



Joint Declaration on Post-Crisis Assessments and Recovery Planning

The European Commission, the United Nations Development Group and the World Bank seek to mobilize our institutions and resources to harmonise and coordinate post-crisis response frameworks to enhance country resilience to crises, by answering recovery needs of vulnerable populations and strengthening the capacity of national institutions for effective prevention, response and recovery. We believe a common platform for partnership and action is central to the delivery of an effective and sustainable international response after disaster- and conflict-related crises. We are engaged in significant work to reform the processes used by national and international partners to assess, plan, and mobilize support for recovery to countries and populations affected by natural disasters or violent conflicts.

A Common Platform for Action

We recognize that early strategic dialogue and engagement is an essential foundation that can be built upon as crisis management and recovery efforts move from planning to implementation, and we decide to:

- Communicate strategically at both headquarters and field level as we monitor situations of fragility and conflict, and imminent or actual natural disasters, and identify opportunities for joint initiatives where our combined efforts may offer advantages;
- Participate in the relevant in-country planning processes and support the development and use of shared benchmarks/results frameworks and joint processes for monitoring and review;
- Support the development and use of the common methodologies for post-conflict needs assessments, and a common approach to post-disaster needs assessments and recovery planning;
- Invest in development of toolkits and staff training to deepen our collective and institutional capacity for these processes; and
- Monitor progress in the implementation of the common platform through a senior level meeting that would take place once a year.

The European Commission	The United Nations Development Group	The World Bank

ANNEX

Assessing Needs, Identifying Priorities, and Planning Recovery: Commonalities and Differences in Situations of Disaster and Conflict

After a natural disaster, the essential task is to assess the consequences of a specific event – the cyclone, the earthquake – and compare the pre-disaster situation with the post-disaster reality. The assessment process seeks to identify and capture the needs of the people, the damages to physical assets and infrastructure arising from this event, and the subsequent economic losses caused by the event, as well as identifying the social and community level dimensions and sectoral aspects of recovery needs. The scope and approach of the recovery program will depend not only on the quantified losses, damages, and needs, but on the resources mobilized and on the nationally-defined priorities of a recovery strategy that may include an explicit decision to “build back better”.

In contrast, in a situation of conflict and fragility, there is no single “event” to provide a dividing line for the kind of analysis done in a post-disaster assessment; there is no equivalent to using pre-hurricane data/forecasts and calculations of the physical impact of the storm to quantify damages and losses and then define, prioritize, and finance needs. Indeed, there is no standard “entry point” for recovery planning in these circumstances; the decision is unique to each conflict situation, based on criteria that may include transition events (peace accords or ceasefires), increasing momentum amongst international partners for engagement, a shared need for analysis, and national willingness to engage in a joint process.

Recovery planning in conflict-affected situations must build crucial linkages across political, security, and development actors and actions – and yet the broad range of concerns that emerge, especially when the conflict was prolonged, usually generates a long and un-prioritized list. To define the strategic needs for physical reconstruction and economic recovery, proposed actions are prioritized using criteria articulated in advance, centered on stabilizing the fragile peace and reducing the risk of renewed conflict. This strategic prioritization process is essential to provide a selective framework for priority action to which international partners and national authorities commit, and within which they align their programs and commit their funding.

Capacity is an important consideration in all recovery planning. Natural disasters are indiscriminate, striking strong states with robust capacity for response and reconstruction as well as states in fragile situations where saving lives and rebuilding will be a struggle; in contrast, situations of violent conflict and fragility are almost always characterized by low capacity, especially in state institutions. In both circumstances, assessing needs and planning recovery can help address capacity gaps: post-disaster assessment can be a direct catalyst for building national institutions and technical capacities for prevention, while post-conflict recovery planning can build bridges of shared understanding across conflict parties as a foundation for transforming institutions and enable institutions to increase their capacities to respond to the needs of the population.

Supporting an agreed common framework for recovery planning in situations of conflict and fragility

Effective recovery for countries emerging from prolonged fragility or conflict is dependent on actions not only of the national and local entities but also of donors and other key international actors such as UN and other agencies and peace-keeping missions who bring capacity and resources. A nationally-owned plan is needed to summarize the strategic priorities for recovery, but it is impractical to wait for a traditional government-implemented national plan such as a Poverty Reduction Strategy Paper. Recognizing the need for a nationally-led planning process that can deliver a joint national-international compact, and the limited capacities of national authorities in post-conflict settings, it is necessary for international actors to support national authorities in defining priorities. It is this articulation of shared responsibility which defines the framework within which international partners will align their assistance, and with which the government and its national and international partners will monitor the recovery process.

The Post Conflict Needs Assessment, or PCNA, maps the terrain of key needs in the country; cluster teams, comprised of national and international technical experts, conduct field and desk assessments, seeking to be comprehensive but recognizing that the reality of the post-conflict context is that data will be incomplete or rudimentary and access to stakeholders and communities may be challenged by logistics and security concerns. Using this information, the Transitional Results Framework, or TRF, is developed, with key milestones in the terrain mapped by the PCNA. Actions included in the TRF reflect strategic dimensions of peace building and conflict mitigation by referring to gender-, ethnic-, age-, or region-specific actions. Thus, the TRF lays out a selective group of priority actions and outcomes with their financial implications, and allows *national* and international stakeholders to align efforts to support a successful transition, minimize the risk of reversal into violent conflict, and take necessary early steps to support building an accountable, effective and responsive state.

Historically, needs assessments were most often linked to formal peace accords; but the 2007 revision to the PCNA-TRF methodology explicitly provides for a wider range of circumstances where recovery planning may be relevant, where: (i) there is a sudden breakthrough in a peace or political transition process, requiring a clear plan and budget to support the process; (ii) a peace or political transition process is at a stage where mediators believe it useful for parties to focus on practical transition planning; (iii) a later transition – for example, from a transitional to an elected government – requires a new process to confirm national priorities; (iv) a political, security, economic or social crisis requires a re-evaluation of priorities and recovery plans.

Transitional Results Frameworks are an integral part of the OECD-DAC ***Principles of Good International Engagement in Fragile States and Situations*** and the ***Paris Declaration on Harmonization***. The PCNA-TRF has been endorsed as the common entry point for post-conflict recovery planning by the UNDG-ECHA Working Group on Transitions (April 2007) and by the Heads of the Multilateral Development Banks (October 2007), *and was highlighted as the common platform by members of the OECD-DAC Expert Thematic Meeting on Integrated Planning in February 2008.*

Working towards a common framework for multi-stakeholder post-disaster needs assessment and recovery planning

Effective recovery and transition from relief to development in a post-disaster situation requires a nationally-led needs assessment and recovery planning process, often with international support, to determine damages, losses and recovery needs and, in many cases, the development of a recovery framework, through an inclusive and multi-stakeholder process, that would serve as a tool for planning, coordination and management of recovery efforts. Underpinning this is not only the need for effective recovery assessment and planning at the national level, but also the how-to of connecting national plans with effective means of delivering recovery programs at the local level.

The post-disaster environment has often been characterized by a broad range of stakeholders engaged in supporting recovery and the transition from relief to development. Their interventions have typically been guided by needs assessment and planning exercises undertaken by individual and/or groups of agencies in parallel. Such assessments have varied in scope and rigor and been undertaken at different times during the response phase. Initially needs assessment are carried out by humanitarian actors during the early days of the emergency phase. These variations in practice have led to conflicting understandings of recovery needs and opportunities, have challenged coordination and unnecessarily used resources, resulting in sub-optimal recovery response, including the rebuilding of risk, and the failure to support the achievement of longer-term development objectives.

For this reason, intensive work is underway to improve coordination amongst international and national actors involved in supporting disaster recovery planning and implementation across high-risk countries, the United Nations, International Financial Institutions and major donors, such as the European Union. Division of labor between stakeholders based on their comparative advantages in a given situation can further enhance the effectiveness of aid.

Discussions are anchored in a partnership between the United Nations Development Programme (UNDP), the World Bank, and the European Commission. It is conducted in close cooperation with a select group of high-risk countries, members of the Inter-Agency Standing Committee's (IASC) Global Cluster Working Group on Early Recovery (CWGER), the United Nations Development Group (UNDG), interested donors and in synergy with the work on improved humanitarian assessment methodologies that is taking place in the framework of the humanitarian reform.

A Guide to a Multi-Stakeholder Needs Assessment (PDNA) and Recovery Framework (RF) is under development to provide an action-oriented, easy-to-use reference for decision-makers to use in the early stages of disaster recovery planning. The Guide will be accompanied by protocols of cooperation for effective coordination between the United Nations, the World Bank and the European Commission in support of nationally-owned recovery needs assessment and planning processes. Engagement with high-risk countries in the development and application of the Guide and operating procedures ensures that this process corresponds to reality and meets needs as seen from a country perspective. It also serves to build national capacity in high risk countries before and after a disaster event in order to better manage recovery processes.

The Guide brings together the two main strands of recovery assessment, i.e. the determination of human recovery needs, and the valuation of damages and losses. It builds on experience with different tools and methodologies available for assessing the impact of disasters. These include sector-specific tools developed and used by UN sectoral or thematic lead agencies, EC-JRC, as well as the damage and loss assessment (DaLA) methodology developed by the United Nations Economic Commission for Latin America and the Caribbean (ECLAC), which is commonly used by the World Bank. The project supports the objectives of the International Recovery Platform (IRP) and, more broadly, the fulfillment of the Hyogo Framework for Action (HFA).