters is not only explained by the type of natural threat that affects a specific community, but also by its different levels of vulnerability, which is determined more by governance conditions than by natural forces.

DRM governance is a sine qua non condition for sustainable development, investment protection and poverty eradication (Wisner et al. 2003). While it must be recognized that disasters triggered by natural hazards are a latent threat to the survival and security of the population, the role that the State plays through the implementation of appropriate public policies is critical to counteract the potential effects caused by these threats. The experience of the national policy reform processes in the LAC region stresses that there are several aspects that must be considered within the framework of State action, including: (i) the normative, institutional and budgetary basis for the organization and coordination of risk management; (ii) identification and reduction of risks;

(iii) preparation of the emergency response; (iv) recovery planning and post-disaster rehabilitation, and (v) financial protection. These aspects are directly related to the reduction of vulnerability in our societies and building the resilience of communities, particularly the poorest ones. (IDB 2014).

Recent case studies show that in Bogotá and Mexico City, disaster risk management public policy reforms at the national level led to reforms to local legal frameworks, effectively implementing risk-reducing strategies both at the national and community levels (IDB 2014b).

The introduction of specific policies and instruments on disaster risk management that has taken place in recent decades in the LAC region leads a priori to a general improvement in risk governance levels. Using unpublished information on governance conditions in 15 countries in Latin America and the Caribbean, Guerrero Compeán, Salazar and Lacambra Ayuso (2017) show that such an improvement in risk management governance conditions leads to a significant reduction in the death toll of a disaster. Guerrero Compeán and Lacambra Ayuso (2020) build on these research efforts and, by incorporating disaster risk governance data for 11 supplementary countries in the LAC region, they show that the favorable conditions that arise as a result of the implementation of national regulatory reforms in disaster risk management have an impact on the number of victims. Specifically, they find that a governance improvement of 1% (measured in terms of the iGOPP score), on average, is associated with a 3% reduction in human losses and reduces the economic losses by 6%.

Both of these papers rely on the iGOPP to study the relationship between institutional outcomes and disaster losses. In particular, the iGOPP allows to establish whether a country has the appropriate governance conditions to implement comprehensive public policies for disaster risk management (IDB 2014). Likewise, this indicator is able to identify specific gaps that might exist in the legal, institutional and budgetary frameworks at the national level and thus guide the design and implementation of future policies to improve risk management (Lacambra Ayuso et al. 2015).

The iGOPP approaches two fundamental dimensions of DRM: the components that make up the policy reforms in disaster risk management and the public policy phases of governance. Specifically, policy reforms in disaster risk management are divided into six components: (i) general framework of governance for disaster risk management, (ii) risk identification, (iii) risk reduction, (iv) disaster preparedness, (v) recovery planning, and (vi) financial protection. In turn, each of these aspects is analyzed from the three axes or phases that lead the public policy reform process, including (i) inclusion on the government agenda and policy formulation, (ii) policy implementation, and (iii) policy evaluation (IDB 2014). The iGOPP comprises 245 indicators that are distributed by risk management reform components and by public policy phases (see Table 3).

Table 3: Classification and codification of the Index of Governance and Public Policy for Disaster Risk Management

Public Policy Phases Components of public policy reform in DRM	1. Inclusion in the government agenda and policy formulation			2. Policy implementation	3. Policy evaluation
	Central policy coordination and articulation	Definition of sectoral responsibilities	Definition of territorial responsibilities	Evidence of progress in implementation	Monitoring, accountability and participation
General framework of governance for DRM (GF)	GF-1A	GF-1B	GF-1C	GF-2	GF-3
Risk identification (RI)	RI-1A	RI-1B	RI-1C	RI-2	RI-3
Risk reduction (RR)	RR-1A	RR-1B	RR-1C	RR-2	RR-3
Disaster preparedness (DP)	DP-1A	DP-1B	DP-1C	DP-2	DP-3
Recovery planning (RC)	RC-1A	RC-1B	RC-1C	RC-2	RC-3
Financial protection (FP)	FP-1A	FP-1B	FP-1C	FP-2	FP-3

As discussed above, the iGOPP score ranges between 0 (nonexistent governance conditions) and 100 (outstanding governance conditions) and has been computed for all 26 IADB member countries (see Figure 1).

3.5 Evaluation Methodology

A reflexive methodology will be used to evaluate the impact of the program. This methodology consists of evaluating the impact and outcome indicators (Y) before ($t=0$) and after the program ($t=1$). Although in most scenarios this methodology is not considered appropriate for rigorously identifying impacts (Gertler et al. 2016), in this particular case, a reflective methodology could generate important estimates of the project's impact given the nature of the policy-based loan. In particular, this project is made up of a series of interventions that involve, for the most part, policies at the national level implemented through supreme decrees, national development plans, dimensioning studies and diagnoses at the national and territorial levels, among others. These interventions are, for the most part, national in nature. In other words, they affect the entire population through the improvement of governance in DRM from a national perspective.

Therefore, it is impossible to identify a counterfactual that allows us to compare the situation with and without the project through a counterfactual analysis.

There are several reasons why this type of methodology may be appropriate for this Program. First, as mentioned above, the intervention is national in scale. That is, it would be impossible to identify a counterfactual that is identical in all observable and unobservable characteristics with The Bahamas. Likewise, it is impossible to observe the country with and without the project in the same period of time. Second, to obtain an improvement in DRM governance, which is the general objective of this project, the interventions must take place at a national level and, for most likely, have legal and regulatory standing. Therefore, there is no other actor than the government that can carry out actions that have an impact on the national risk management of a country. Thus, evaluating an indicator at the national level before and after the implementation of the project (which is comprised of national policy reforms) should be a good approximation of said project's impact. Third, it is not possible to identify other initiatives in The Bahamas other than those stipulated in this project that are expected to have an impact on the iGOPP score and its subindices, since these must be carried out by the national government. Finally, the outcome indicators considered for this impact evaluation are specific. This implies that unless there is another intervention similar to the one proposed by the project, it is unlikely to observe an impact.

In summary, comparing the iGOPP score before and after the implementation of the program is indicative of the impact of the project on national DRM governance conditions. A similar exercise will be carried out for each iGOPP subindex in order to assess the project's effect on the outcome indicators presented in Table 2. By measuring baseline values in year 0, the EA will simulate a counterfactual of what the performance for these indicators would be if the Program would not be implemented. This methodology assumes that if the Program were not implemented, indicator values would remain at their baseline values.

Specifically:

Impact on DRM governance = $iGOPP_{t=1} - iGOPP_{t=0}$

Where

$t=1$ means after project implementation

$t=0$ means before project implementation

3.6 Reporting Results, Work Plan and Budget

Two evaluation reports will be prepared. The first evaluation report will be carried out at the end of the first program. The second evaluation report will be carried out at the end of the two programs. The first report will serve as input for the second, focusing mainly on the implementation of products and monitoring of outcome and impact indicators. The second report will be aligned with the Project Completion Report, evaluating the achievement of the operation's objectives. The evaluation will be carried out by the IADB.

The deadlines and budget assigned to the evaluation are specified in Table 4.

Table 3.1: Evaluation Work Plan

Activity	2022	2023	Resp	Fund	US\$
Update on The Bahamas's iGOPP Score			IDB	IDB	US\$0
Design and approval of second PBP loan			IDB	N/A	US\$0
Impact evaluation of BH-L1056			IDB	IDB	US\$0
Total					US\$0

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