

RESILIENT RECOVERY IS A DEVELOPMENT IMPERATIVE

RECOVERING AND BUILDING RESILIENCE AFTER DISASTERS

RECOVERY FRAMEWORK





DISASTER
**RECOVERY
FRAMEWORK**



Indonesia Case Study

A Series of Disasters to Learn from

Year	2004	2005	2006	2006	2010
Date	26 Dec 2004	28 Mar 2005	27 May 2006	17 July 2006	Oct-Nov 2010
Disaster	Tsunami	Earthquake	Earthquake	Earthquake	Volcano Eruption
Location	Aceh North Sumatra	Nias Aceh	Yogyakarta Central Java	West Java	Yogyakarta Central Java
Impacts	<ul style="list-style-type: none"> ○37,000 missing ○500,000 houses destroyed ○150,000 children with no access to school ○3,000 hectares of land washed away 	<ul style="list-style-type: none"> ○30% of all Nias buildings destroyed 	<ul style="list-style-type: none"> ○300,000 houses destroyed 	<ul style="list-style-type: none"> ○323 missing ○28,000 persons displaced 	<ul style="list-style-type: none"> ○367,000 displaced

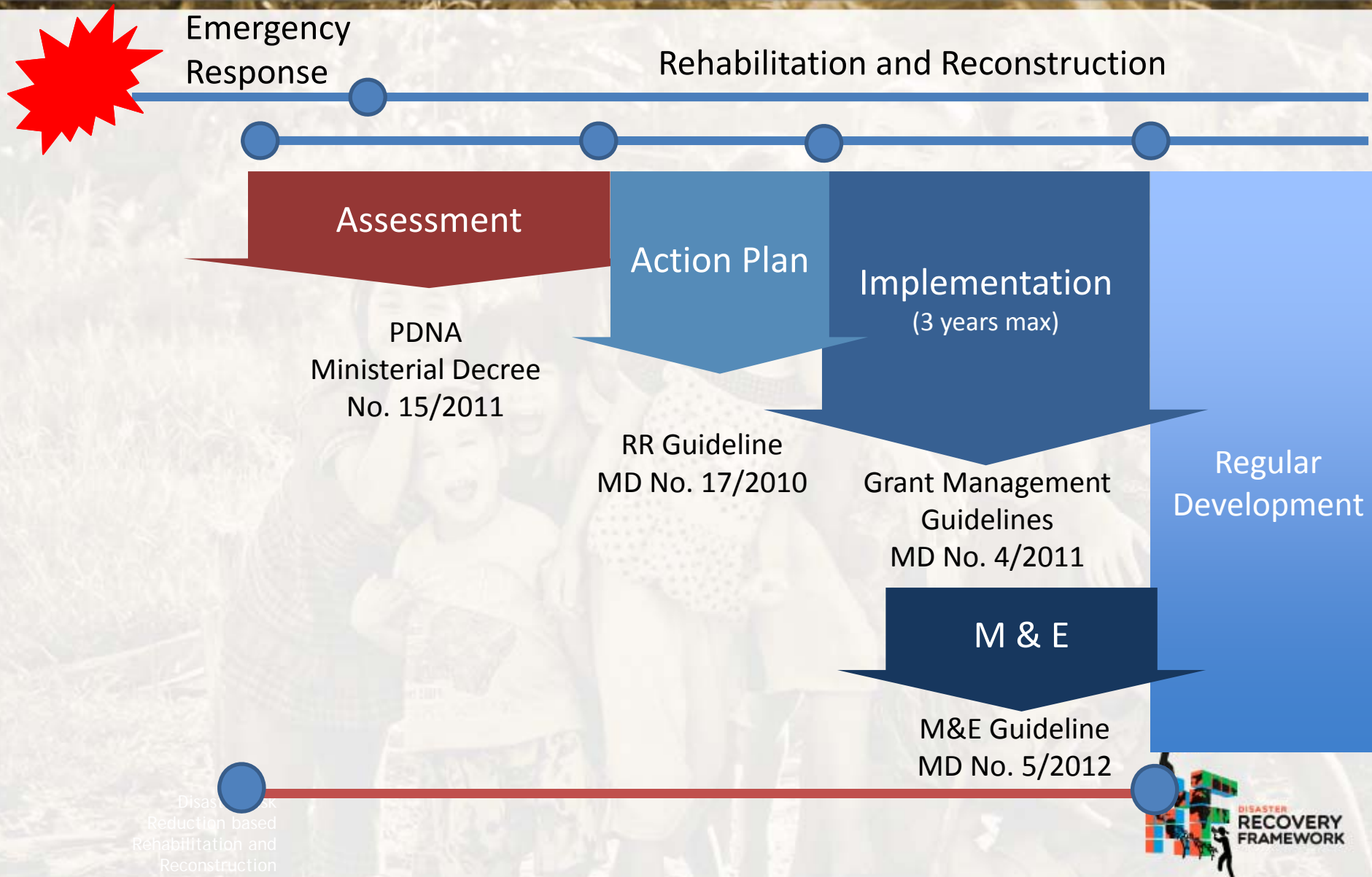


Institutional Framework for Recovery that has Evolved

- The GoI established the **Agency for the Rehabilitation and Reconstruction of Aceh and Nias (BRR)** to manage post-tsunami and earthquake recovery in April 2006.
- The BRR implemented the recovery and reconstruction projects directly as well as through NGOs.
- The **National Agency for Disaster Management (BNPB)** established in 2008, to strengthen its ability to manage post-disaster recovery efforts.
- Enactment of a **Ministerial Decree in late 2011** ensuring that Recovery and Rehabilitation Guidelines will form the basis for all future post-disaster recovery efforts.
- A legal framework for recovery has **mainstreamed recovery and risk reduction into national planning and budgeting**



A Structured Recovery Process



Financing Mechanism for Recovery

- The **Multi Donor Fund for Aceh and Nias (MDF)** and the **Java Reconstruction Fund (JRF)** established to pool in donor resources for recovery
- **IDF or Indonesian Disaster Fund** is established as a standing mechanism to help fund implementation of the Government's Rehabilitation and Reconstruction Action Plans that are formulated following disasters that require International support.
- **Government allocates significant resources** for recovery from national budget. Recovery financing is now a standard budgetary feature. Min. 10% has to be allocated for DRR



The PDNA Process

Indonesia's PDNA process has been built through adapting the DALA and HRNA methodologies. Key elements include a set of **common indicators** that

- link needs identified during humanitarian needs assessments with recovery and reconstruction and later with development processes,
- identify recovery strategies that are more sensitive to future community needs, not just lost assets or immediate humanitarian needs,
- bring out systemic underlying development related causes
- take a forward planning perspective rather than the blunt replacement approach

Following the PDNA , the government will produce an Action Plan for Rehabilitation and Reconstruction (*Rencana Aksi Rehabilitasi dan Rekonstruksi, RENAKSI*), a nationally-owned framework.



Learning from Recovery in Indonesia

- National agency set up with a **clear mandate as well as institutional capacity** for recovery
- Recovery approved through a **legal regime**
- **Earmarked budgetary allocations** for recovery
- A **dedicated trust fund** for recovery
- Development of **PDNA tools and methodologies adapted to Indonesian context**
- **One assessment and one report** to identify recovery needs and to guide Recovery Action processes
- A general consensus of **community-driven development approach**





Terima Kasih - Thank you





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Japan Case Study

Recovery and Reconstruction from the Great East Japan Earthquake

- Current Status of the Affected Area
- Establishment of a new Reconstruction Agency
- Reconstruction Budget – tax increase
- Current Status of Fukushima Prefecture
- Plans for the future – recovery framework legislation



Lessons

- There should not be “unanticipated” in disaster response. Prepare for the unexpected – good recovery prepares for extreme situations.
- Assistance is required, according to the changing needs and diversity of affected people – decreasing population is a challenge, local culture should be integrated with the recovery
- Recovery in association with local communities, private enterprises, and local government – private sector has important role in recovery



Preparing for Future Disasters

1. Revision of Disaster Countermeasures Basic Act
 - Reinforce quick response to a disaster
 - Improve the regulations for assistance to local governments
 - Establishment of the system for smooth wide-area evacuation
2. Legislation for reconstruction from a large-scale disaster
 - To realize quick reconstruction from a disaster, **reconstruction framework** will be institutionalized as pre-disaster planning, including establishment of reconstruction headquarters, development of Basic Reconstruction Guidelines and Policy



Preventing Future Disasters

Promotion of “national resilience”

- The Great Japan earthquake has made Japan rethink the way recovery is done, including re-examining existing laws and policies, and creation of a dedicated reconstruction agency, being flexible and ready to adapt to local contexts and municipalities, creation of reconstruction zones with tax exemption
- Japan has also innovated on reconstruction financing – by reducing avoidable expenditures and raising special taxes to fund recovery
- Key lesson is that recovery planners and implementers must expect the unexpected and remain open to changing needs throughout the process
- Recovery planning should be inclusive of local communities and private sector in particular
- Japan is developing and institutionalizing a Disaster Recovery Framework to improve and systematize future disaster recovery
- Disaster Resilience and recovery is not just about building safer infrastructure but should focus on people and reducing their vulnerability to such shocks



Thank you very much.





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Pakistan Case Study



EARTHQUAKE 2005 & FLOODS 2010



Earthquake 2005 & Floods 2010

	2005 Earthquake	2010 Floods
Affected Population	Approx. 3 million people affected, 2.3 million people left without food and 600,000 housing units destroyed/damaged	20 million people affected , 11.3 million people left without food and 1.6 million housing units destroyed/damaged
Casualties	73,000 people killed; 126,000 injured	2,000 people killed; 3,000 injured
Most Affected Sectors	Housing, Health, Education, Physical Infrastructure & Agriculture/Livestock	Agriculture/Livestock, Housing, Physical Infrastructure & Energy Sector
Affected Area	30,000 sq.km	100,000 sq.km including 2.03 million hectares of agricultural land (21%)
Reconst Cost	Over \$ 5 billion	Over \$ 10 billion

Overview of Disaster Recovery Programs

	2005 Earthquake	2010 Floods
Institutions	New federal-level organization provided policy direction and central coordination. New and existing lower-level organizations implemented reconstruction	Existing Planning Commission led policy planning & coordination. Implementation carried out by line ministries at federal level and line departments at provincial level
Guiding Principles	Focus on vulnerable populations; mobilization of affected population; harnessing private sector and philanthropic initiatives; dedicated funding; conditional cash transfers	Larger role of provinces; focus on vulnerable populations; reconstruction through the existing development funds; unconditional cash transfers
Financing	A successful donor conference followed up with concrete reconstruction plans transformed pledges into firm commitments. A transparent fund flow mechanism & fiduciary safeguard enhanced donor confidence	Less successful donor conference; lack of central financial tracking system for recovery and use of existing government systems at the federal and provincial levels discouraged donors
Managing Results	One window facilitation for all stakeholders; strong M&E arrangements; structured mechanisms for information sharing	No central national or provincial level M&E system; strong M&E institutions only in donor-funded sectors



Key Recovery Priorities

- Stabilization of essential services e.g. water and electricity
- Rural Housing Grants; Livelihood Cash Grants; monetary compensations for the dead/injured, and micro credit schemes addressed pressing needs
- Sector-specific activities harnessing market forces, individual skill development to cash livelihood opportunities, while encouraging communities to move from subsistence farming to cash based agro products
- Health and road infrastructure was prioritized to prevent secondary disasters and facilitate reconstruction



Vision for Disaster Recovery & Guiding Principles

- Full ownership of all stakeholders, including civil society and affected communities to ensure smooth transition and sustainability
- Mainstream DRR, Environmental Safeguards and Gender considerations across the recovery spectrum
- Kick-start local economy through monetary assistance and incentives, alongside capacity-building and providing new livelihood opportunities
- Focus on vulnerable populations, and pro-poor policies
- Build Back to Better Standards based on current/futuristic needs
- Localized solutions be preferred for better acceptability



Recovery Financing

- An early PDNA formed the basis for identifying overall and sectoral financial requirements
- A successful donor conference was held soon after disaster, and pledges were converted into commitments due to workable plans and effective implementing arrangements
- Dedicated cells was established to coordinate private sector, NGO's, philanthropic contributions and bilateral donations
- A sound and transparent financial tracking system reinforced donor confidence
- Regular coordination/liaison with donors helped creating a spirit of comraderie and openness to continuously improve the programs



Institutional and Coordination Arrangements for Recovery Management

- A new federal level body, ERRA, was established with full political backing
- It drew staff from the government, the Army and the private sector, giving it a unique advantage
- Whereas policy planning, standard setting and M&E was centralized, implementation was devolved to provincial and lower level bodies
- It developed customized procurement systems, project approval system/ceilings, financial management systems, M&E arrangements, grievance redressal systems and coordination structures



Managing Recovery Programs and Results

- Project ownership was cultivated at the highest levels of government
- A robust, pragmatic and inclusive feedback mechanism helped to effect midcourse corrections where necessary
- Strong M&E arrangements helped to identify faults for timely corrections
- Facilitation, guidance and management of market forces to ensure quality, cost and availability
- Consensus-based policy planning and decision making helped obtaining across the board ownership of all stakeholders
- Capacity Building, customized dispensations and effective institutional arrangements helped keeping the recovery on course.



Lessons Learned & Good Practices

- Dedicated institutionalization of recovery processes
- Robust coordination and facilitation with all stakeholders
- A focus on community engagement, and on devolution in implementation
- A well articulated, robust communications strategy
- Seeing Relief, Early Recovery & Reconstruction as one continuum
- Incorporating international best practices where possible
- Mainstreaming DRR, for development to be sustainable
- With imagination, adversity can be converted into an opportunity
- Prioritization and sequencing of inter and intra sectoral efforts in accordance with the needs



Thank you





**Update on
PDNA and Recovery Framework:
*Interagency Commitment to
Coordinated Recovery Assessment
and Planning***

Geneva, May 23, 2013



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GFDRR
Global Facility for Disaster Reduction and Recovery



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Post Disaster Needs Assessment

- Agreement between EU, UN and World Bank to **collaborate with national authorities and partners** to strengthen national capacity for effective prevention and response.
- **Assess the economic value of damages and losses**
- **Assess the impact on human development as experienced by the population**
- **Recovery plan integrating human and socio-economic impacts with productive and infrastructure damages**
- **Serves as bridge between humanitarian and longer term risk reduction and development**



Commitments and Results

- Since 2008, around 50 assessments – worked together and with Governments and other partners. Experience gained - develop joint EU-UN-WB PDNA Guide
- PDNA's are leading to national assessment tools adapted and developed by countries: Indonesia, Laos, Philippines, Nepal, Kyrgyzstan, Central America, etc.
- PDNA methodology used for small and large disasters to develop a recovery and reconstruction plan.
- All Recovery and Reconstruction done with a focus on reducing risks and building back better.



Lessons Learned

- Leadership and ownership of national Government at the highest level - assessment and recovery plans.
- Assessments must be participatory, inclusive of the needs and priorities of affected communities.
- Well-coordinated approach - all partners working together.
- Linkages between Humanitarian and Recovery (PDNA) - assessments and responses.
- Assessments have to be followed through with financial/ human resources for recovery.
- Disaster can be a transformative opportunity.
- PDNAs to be completed within an efficient timeframe.

**Guide not an invention of new methodologies
- A collection of good practices and lessons learnt**



Overview of PDNA Guidance Notes

	Volume A	Volume B
Chapter 1	Introduction to the PDNA	Sector Guidance Notes
Chapter 2	Integrated approach to assess impacts of physical damages & economic losses as well as impacts on human development with a recovery strategy	Social, Productive, Infrastructure & Cross Cutting Sectors
Chapter 3	<ul style="list-style-type: none">• Coordinated support by the partners• Support from National Governments to conduct PDNAs	Assessment methodologies pertinent to the needs of the particular sector
Toolkit	Ready to use templates for the assessment	Sector specific templates for reporting results of assessment

Next Steps

- **Endorsement of Guidelines by three partners and**
 - a. Joint Capacity building activities providing training and support at regional/national level
 - b. Create a roster of experts for conducting assessments within partners, Governments and Regional Intergovernmental Organisations
 - c. Development of the Recovery Framework guide
 - d. Incorporating international best practices



PDNA and National Recovery Framework Continue to Evolve

**Inadequate
Coordinated
Approach to
Recovery and
Reconstruction**

**PDNAs with
limited
Recovery
Frameworks**

**PDNAs with
Recovery
Strategy**

**Disaster
Recovery
Framework
to facilitate
Resilient
Recovery &
Development**

**Disaster Recovery Frameworks (DRFs) help translate PDNAs
into SUSTAINABLE and RESILIENT RECOVERY**



Global Platform 2011 - 2013

Strong International Consensus on the Need for DRF

2011

- **World Reconstruction Conference (Geneva)**
Commitment to effective DRF, improved systems, & reconstruction finance

2011-13

- **Strong Consultative Process**
Client Governments, International Reconstruction Practitioners, Academia, Civil Society, International Development Partners

2013

- **International Recovery Platform Conference 2013 (Kobe)**
Preliminary Concept Presented

2013

- **DRF Guide preparation presented and launched by EU, UN & WB to global audience**



DRF Objectives & Outcomes

Sustainable Recovery

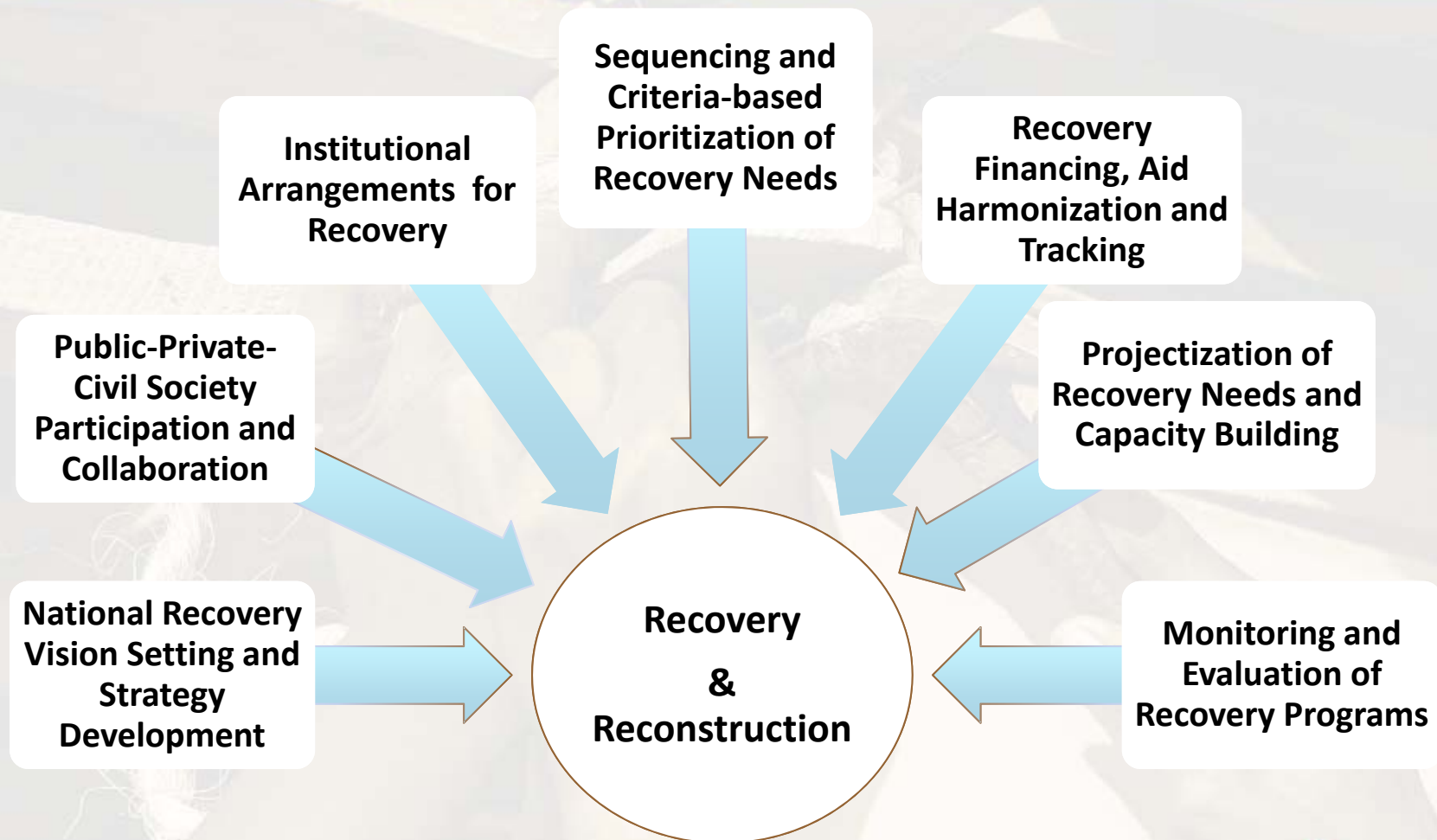
- Multi-sector recovery planning, prioritization, & sequencing
- Aid effectiveness by enhanced cross sector cooperation
- International good practice standards to inform policy

Resilient Development

- Sustained Policy Dialogue between national and international stakeholders using recovery as a means to resilient development
- Resource commitments and development cooperation for recovery led disaster risk reduction
- Strategic linkages between disaster management and development agencies



Value Addition of a Well Thought Out DRF



To provide a sequenced, prioritized, programmatic action plan to guide recovery and reconstruction LEADING TO SUSTAINABLE RECOVERY AND RESILIENT DEVELOPMENT



DRF Process and Methodology

Disaster Recovery Framework Guide Development

Outline Development	Sustainable Stakeholder Engagement	Country Case Studies and Field Research	Develop Process Guide
<p>Desk-based review of best practices, recovery and country recovery experiences</p> <p>More than 30 disasters selected</p>	<p>Technical Working Group, International Advisory Group, Development Partners, Civil Society, Private Sector, other Partners</p>	<p>Best practices, lessons learned, new norms, compare country experiences, key elements of DRF around the world</p> <p>10 Case Studies</p>	<p>Step by step process guide for preparing DRFs and downstream capacity building program</p>

DRF Timeline

Completion of 10 Case Studies	June to October 2013
Completion of draft DRF Guide	December 2013
Consultations and Final Launch of DRF Guide	January to mid-2014



Long Term Impact: Institutionalization of DRF

- Build greater financial resilience and predictability within government to manage and respond to disasters
- Enhance national and international recovery preparedness and institutionalization
- Develop more conducive policy environment and policy standards for informing and guiding disaster recovery strategies
- Maintaining a strategic and institutional continuum between preparedness, recovery and prevention





THANK YOU



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