Post-Disaster Needs Assessment PDNA – an emerging tool for better recovery

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The increasing concern on properly assessing economic/human/social/environmental needs: the human faces of post-conflict and post disaster pose more than a methodological challenge

The PDNA

1. A process, a framework for coordination and cooperation and a tool for integrated post disaster assessment
2. ECLAC's experience: an analytical tool to determine damage and losses
3. A systemic, integrated approach that moves from early to longer term needs to recovery and reconstruction
4. An cooperative effort that encompasses the UN system's agencies knowledge and experience
5. The specific need of post disaster early recovery needs assessment. How response can lead to resilience and sustainability
6. A tool for increased capacity to respond at the country level:
   - *Government capacity building and strengthening pre-disaster recovery preparation*
   - *International donors, financial institutions and UN country team's pre-positioning to ensure prompt coordinated action*

Synergies are starting to happen

- **Collaboration in the field: REDLAC, UNETT**
- **Concrete examples of collaboration:**
  - ILO/FAO development of a livelihood assessment methodology that fits into a PDNA process
  - UN-HABITAT development of a rapid needs assessment
  - Try/rehearseal of developing methodologies in a specicif case: the Bolivia El Niño 2007 assessment
  - Synergy with IFIs (IDB in LAC, WB ongoing work and framework for WB/UN joint post-disaster assessment)

PDNA for Recovery (visit the google group)

This development of a PDNA is seen as a three-staged process:

- A stocktaking exercise (being completed at present)

- Analysis of the similarities, potential overlapping and gaps (as derived from stocktaking exercise)

- Proposal of guidelines and tools for their harmonization and application in a way that avoids duplication and proposes integrated assessment (to be completed by July 2007)

Advance on the PDNA process

- **Where are we now?**
  - **Advance in consultancies**
    - **Information management**
    - **Damage and loss assessment methodologies**
      - **Mapping of existing methods and tools**
      - **Converging efforts**
      - **A case story: the Bolivia assessment**
    - **Needs assessment methodologies**
      - **Mapping of existing methods and tools**
    - **Gender perspective in needs assessments**
      - **Mapping of existing methods and tools**

Why a Post-disaster recovery needs assessment process?

1. **Not a new methodology: building on existing tools and knowledge**
2. **Promote coherence, consistency and appropriate response that leads to recovery**
3. **Insert in a systemic risk management process as part of development agenda**
4. **Allow transition from emergency to recovery, recuperation and reconstruction**
5. **Similar in content to PCNA, to launch joint concerted assessment process**
6. *CAPACITY BUILDING: at the national level within governmental institutions and to the UN country team to enable pre-disaster response capabilities*
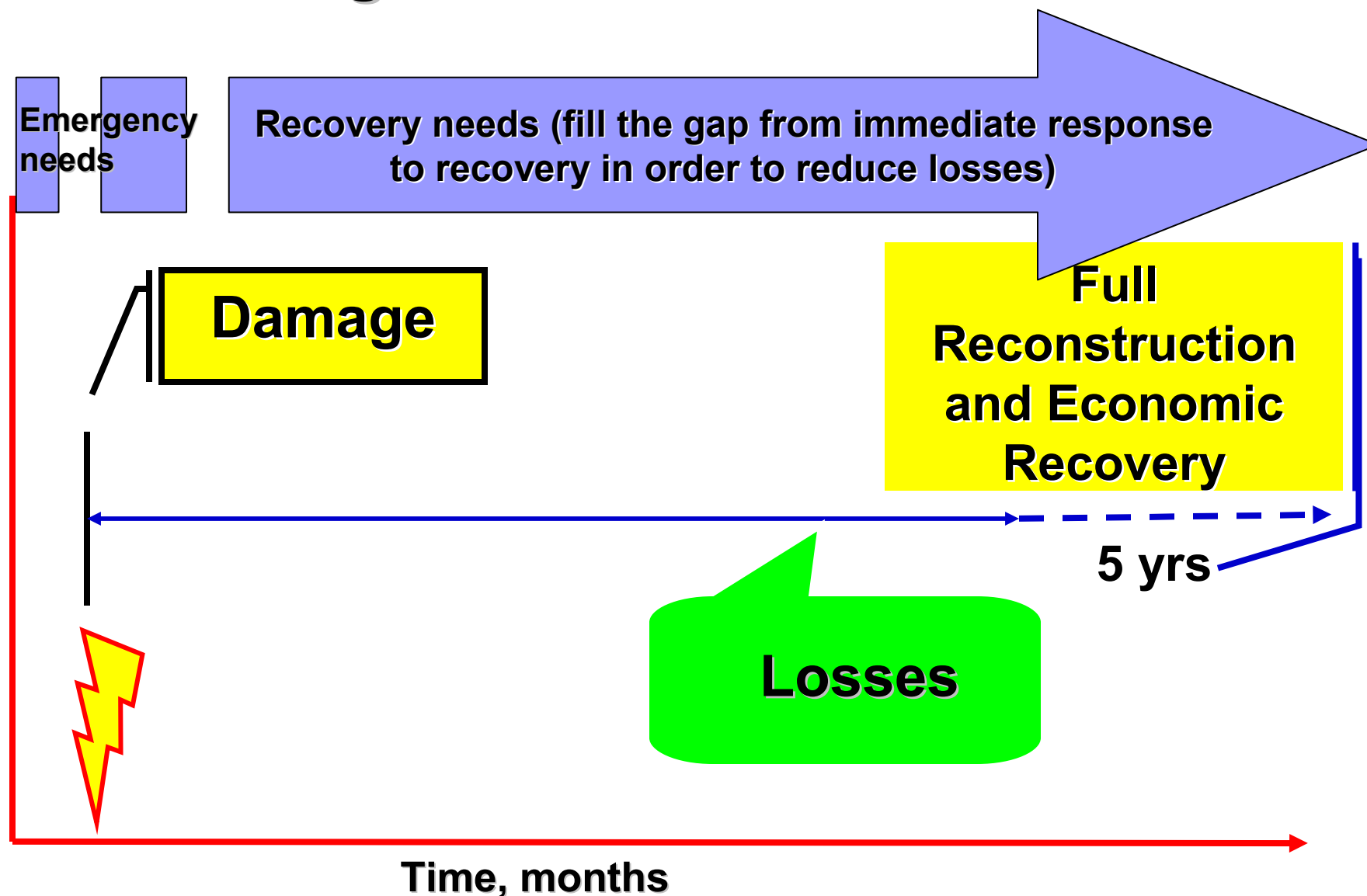
Why a Post-disaster recovery needs assessment process?

Objectives of the Early Recovery Needs Assessment

- **Identify priority programme interventions that facilitate early recovery and transition, with involvement of different stakeholders in a rapid, coordinated manner.**

- **Assess key vulnerabilities and identify how these will be strategically addressed over the short to medium post disaster.**

- **Identify and anticipate spontaneous early recovery efforts and devise strategies to accelerate and strengthen local capacities to support these.**

- **It is important to get as complete a picture as possible of the early recovery needs of the different socio-economic, gender, age and minority groups.**

- *Promote joint capacities and incorporate existing DANAs beyond the emergency through integrated approach and pre-response agreement on cooperation*

The Timing of Disaster Effects: a reminder

Emergency needs

Recovery needs (fill the gap from immediate response to recovery in order to reduce losses)

Damage

Full Reconstruction and Economic Recovery

5 yrs

Losses

Time, months

Sequencing, coordination of interventions

We are not there yet, how do we get there?

Plans and Programmes

Post Disaster Recovery

Reconstruction / Development

Emergency Response

Needs Assessment

RECONSTRUCTION – BACK TO DEVELOPMENT NEEDS

RECOVERY (FRAMEWORK) NEEDS

EARLY RECOVERY NEEDS

EMERGENCY NEEDS

Data

Before

Quick impact assessment (Flash appeal)

Local level Area based Community Driven

Recovery Framework (Donors Conference)

After

Reconstruction Strategy (IFIs working Group)

3-7 days

2 weeks

1 month

2-3 months

SECTOR BY SECTOR BUILDING BLOCKS AND CROSS CUTTING ISSUES
(sectoral and area approaches complement and feed on each other)

- **Social Sectors**
  - ☐ **Housing**
  - ☐ **Health**
  - ☐ **Education, culture, sports**

- **Infrastructure**
  - ☐ **Transport and communication**
  - ☐ **Energy**
  - ☐ **Water and sewerage**

- **Productive sectors**
  - ☐ **Goods: agriculture, industry**
  - ☐ **Services: commerce, tourism, etc.**

- **Global impact**
  - ☐ *Sustainability (effects on the environment)*
  - ☐ *Equity and rights (Gender perspective)*
  - ☐ *Livelihoods (Employment and social conditions)*
  - ☐ *Absorptive capacity (Macroeconomic conditions)*
  - ☐ *Governance (security and institutional capacities)*

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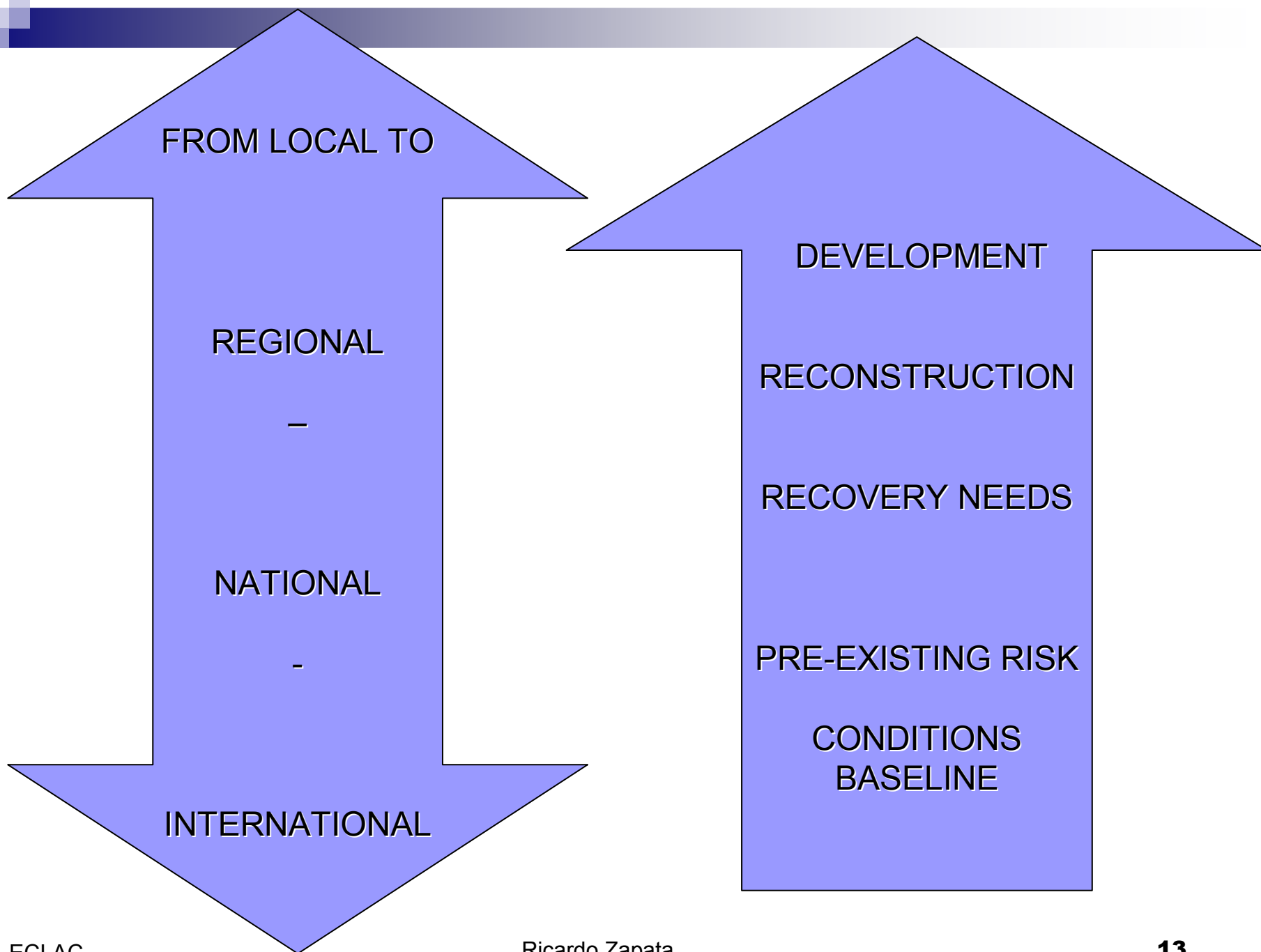# A "Cartesian perspective": the axis to put needs in perspective

EMERGENCY – RESPONSE – RECOVERY – REHABILIATION - RECONSTRUCTION

HORIZONTALLY: data collection, information management that leads to multi-tiered analysis from emergency through reconstruction

CROSS CUTTING,
INCLUSIVE OF SECTORS'S EXPERTISE AND INSTITUTIONS

FROM LOCAL TO

REGIONAL

–

NATIONAL

-

INTERNATIONAL

DEVELOPMENT

RECONSTRUCTION

RECOVERY NEEDS

PRE-EXISTING RISK

CONDITIONS
BASELINE

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	PRE-...	EMERGENCY AND HUMANITARIAN RESPONSE (immediate)	RECOVERY PHASE (immediate or early to short term)	RECONSTRUCTION (short to long term)	AGENDA
Base line data	Statistical offices, economic and social indicators	Disaster management agencies, OCHA, IFRC, local Red Cross/Crescent, NGOs, bilateral donors (OFDA, ECHO, etc.)		Economic, technical and sector capacities, financing needs and gaps	HDI, MDGs, Country's development strategy, CAS, etc.
Risk and vulnerability assessments	Meteorological and geographic hazard mapping (national, regional, international sources), GIS, remote sensing, statistical series, etc.	Existing response plans, resources, capacities, communities at risk, etc.	Hotspots, GRIP (as information provider)		
Disaster damage and losses data	Preparedness: prepositioned shelters, supplies, evacuation and response plans, etc.	Emergency relief information (affected population, mortality/morbidity, shelters, wat/san, nutrition, health, etc.)	PDNA	Financial ministries, international financial institutions, donors and NGOs (consultative groups, donor conferences, etc.)	Planning ministries, inline ministries, UNDP, IFIs, donors and NGOs
Needs assessment	Improved preparedness, early warning, organization and training, capacity building		Damage and loss assessment and damage and needs identified sectoral and at local level	Reconstruction needs based on dialogue /negotiation with affected community / population / geographical or political unit / countrywide	Improved resilience, risk reduction, transfer and inclusion of risk appropriation to development framework
Strategic planning recovery and reconstruction framework			Development of programmes, projects and actions	Implementation, monitoring, evaluation and re-assessment	

Pre-disaster: development phase IN COORDINATION WITH NATIONAL/LOCAL AUTHORITIES

1. Development reports –
Ongoing monitoring of development in countries which have/may confront disasters
Illustrative authorities, systems and tools: UN Millennium Development Indicators; UNDP Human Development Index; ECHO Vulnerability and Crisis Index
TIMEFRAME: ONGOING ACTIVITY

2. Research – **Identification of guiding authorities for post-disaster needs assessment (all phases)**
Illustrative authorities: Chambers and Conway "Sustainable Livelihoods: Practical Concepts for the 21st Century" ; Australian Standard AS/NZS 4360:2004 Risk Management.
TIMEFRAME: ONGOING ACTIVITY

3. Quality control – **Development and dissemination of standards for post-disaster needs assessment tools and systems**
Examples: agreed indicators; agreed timelines; agreed information flow; agreed terminology
TIMEFRAME: ONGOING ACTIVITY

4. Tool and system development / inventory – **Design, testing and inventory of systems and tools for steps 7 to19 across all clusters**
TIMEFRAME: ONGOING ACTIVITY

5. Base-line data pre-loading – **Identification of baseline data sources and pre-loading tools and systems**
Illustrative sources: UN Millennium Development Indicators; UNDP Human Development index; ECHO Vulnerability and Crisis Index
TIMEFRAME: ONGOING ACTIVITY

6. Training, exercises and awareness – **Design and conduct of programming for persons completing and receiving post-disaster needs assessments as well as appeal documents**
TIMEFRAME:ONGOING ACTIVITY

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Disaster: relief and response phase IN COORDINATION WITH NATIONAL/LOCAL AUTHORITIES

7. Alerting – **Production and dissemination of alerts regarding actual or possible humanitarian disasters (severity, exposure, vulnerability)**
Illustrative systems: Global Disaster Alert and Coordination System – Provides near real-time alerts about natural disasters around the world
HEWS – Provider of analysis of possible occurrence of disasters TIMEFRAME: FIRST 12 HOURS

8. Technical loss estimation – **Production and dissemination of technical estimates of hazard severity**
Illustrative authority: WAPMERR – Provides loss estimates for M6 earthquakes in populated areas
TIMEFRAME: FIRST HOURS

9. Information flow – **Facilitation of the flow of operational information**
Illustrative systems: OCHA-OSOCC; OCHA-ReliefWeb; GLIDE ; UNOSAT –Provider and coordinator of disaster satellite images and maps TIMEFRAME: FIRST 12 HOURS

10. Needs assessment – relief and response – **Analysis and recommendation of relevant counter measures** Illustrative tools: OCHA situation reports; SPHERE Humanitarian Charter and Minimum Standards TIMEFRAME: FIRST 24 HOURS

11. Relief and response planning – **Development of plans to implement relief and response counter measures** TIMEFRAME: FIRST 48 HOURS

Post-disaster: early recovery phase COORDINATION WITH NATIONAL/LOCAL AUTHORITIES

12. Needs assessment – early recovery – **Analysis and recommendation of relevant counter measures**
Illustrative authorities, systems and tools: Immediate Shelter Impact Assessment; Immediate Livelihood Impact Assessment; Methodology Rapid Assessment for Humanitarian Assistance

13. Early recovery planning – **Development of plans to implement early recovery counter measures**

14. Flash Appeal – **Production and issuance of a flash appeal**

15. Early recovery operations – **Implementation of early recovery plans based on the response to the flash appeal**
TIMEFRAME: 72 HOURS TO 2 WEEKS

Post-disaster: recovery phase (rehabilitation and reconstruction) IN COORDINATION WITH NATIONAL/LOCAL AUTHORITIES

16. Needs assessment – recovery – **Analysis and recommendation of counter measures to restore or improve pre-disaster development outcomes**
Illustrative tools: ECLAC Handbook for Estimating the Socio-Economic and Environmental Effects of Disasters; GTZ, UNDP, World Bank, UNDG Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations

17. Recovery planning – **Development of plans to implement recovery (rehabilitation and reconstruction) counter measures**
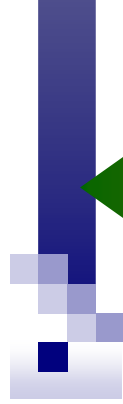
18. Donor Conference – **Conduct of a donor conference**

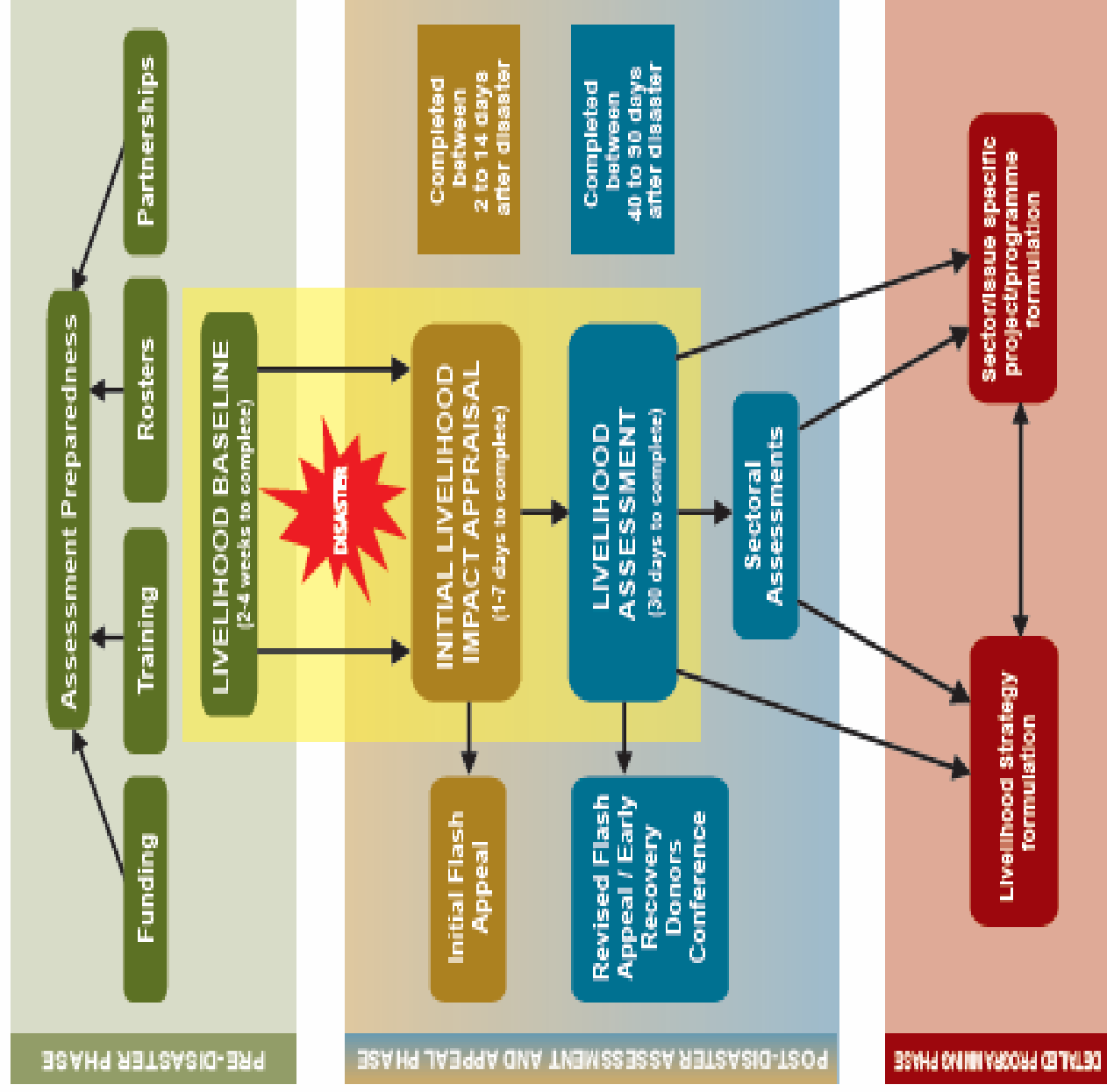### 19. Project Management– **Implementation and monitoring of recovery plans based on response to donor conference**
TIMEFRAME: 3 WEEKS ONWARDS

Repeat from Step 1

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ILO – FAO LIVELIHOOD ASSESSMENT SEQUENCE

PRE-DISASTER PHASE

- Assessment Preparedness
  - Partnerships
  - Rosters
  - Training
  - Funding

- LIVELIHOOD BASELINE (2-4 weeks to complete)

DISASTER

POST-DISASTER ASSESSMENT AND APPEAL PHASE

- Completed between 2 to 14 days after disaster
- Completed between 40 to 90 days after disaster

- INITIAL LIVELIHOOD IMPACT APPRAISAL (1-7 days to complete)
- LIVELIHOOD ASSESSMENT (30 days to complete)
- Sectoral Assessments

- Initial Flash Appeal
- Revised Flash Appeal / Early Recovery Donors Conference

DETAILED PROGRAMMING PHASE

- Sector/issue specific project/programme formulation
- Livelihood strategy formulation

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Restating the principles on which to build the process ("things" that matter)

- The **MULTI** layer approach: multisectoral multi-institutional, multi-hazards and multi-risk, multi-cultural

- The **GAP** to be addressed: an area of needs is not adequately identified (after the emergency, and as humanitarian needs are identified requirements must be met while the reconstruction process is under way)

- The **OVERLAP** to be avoided: proactive response after a disaster may lead to multiple, sometimes repetitive assessments by many actors (that must add together but should not repeat the process)

- The **SUBSIDIARITY PRINCIPLE**: UN (and other bilateral and NGOs) cooperation is to supply the affected with what they cannot provide by themselves: a demand driven process

- The **VISION and MISSION** to be shared: (an agreed conceptual framework): recovery as part of a process that moves forward (not back to) a sustainable development process that is defined by the affected

Issues crucial to PDNA

- **Common understanding**
- **Experience and knowledge share**
- **Technical considerations**
  - ☐ **Harmonization, transfer and access to information between methodologies and tools**
- **Organizational considerations**
  - ☐ **Coordination, avoid duplication and agreed response and preparation platforms**
  - ☐ **Sequencing of assessments (simultaneity and non-duplication)**
- **Trade-offs**
  - ☐ **Timeliness, accuracy and costs**
- **Training and research to advance**

What actions are needed?

- **Pre-planning coordination**

- **Respond in a coordinated way to government multiple / conflicting / overlapping requests**

- **The PDNA integrated proposal will**
  - ☐ **have to be ground tested and, on that basis,**
  - ☐ **generate a dissemination / training programme that goes**
    - ■ **to UN country teams in the filed and**
    - ■ **to governments' institutions that are in charge of**
      - ☐ **emergency management,**
      - ☐ **disaster assessment and disaster reduction**
      - ☐ **planning and policy formulation (including budgeting and financing)**

Some concrete proposals (so far)

- **Comparability of data requires pre-disaster training and capabilities generation (within UN and governments at ground level)**
- **Use of common data-gathering platform (standardization of information gathering)**
- **Mapping of several results to be obtained sequentially, under a common framework (based on ECLAC multisectoral, global approach)**
- **Ground-test partial methodologies in a coordinated "umbrella"**
- **Use of satellite imagery for assessment (if appropriate baseline pre disaster data is available)**

Coordination and training

- **"at the top" that allows (promotes) teamwork at the ground, field, level: UN country team to establish procedures that allow for cooperative, inclusive process that will be followed in post disaster process.**

- **Recognize and interact with national –governmental– capacities**

- **Recognize that the "ownership" of the recovery and reconstruction, i.e. the definition of the needs, is of the affected (community, local, national)**

- **Training –before the disaster– based on local capacities, on existing tools and methodologies.**

Where are we going to be in July?

- **First, a mapping of existing tools**
- **Secondly, an identification of ongoing methodological efforts**
- **Thirdly, advance in cross-cutting issues (gender, environment)**
- **Fourthly, concrete proposals for linkage and harmonisation of existing tools and methodolgies, through adaptation, coordination and addressing existing gaps**

An initial version of a PDNA consisting of:

- *operational integrated guide for the assessment process,*
- *Information management tool proposal, and*
- *highlighting next steps that can be ground tested*

Thank you!

http://groups.google.com/group/pdna-for-recovery