

Resilient Recovery at GFDRR

The Global Facility for Disaster Reduction and Recovery (GFDRR) supports resilient reconstruction planning and post-disaster assessments, helping more than 50 disaster-affected countries with these approaches since its launch in 2007.

Why Resilience Matters for Recovery

The amount of people and economic infrastructure exposed to disasters caused by natural hazards—including earthquakes, landslides, and cyclones—is rising with growing urbanization and development near coasts and rivers. With the risk awareness of governments and people at its highest in the aftermath of disaster, recovery and reconstruction planning presents an important opportunity to change practices that have contributed to underlying vulnerabilities.

What We Do

GFDRR helps developing countries implement post-disaster recovery and reconstruction programs that are efficient, transparent, and financially predictable, while reducing the risk of future hazards. GFDRR supports resilient recovery by:

- Promoting reliable and internationally-accepted damage, loss, and needs assessments after major disaster events;
- Implementing the Disaster Recovery Framework methodology, an emerging international approach to post-disaster recovery and reconstruction that focuses on longer-term resilience to future disasters through prioritizing recovery activities sequentially, improving financial management, and ensuring monitoring and evaluation;
- Providing technical assistance for post-disaster recovery and reconstruction planning; and
- Helping countries improve their disaster recovery strategies and governmental institutions in order to manage recovery before a disaster strikes.

Post-disaster needs assessments (PDNA) allow countries to accurately assess the economic impacts of a disaster, and mobilize the technical and financial resources necessary for recovery. In partnership with the European Union (EU), the United Nations Development Programme (UNDP), and the World Bank Group, GFDRR is working to

ensure that the methodology behind these assessments leads to more resilient and inclusive recovery and reconstruction processes.

In addition, GFDRR has been increasingly recognized for its expertise in post-disaster assessments, with requests for assistance in supporting post-conflict exercises by applying post-disaster methodology to conflict and fragile situations.

After the June 2013 flooding in the Indian state of Uttarakhand, a GFDRR-supported rapid assessment helped guide a

\$250 million

International Development Association reconstruction project approved in October 2013.¹

Following the April and May 2015 earthquakes, the findings of a GFDRR-supported assessment helped Nepal secure

\$4.4 billion

from the international community toward the country's recovery and reconstruction.



GFDRR
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Ukraine

GFDRR Project: Assessing Recovery and Peacebuilding Needs in Eastern Ukraine

Partners: EU, UN, the World Bank Group, and Government of Ukraine

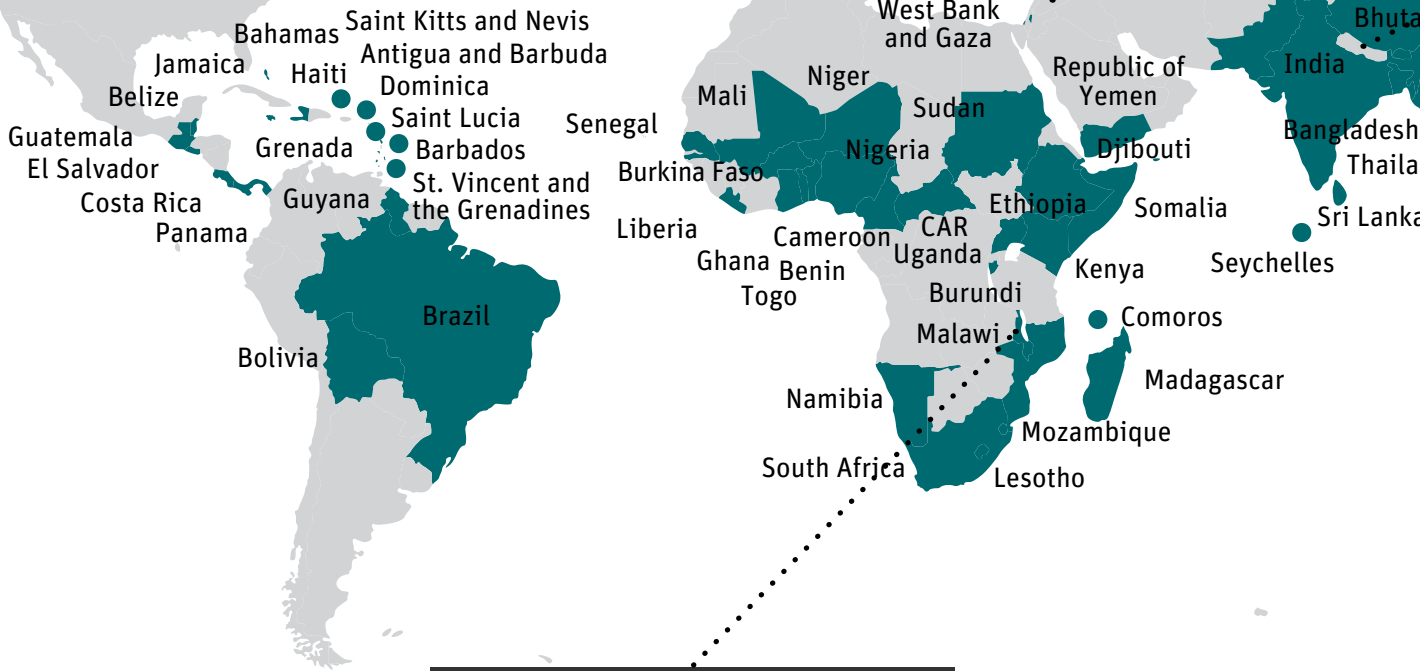
Description: During FY15, GFDRR supported an assessment of Ukraine's conflict-affected regions at the request of the government. This assessment estimated immediate recovery, rehabilitation, and social cohesion needs, giving an estimate of \$1.52 billion. It also provided recommendations on restoring critical infrastructure and services; improving access to economic livelihoods; and strengthening social resilience, initiating reconciliation, and peace-building.

Syria

GFDRR Project: Syria Damage and Needs Assessment – ongoing crisis (2015)

Partners: World Bank Group, UN

Description: In 2015, GFDRR conducted a damage and needs assessment in Syria to inform the World Bank on how the current crisis impacts the population, infrastructure, and quality of service delivery, as well as to identify enabling conditions and factors that would allow the return of refugees and the internally displaced. This work is part of the Syria Information and Research Initiative, a World Bank Group program.



GFDRR Resilient Recovery Engagement

Malawi

GFDRR Project: Support for PDNA and Developing a Recovery Framework in Malawi - Flooding (2015)

Partners: World Bank Group, EU, UN, Government of Malawi

Description: In January 2015, Malawi suffered severe flooding that affected 1,150,000 people, displaced 336,000, and killed 106. In response, GFDRR supported the Government of Malawi in developing a PDNA in partnership with the World Bank, EU, and UNDP, which indicated recovery and reconstruction needs of approximately \$495 million. Building on this, in June 2015, GFDRR began supporting the government in developing and implementing a Recovery Framework.

Where GFDRR Works

Through post-disaster needs assessments and other engagements, GFDRR has supported resilient recovery in more than 50 countries.

Nepal

GFDRR Project: Post Disaster Needs Assessment in Nepal – Earthquake (2015)

Partners: EU, UN, Asian Development Bank, Government of Japan, Government of Nepal

Description: Following April 2015 earthquakes, GFDRR supported the Government of Nepal to produce a PDNA, in partnership with the Asian Development Bank, the EU, UN, the World Bank, and the Japan International Cooperation Agency, and others. This PDNA estimated the damage at \$5.15 billion, losses at \$ 1.9 billion, and recovery needs at \$6.7 billion, and its findings are helping to address funding for recovery.



How GFDRR Leverages Impact

GFDRR's work in resilient recovery leverages:

- Policy and planning changes that promote disaster risk management and reduce risks to future hazards;
- Recovery financing and investments from development partners, such as UNDP, the World Bank Group, regional development banks, and partner countries;
- Improved coordination between the international donor community and governments to develop recovery programs, improve current plans and projects, and determine long-term priorities; and
- Innovative knowledge products on resilient recovery, including the *Disaster Recovery Framework* and country case studies.

Snapshot: Leveraging in Practice

Post-disaster support from GFDRR can lead to or inform the design of partner funding and activities. For example, in FY2015, post-disaster assessments supported by GFDRR have helped inform four World Bank projects with a combined value of nearly \$900 million for recovery and reconstruction-related initiatives in India, Malawi, Nepal, and Vanuatu alone. Through these type of investments, GFDRR helps the International Development Association (IDA), the World Bank's fund for the poorest countries, target its large-scale projects so that vulnerable countries can recover more quickly and better manage their disaster risks.

Projects with leveraged funding include:

- › **Benin:** Emergency Urban Environment Project (\$56.4 million, IDA)
- › **Bolivia:** Emergency Recovery and Disaster Management Project (\$4.4 million, IDA)
- › **Bosnia and Herzegovina:** Floods Emergency Recovery Project (\$100 million, IDA)
- › **India:** Uttarkhand Disaster Recovery Project (\$250 million, IDA)
- › **Niger:** Disaster Risk Management and Urban Development Project (\$107 million, IDA)
- › **Philippines:** National Community Driven Development Program (\$479 million, IBRD)
- › **Samoa:** Agriculture and Fisheries Cyclone Response Project (\$5 million, IDA)
- › **Serbia:** Floods Emergency Recovery Project (\$300 million, IBRD)
- › **Solomon Islands:** Community Resilience to Climate and Disaster Risk Project (\$9.1 million, GEF and GFDRR)
- › **Tonga:** Cyclone Ian Reconstruction and Climate Resilience Project (\$13.8 million, IDA and GFDRR)

After Cyclone Pam devastated the Pacific Island of Vanuatu in March 2015, a Post-Disaster Needs Assessment conducted by GFDRR and partners estimated the total damage and losses to be over 64% of the country's GDP. This assessment helped the government raise

\$115 million

in financing for recovery and reconstruction.

Highlights

In FY2015, GFDRR provided 38 grants to 20 countries to help governments with disaster recovery and reconstruction planning. It provided financial and technical support for post-disaster or post-conflict assessments and recovery planning in 14 countries. These initiatives helped governments improve or prepare for recovery efforts. Many of these assessments were conducted in partnership with UN agencies, the EU, other international and regional organizations, and donors.

The Philippines: Policy and Technical Assistance for Reconstruction

Within days of Typhoon Haiyan's landfall in November 2013, GFDRR and its partners began providing the government of the Philippines with policy and technical guidance for reconstruction efforts, based on international post-disaster experience. Five weeks later, the government had a comprehensive plan to guide the recovery and reconstruction of the economy, lives, and livelihoods. The plan also helped to inform and secure a \$500 million World Bank post-disaster reconstruction loan.

In addition, GFDRR has provided the government with on-demand technical assistance, guidance for establishing recovery institutions and a multi-donor trust fund, and a remote-sensing based rapid damage assessment. GFDRR also launched a "live case study" of post-Haiyan recovery in the Philippines that will

capture government processes for recovery planning, institutional arrangements, financing, and policy decisions that will be used to help ensure the Disaster Recovery Framework guide continues to draw from recent recovery experiences.

Kyrgyz Republic: Institutionalizing the Post-Disaster Needs Assessment Methodology

In the Kyrgyz Republic, a GFDRR grant is supporting the institutionalization of the post-disaster needs assessment methodology. In FY2014, the initiative developed a national action plan for improving post-disaster needs assessments and recovery planning, as well as a guidance manual for government authorities to conduct their own assessments. The Kyrgyz Republic previously lacked modern procedures and guidelines for assessing damages, losses, and recovery needs following a disaster, including the economic impact of damaged infrastructure and lost livelihoods.

The new methodology was endorsed by the National Technical and Scientific Council of the Kyrgyz Republic, as well as the Kyrgyz government agency overseeing disaster response and emergency preparedness, and the Ministry of Emergency Situations provided training on its use to 280 government staff. The methodology has also become part of university curriculum for students studying emergency management at Kyrgyz Slavonic University.



PHOTO: SUDIPTO DAS

“Recovery is not a choice, it is a development imperative and we can plan for it.”

—Jo Schuer, Coordinator, Disaster Risk Reduction and Recovery Team, Bureau for Crisis Prevention and Recovery, UNDP

Lessons Learned

Well-coordinated and credible post-disaster needs assessments play a critical role in recovery.

When post-disaster needs assessments bring together diverse stakeholders such as government authorities, international organizations, and civil society groups to jointly identify post-disaster needs, they can dramatically improve the effectiveness of the recovery process. Assessments that point to clear facts, accurate data-driven estimates, and transparent methodologies also increase the credibility of the process and make recommendations that are more likely to influence policymakers.

Nigeria's 2012 post-disaster needs assessment following damaging floods shows the importance of coordination and credibility in the process. Disagreement over which government entity had the legal mandate to lead the recovery process delayed the assessment by several months.

Efficient post-disaster assessments allow a quicker shift into detailed recovery planning.

Countries face complex issues during recovery that cannot be addressed by a post-disaster needs assessment alone. Issues include managing financial flows, prioritizing and sequencing recovery interventions within and across sectors—such as health, education, and transportation—and passing appropriate legislation and policies that support an efficient and equitable recovery process. A post-disaster needs assessment cannot address all these issues and must be done quickly to allow for detailed recovery planning.

After Cyclone Phailin struck the Indian state of Odisha in October 2013, a GFDRR-supported rapid assessment helped guide a

\$135 million

International Development Association project to rebuild

30,000 homes

and restore public services and infrastructure. More than

150,000 people

will benefit directly from the project.

Advancing Resilient Recovery Knowledge

- **Second World Reconstruction Conference:** In September 2014, GFDRR hosted the second World Reconstruction Conference (WRC2) in Washington, D.C., in partnership with the EU and UNDP. More than 500 participants from 60+ countries assembled to share lessons learned in post-disaster recovery and reconstruction. Discussions focused on the topics of technical and green innovations, recovery in conflict and fragile contexts, empowering women and communities, bridging humanitarian and development efforts, and recovery institutionalization, among others. More than 30 countries and organizations issued a joint conference statement in support of resilient recovery in the post-2015 framework for disaster risk reduction.

At the Third UN World Conference on Disaster Risk Reduction, held in Sendai, Japan in March 2015, GFDRR featured the flagship report, *Resilient Recovery: An Imperative for Sustainable Development*, which introduces new ways to achieve sustainable development gains

throughout the resilient recovery. The World Bank, UNDP, and the EU also launched several knowledge products at the WRC2;³

- **Guide to Developing Disaster Recovery Frameworks:** Developed in collaboration with the EU, the UNDP and the World Bank, this tool assists governments in planning, prioritizing, and financing recovery programs to ensure resilience in recovery and development.
- **Post-Disaster Needs Assessment Guide:** Developed by the EU, UN, and World Bank Group, this guide provides a coordinated and credible basis to help the governments of affected countries in recovery and reconstruction.
- **Disaster recovery case studies** from nine countries: Bangladesh, Haiti, Indonesia, Lao PDR, Mozambique, Pakistan, Philippines, Senegal, and Yemen.

Following the severe floods in Uttarakhand, India in June 2013, GFDRR mobilized a rapid assessment team in August 2013 in partnership with the World Bank and the Asian Development Bank. The assessment was completed in six weeks, informing a \$250 million International Development Association reconstruction and resilience building project approved in October 2013. The speed of the assessment allowed the government to start its recovery planning efforts quickly and with adequate resources.

Planning for resilient recovery requires institutionalizing key functions.

A GFDRR review of its post-disaster needs assessment portfolio since 2007 pointed to a need to institutionalize—before a disaster strikes—the key government functions that will be needed during recovery, such as specific social, infrastructure, and productive sector recovery strategies to allow each to identify key constraints to their normal functioning during a disaster.

For example, in the Kyrgyz Republic, GFDRR is supporting a project that is evaluating and improving standard operating procedures for conducting post-disaster needs assessments. This will help drive systematic and criteria-based disaster needs estimates and decisions about key priorities for recovery from future disasters.

Looking Ahead

To improve the ability of governments to lead and manage the recovery process, create disaster-resilient communities, and build back better, GFDRR worked with the EU and UNDP to expand the *Disaster Recovery Framework Guide*, developed in response to the growing demand from developing countries for sustained technical assistance after a post-disaster needs assessment is concluded.

The *Disaster Recovery Framework Guide* helps governments implement the full range of recommendations from post-disaster needs assessments. It also provides guidance on how to better coordinate recovery planning between governments, the World Bank Group, the EU, UN, and other stakeholders, such as civil society and the private sector.

GFDRR will continue to shift its focus from providing primarily disaster response-related support toward incorporating a significant preparedness element into its technical assistance programs. For example, GFDRR has piloted programs in India, the Kyrgyz Republic, and Malawi that are helping these countries develop stronger disaster recovery institutions.



Strategic Partners

GFDRR conducts its post-disaster assessments under the terms of the 2008 Joint Declaration on Post-Crisis Response—a tripartite agreement between the EU, UNDP, and World Bank Group to coordinate all post-crisis interventions under the lead of the affected country’s government. GFDRR coordinates with UNDP and EU delegations in the field to carry out joint post-disaster needs assessments. These assessments often benefit from technical expertise offered by donor countries and regional development partners. Recent post-disaster disaster needs assessments were completed in cooperation with:



Japan International
Cooperation Agency



Asian Development
Bank



IGAD Climate
Prediction and
Application Center



Economic Community
of West African States



International
Labour Organization



Food and Agriculture
Organization



World Food
Programme



United Nations
Human Settlements



UNICEF



World Meteorological
Organization



World Health
Organization



UNISDR



UNDP- Bureau for
Crisis Prevention
and Recovery

“We have a number of NGOs, with the support of UNDP and the World Bank, which have studied pilot projects on recovery. We hope to build on their experiences so that we can incorporate these experiences in our long-term planning.”

—Mr. Paul Chiunguzeni, Director, Department of Disaster Management Affairs, Malawi

NOTES

¹ All monetary amounts are in US dollars unless otherwise indicated.

² Denotes countries where GFDRR grant or team engagement has supported resilient recovery.

³ GFDRR, World Bank Group, EU, UNDP (2014). Guide to Developing Disaster Recovery Frameworks. <https://www.gfdr.org/recoveryframework>



GFDRR

Global Facility for Disaster Reduction and Recovery

Contact

Josef Leitmann

Team Leader, Resilient Recovery
jleitmann@worldbank.org



GFDRR PILLAR: Resilient Recovery

Disaster-affected countries seeking GFDRR support will improve the quality and timeliness of recovery and reconstruction.