International Recovery Forum and The Fourth Expert Group Meeting on the Great East Japan Earthquake

January 21-22, 2013
Kobe, Japan

Development of Recovery Framework Guide

By:
Jo Scheuer, Coordinator for Disaster Risk Reduction and Recovery at BCPR, UNDP
Ayaz Parvez, Global Facility for Disaster Reduction and Recovery (GFDRR)

Impact Chain of a Post Disaster Needs Assessment

Disaster Strikes

Resource Mobilization

Coordinated Recovery

External Financing

Domestic Financing

Resilient Recovery

PDNA

Strengthened Resilience Dialogue with Govt.

Policy and Institutional Strengthening

Resilient Development

Resilience

Coordination

Enhanced Resilience

CAPACITY BUILDING
Need for a Recovery Framework

Inadequate Coordinated Approach to Recovery and Reconstruction

PDNAs with limited Recovery Frameworks

PDNAs with Recovery Strategy

PDNA with Recovery Frameworks to facilitate Resilient Recovery & Development

Recovery Approach Continues to Evolve to Ensure Outcomes
Following a disaster, large public interventions may be needed.

Countries often experience a major influx of assistance without being fully prepared.

Recovery delays prolong the suffering of disaster affected people and could lead to non-resilient reconstruction of social, physical and productive infrastructure.

The recovery process can be severely hampered by the lack of an effective policy environment, inadequate institutional capacities and insufficient resource mobilization.

There could be insufficient or ineffective institutional coordination and transition arrangements.

There is limited attention span after a disaster and a prolonged assessment without a solid recovery framework could lead to missed opportunities in recovery.

The Recovery Framework will facilitate multi-sector recovery planning, prioritization, sequencing of activities, funding decisions, strong stakeholder coordination; and high stakeholder confidence in the government’s recovery plan.

The Recovery Framework helps the transition from a chaotic emergency phase to a structured, coherent and resilient recovery and can help realize the potential of resilient recovery as a means to resilient development.
The Recovery Framework will help governments, donors and other stakeholders to:

- Maintain a cohesive and flexible structure for managing the overall recovery and reconstruction process; including communication flows and information feedback loops;
- Clarify roles, responsibilities, and institutional arrangements to capitalize on the strengths of each stakeholder; and augment capacity where needed;
- Effectively prioritize, sequence, and drive multi-sectoral and cross-cutting recovery decisions, activities, and allocation of resources;
- Systematically integrate disaster risk reduction in reconstruction and recovery; and formalize policy and strategic linkages across recovery and regular development processes;
- Implement recommendations and strategies outlined in disaster impact assessments;
- Assist in establishing robust and criteria-based monitoring and evaluation systems for recovery;
- Apply best practices from other countries to national contexts.

The Objective: To provide a sequenced, prioritized, programmatic, yet flexible (living) overall action plan and stakeholder engagement mechanism that will guide the recovery and reconstruction process.

Roadmap for the Recovery Framework (1/2)

Stage 1: Internal Process to Ascertain the Extent of the Engagement - Ensuring that capacity and inputs are available towards developing an RF

Stage 2: Undertake the Post Disaster Needs Assessment - Ensuring that capacity and inputs are available towards developing an RF

Stage 2 Outputs: (1) Capacity to develop the RF; (2) Needs assessment, prioritization and alignment; (3) Sectoral RFs; (4) Capacity assessments and delivery options

Stage 3 Outputs: Decision on nature of the PDNA and RF

Stage 4 Outputs: Decision on nature of the PDNA and RF

Disaster Occurs

Government, donor and interagency consensus per the Tripartite Agreement for developing an RF to support short and medium to long term recovery

- Capacity Building - Training for RF development to be included along with the Needs Assessment training
- PDNA to clearly cost and articulate the various sector and cross cutting needs
- Availability of minimum acceptable Government and stakeholder capacities to work on recovery planning, coordination and program implementation
- Synthesis of macro and micro (household/personal) level and human impacts of the disaster
- Preliminary prioritization of sector needs
- Setup Government and inter agency working group to develop RF
- Budget negotiations to develop and implement the RF
- Capacity Assessments - Diagnostic of existing institutional structures and implementation arrangements
- Assimilation of delivery options from global good practices


Stage 3: Develop the Recovery Framework

- Laying the Foundations for the RF
  - Identification and capacity building of recovery institutions
  - Formulation of institutional structure, implementation arrangements and delivery mechanisms
  - Establishing criteria for prioritization
  - Stock-taking of humanitarian and early recovery interventions already in progress to complement and ease transition into recovery without duplication

Preparation of the RF

Consultative meeting chaired by Government lead and including representatives from ministries, development partners, CSOs etc.

Strategic Prioritization of Needs

- Within and between sectors
- What is urgent vs. what is important
- Categorization of needs by geography into districts, provinces etc.
- Categorization of needs by time into short, medium and long term interventions
- Accountability of needs to ongoing or future recovery
- Ascertaining the timeframe for implementation, responsible ministries, indicators for success etc.

Disseminating the RF

- Peer review by stakeholders

Stage 3 Output: The RF - a sequenced, prioritized, programmatic, yet flexible overall action plan that should be implemented in order to ensure a successful recovery from the disaster

Stage 4: Implement the Recovery Framework

- Setting up a Steering Committee and a Secretariat to oversee the recovery
- Projectization of Needs
  - Division of labor by ministry, development partners etc.
- Detailed studies to inform projects
- Restoration of Essential Private and Public Infrastructure

Transformation Phase

- Efforts to catalyze sustainable development and DRR in the medium term
- Building upon earlier humanitarian programs

- Periodic Reporting on Recovery
- M&E based performance management of recovery
- Strategic course corrections
- Documentation of lessons learnt

- Institutionalization of the RF and PDNA process within the Government
-International aid agencies and donors
- PDNA experts

Stage 4 Output: Periodic status and completion reports based on RF Performance Management Framework

Recovery Framework Guide with 8 Key Components for Making Critical Decisions

1. Developing Institutional Arrangements and Management System for Recovery
2. Developing Guiding Principles to Shape Recovery Policies, Standard Setting and Planning
3. Establishing Criteria for Prioritization and Sequencing
4. Stakeholder Engagement Process
5. Designing and costing Recovery Programs
6. Managing Programs, Ensuring Performance & Delivering Results

Towards Resilient Recovery & Development

Setup a Steering Committee and a Secretariat to oversee the recovery

Institutionalization of the RF and PDNA process within the Government

Data preparedness

Customized guidance notes

PDNA experts
Recovery Framework Guide Development Process

Outline Development
Desk-based review of best practices, recovery and country recovery experiences

Stakeholder Engagement
Technical Working Group, International Advisory Group, Development Partners, Civil Society, Private Sector, other Partners

In-depth Country Case Studies and Field Research
Best practices, lessons learned, new norms, compare country experiences, key elements of DRF around the world

The Plan and Indicative Timeline

- **2013**
  - **By End-January:** Concept Finalization and Validation by Key External and Internal Stakeholders
  - **February-March:** Establish and Operationalize International Advisory Group and Technical Working Group, Commence guide development and case 3 case studies
  - **End-April:** Initial “zero” draft of Recovery Framework Guide with 2 completed modules and 3 case studies
  - **May:** Present at Global Platform and Seek Broader Stakeholder Feedback
  - **October/November:** Finalization of Guide and 10 Case Studies
  - **December:** Rollout of RF Guide with Capacity Development program
Thank you!