Programming the Layered Recovery-A Framework for Inclusive and Programmatic Prioritization of Recovery Needs and Investment Planning

Narayanan Edadan[1]

Abstract

Disaster recovery efforts are multifaceted with layered resources and institutions. This paper attempts to synthesize the lessons learned based on an in-depth review of a large number of post-disaster recovery projects to highlight the key challenges and drivers for the successful design and implementation of recovery. Effective and sustainable recovery investments warrant strategies for consensus building and coordination across various levels of governments, spatial and sectoral agencies, and formal and informal partner organizations engaged in recovery program management. A layered approach to disaster recovery management would be efficient to manage these multi-faceted layers of disaster recovery; designed and implemented around disaster needs assessments, residual needs analyses using aid tracking and other project management platforms, prioritization of multi-sectoral recovery needs, converting prioritized recovery needs into strategic investment plans including area-based recovery action plans, and implementation of recovery strategies structured around 'value for money', 'flexibility', 'incremental', 'inclusive', subsidiarity and consultative' principles.

Since the programmatic recovery approach entails functional layers with distinct methodological protocols, their functional integration must be monitored and verified by the disaster management lead agency to ensure that the system protocols and processes are not overloaded. A layered approach will provide modularity, flexibility, and robustness to the recovery implementation processes provided various layers are well defined, and recovery projects and activities are assigned across organizational layers under the oversight of national recovery steering committees for avoiding process overloads and strategic conflicts. The programmatic prioritization of recovery needs through inclusive

[1] **Narayanan Edadan,** Ph.D, Consultant, The World Bank

and participatory processes and converting the prioritized and sequenced needs into strategic investment plans based on effective management of institutional and resource layers are essential for the efficient and sustainable implementation of recovery programs. This paper attempts to articulate this recovery management approach based on the lessons learned from a large number of recovery projects.

Keywords: *Recovery Management, Layered Approach, Programmatic Approach, Prioritization, Strategic Investment Planning*

1. Introduction

Disaster recovery efforts are multifaceted with layered resources and institutions. Effective and sustainable recovery investments warrant strategies for consensus building and coordination across various levels of governments, spatial and sectoral agencies, and formal and informal partner organizations engaged in recovery program management. The lessons learned from a review of a large number of disaster recovery programs suggest that a layered approach to disaster recovery management would be efficient to manage these multi-faceted layers of disaster recovery designed and implemented around multi-sectoral needs assessments, prioritization of strategic investments and programmatic implementation of recovery strategies. This approach will provide modularity, flexibility, and robustness to the recovery implementation processes provided various layers are well-defined and recovery projects and activities are assigned across organizational layers involved in the program implementation under the oversight of the national recovery steering committee.

The layered recovery assessments should culminate into multi-sectoral state/local strategic recovery investment plans based on a programmatic and inclusive prioritization of recovery needs. This paper provides the principles and an analytical framework for prioritizing recovery needs and investment planning based on inclusive and programmatic approaches. The lead recovery agency can break down the recovery prioritized typologies of recovery needs/interventions into operational projects and activities and investment plans and manage their vertical and horizontal consultation and coordination. Since the programmatic recovery approach entails functional layers with distinct methodological protocols for coordinating various layers, the disaster recovery agency should ensure that the system protocols and processes are

not overloaded. This paper examines the institutional and strategic requirements for successfully implementing sustainable recovery plans.

2. Methodology and Scope

This paper is based on an in-depth desk review of a large number of disaster recovery programs funded by the World Bank and recovery assessments done by multi-lateral institutions and practitioners. This is supplemented by the lessons learned by the author while working on various typologies of disaster management projects in Asia and Africa regions. The paper is organized into three parts. Part one summarizes the major lessons learned from the desk review and identifies key conceptual and operational challenges and project drivers for the successful management of recovery projects. The second part discusses the institutional layers involved in recovery management and identifies the strengths, weaknesses, and opportunities of existing and emerging institutional arrangements for effective recovery implementation and monitoring. Based on these assessments, the paper presents an operational and integrated recovery investment planning framework based on the multi-sectoral and multi-agency-based inclusive recovery prioritization model for prioritizing and structuring recovery needs into viable projects and activities and converting them into area-based strategic investment plans. It emphasizes balancing the multi-sectoral programmatic framework, sector-based recovery sub-projects and action planning processes for achieving cohesive and sustainable recovery outcomes. It is important to state at the outset that this paper is not an academic paper but a practice note to disaster recovery management practitioners, and the observations and recommendations made in this paper is mainly based on the lessons learned from the review of a large number of recovery projects as well as from the practice insights.

3. Key Lessons Learned

For practical reasons, many recovery projects implemented by governments and partner organizations take sectoral and project management approaches. However, at the conceptual level, disaster recovery frameworks stress a programmatic recovery approach. Programmatic recovery strategies may be similar to project management approaches but with a few key differences. The main difference is that recovery program management is done in complex and uncertain environments with inadequate and

layered resources to meet a large number of recovery needs. The urgency to get the disaster-affected families back to homes and restore their livelihoods; to address the political aspirations to create visible recovery impacts on the ground within the immediate term to enable inclusive participation of disaster-affected communities and to foster sustainable partnerships with various government and non-government agencies within the transient and layered institutional structure with transparency and accountability are often challenging.

Some of the strategic and operational challenges experienced across most post-disaster recovery programs are succinctly summarized as follows:- recovery needs are not properly identified through a comprehensive and inclusive needs assessment process, recovery programming is ad-hoc and is not informed by spatial needs, recovery strategies do not take into account vulnerabilities and cultural considerations adequately, recovery is not supported by adequate financial resources, disaster aid is typically provided for immediate humanitarian relief with few resources provided for longer-term recovery needs, recovery favors rebuilding infrastructure over socio-economic and household recovery needs, and recovery efforts often fail to encourage local participation and ownership (UNDP, 2016).

A global review of the recovery projects suggests the following key strategic requirements for successful recovery management (WORLD BANK 2020):

- The resilience and recovery processes are successful and sustainable if they are based on a long-term transformational development approach that links humanitarian support to long-term development processes.
- The recovery strategy should support a strong partnership between donors, UN agencies, and local partners to address the root causes of the high vulnerability to climate change to build resilience and provide a pathway for strengthening adaptive management, learning, and innovative risk financing.
- The recovery process shall be established on information sharing and participatory systems that allows communities to identify innovative solutions for mitigating disaster risks.
- The recovery management approach that relies on resilience building and recovery management practices using innovative risk financing options is required for agile and flexible programming of recovery to respond to environmental changes.

- The recovery strategy based on inclusive prioritization of recovery needs and strategic investment plans integrating various resource layers is more efficient and sustainable.
- The recovery strategy based on multi-sectoral needs assessments with state-of-the-art data analytics makes the recovery programming processes more efficient.
- Social mobilization of vulnerable people, prioritizing their multi-sectoral needs through participatory processes, grievance redressal, and onsite support, is very important to address the collective vulnerability.
- For the sustainability of recovery projects establishing integrated local area-based recovery plans and investment coordination within a decentralized framework are critical.
- Effective institutionalization of recovery requires a legal and policy framework as well as a lead recovery agency to manage various layers of institutions and resources.
- For enabling governments to face recovery challenges it is necessary to establish protocols, minimum standards, procedures, and operational methodologies to ensure that multi-sectoral recovery planning processes are efficient, and include an exit strategy for a seamless transition from recovery to development.

Post-disaster recovery efforts often face challenges when they occur in parallel to electoral processes and changes in government administration and it is critical to sensitize the political dispensations to minimize the risk of politicization of recovery management (UNDP, 2020). While rapid recovery project preparation is important in emergencies, more important is to build community resilience in the nexus environments. The prolonged project implementation is of great concern where the collective fragility overlain by disaster makes it doubly important for the project to deliver on the coping mechanisms. It is also observed that the application of design approaches such as multi-sectoral programmatic approaches; incremental result-oriented and flexible approaches, innovative risk financing, and strategy to address security vulnerability require more attention from recovery planners and government agencies for promoting resilient recovery.

4. Managing the Institutional Layers of Recovery

The institutional arrangement for recovery is reflected in the designated functional

assignments within the government to oversee, manage, coordinate and implement the recovery and reconstruction phase (UNDP, 2016).These functions are codified by law. It is however worth noting that governance structures vary across phases in a disaster (Tierney K, 2012), thus, recovery can have a separate institutional arrangement for disaster risk reduction, as compared to distinct institutional dispensations to address recovery planning. While smaller disasters might not change the pre-existing government structure, a low frequency large-scale disaster may challenge the existing government framework of policies and legal arrangements (Srivastava N and Shah R, 2015). How the government machinery is established to respond, recover, and rebuild from a disaster - and the capacity and resources these structures have - play a critical role in whether recovery and reconstruction will succeed or fail. Globally, post-disaster recovery experience reveals a range of institutional arrangements. The government may choose a lead agency after having necessary consultations with key stakeholders and future implementers of programs both within and outside the government (GFDRR, 2015).

Some of the institutional arrangements for recovery management range from the dedicated project implementation unit (PIU) established within the Ministry of Finance or other dedicated Line Ministries, dedicated national or state disaster recovery agencies known commonly as the Hybrid Model, and the emerging Modified Hybrid Model which is based on a partnership between national or state recovery agency and UN agencies such as the UNOPS. The selection of an appropriate implementation arrangement shall also be informed by the institutional layers, their policies, and administrative mandates within the country for undertaking disaster recovery activities under the prevailing disaster management policies, legislative acts, ordinances, and other legal statutes of the government. The nature and local impacts of disasters will determine the structure and form of the lead recovery agency, whether it could be a state-level agency as in the case of Gujarat State Disaster Management Authority in India, a national reconstruction agency as in the case of the National Reconstruction Authority in Nepal, and a national disaster management authority as in the case of National Disaster Management Authority in India and Federal Emergency Management Agency in the USA.

A review of the implementation arrangements suggests that there is an increasing trend to establish dedicated quasi-government recovery agencies. In countries with federal governance structures, the National Disaster Management Authority/ State

Disaster Management Authorities established within the legislative framework of a National Disaster Management Policy/Act address both recovery and resilience building tasks, although, in practice, they are found to be inadequately empowered to design and implement sustainable resilience and other disaster risk mitigation activities. Since a large part of ex-ante disaster risk management activities are built into the functional domains and hierarchies of Line Ministries and Quasi Government Agencies, funding and functional coordination between the layers of institutions responsible for resilience building is often very challenging. For addressing security risk and capacity challenges experienced in conflict environments, particularly in the FCV and DRM nexus environments, a Modified Hybrid Model based on the UN-National/ State Recovery Agency partnership is found to be useful.

To appreciate the challenges and drivers for successful management of recovery programs, a detailed assessment of the institutional layers involved in the recovery programming exercises, such as needs assessments, prioritization of recovery needs, structuring recovery sub-programs into projects and sub-projects, converting the prioritized recovery projects into strategic investment plans and preparation of local area based recovery action plans was conducted. A SWOT analysis of the Hybrid Model and Modified Hybrid Model of institutional arrangement was done to know the strengths, weaknesses, and opportunities for scaling up these models. Some of the key lessons learned from the review of these dedicated agencies are briefly summarized below:

5. National/ State Recovery Agency (Hybrid Model)

Strengths

- Dedicated permanent or temporary organization at the National or State levels draws support from the Offices of the Prime Minister/State Chief Minister.
- Derives its institutional strength from the Disaster Management Policy/Act and other legislative statutes.
- Can leverage its institutional status to coordinate with line departments and partner organizations to fund programs/sub-projects more effectively.
- With appropriate policy guidelines and legislative framework, the recovery agency could streamline the recovery to development transition as part of its exit strategy.

Weaknesses

- It takes significant time to establish a dedicated recovery agency soon after the disaster and to obtain the legal and administrative mandates to operationalize its activities, particularly setting up oversight committees, procurement, and contract management systems, and hence may have to depend on partner organizations to address early recovery activities, which could lead to fragmented early recovery programs.
- Due to its quasi-government structure, the Agency is susceptible to the politicization of disaster management processes.
- In many cases, financial resources are passed through the Ministry of Finance and it significantly affects the timing and level of funding.
- The agency is not institutionally structured to address meaningful resilience and risk mitigation activities.

Opportunities

- Formulation of a National Disaster Policy or Legislated Act which specifies the roles and responsibilities of various institutional and resource management layers will enable the establishment of a disaster-specific recovery agency faster.
- The recovery agency with the necessary legislative support will be effective to manage the various recovery layers as well as effect sustainable horizontal coordination of recovery activities.
- An Area-Based Recovery Program Approach will enable effective decentralization of recovery implementation efforts and enhance local and political ownership.

6. Modified Hybrid Model (PIU+UNOPS+UN Agencies)

Strengths

- Due to the security challenges experienced in conflict situations, UNOPS has been increasingly roped in as the technical arm of the PIU to manage the recovery in the Zimbabwe Idai Recovery Project.
- UNOPS aims to provide capacity support out of their regional offices by deploying teams of experts. It manages the engagements and contracts of UN Agencies, INGOs, NGOs, and Private Sector Agencies. Responsibilities of the UNOPS include overall

coordination of project activities and the work plans, consolidated progress and financial reporting, coordination of M&E, and monitoring the project compliances by all partner agencies as per the project operations guidelines

- The PIU will be able to kick start the program soon after the disaster using established protocols of UNOPS.
- The program can be implemented and monitored faster using the internal processes of the UN Agencies, particularly in FCV- DRM environments.
- The Agency can establish effective community participation by leveraging existing community engagement platforms established by the UN agencies.

Weaknesses

- Aligning the project guidelines of the funding agency with the established UNOPS protocols is time-consuming and could lead to compliance issues.
- Since UN agencies contracted by UNOPS follow their internal procedures, it is not easy to agree on common operational procedures to implement the project, particularly during the early recovery phase.
- Based on the existing footprints and strengths each agency could become a Supra Implementing Partner which at times affects coordination and accountability, challenging the functionality and sustainability of collective recovery outcomes.

Opportunities

- The implementation arrangements between the PIU+UNOPS and UN agencies can get tedious because of the overlapping mandates and coordination issues.
- Application of objective and score-based prioritization of multi-sectoral recovery needs with inclusive partnerships will provide the much-required institutional confidence to funding agencies to co-finance recovery projects. This will ensure that projects and recovery activities are cohesive and sustainable.
- Scaling-up of the project activities is possible when partner agencies and local community-based organizations establish win-win partnerships.

7. Monitoring Recovery Outcomes:

At the programmatic level, a good M&E system influences sector assistance strategy formulation-improves project design-incorporates views of stakeholders-encourages

the sustainability of project benefits and enables outcome-based midterm review of recovery implementation performance (GFDRR, 2015). Operationally, the 10 steps M&E framework proposed by Jody Zall Kusek & Ray C. Rist (2004) can be successfully applied to disaster recovery programs to create effective recovery results monitoring and evaluation systems. A significant issue often experienced in practice is the high variance between the planned and actual targets observed across recovery projects. While higher actual targets of the project development objective (PDO) indicators can be attributed to the project implementation success, a close examination of some of these numbers may show this may not be the case in all projects, in many instances, the completed standalone projects are not functional and sustainable. Due to these inconsistencies, high variations between planned and actual targets need to trigger 'mandatory self- evaluation' of the project and how to interpret such results.

Theoretically, output (sectoral) indicators are expected to be consumed in the project outcomes for determining project impacts in terms of sustainable socio-economic changes achieved by the project. Since outcomes reflect long-term impacts, the project implementation success and shortcomings are measured by output indicators used for determining the level of targets achieved. A review of some of the project implementation reports indicates that conversion of output indicators into composite outcomes is challenging and in many cases, outcome indicators are not successfully estimated. In a nexus situation, a partnership between World Bank Group, UN, and non-UN agencies and convergences of definitions and determination of “collective outcomes” are critical particularly in the Modified Hybrid Project Implementation Model, wherein UN agencies may focus on their internal policies and procedures rather than the integrity of collective project outcomes to determine project performance.

The pronounced significance given to sectoral outputs/ targets in project monitoring and reporting overlooking their functionality and sustainability is an important issue often observed across a large number of recovery programs. Although issues such as functionality and sustainability of project outputs are often discussed in the project documents, due to the layered organizational and resource management characteristics of some of the project outcomes, they are seldom examined adequately, although, they are important information required for implementing the project exit strategy. It is observed that in a multi-sectoral programmatic recovery project, fixing range-bound targets with lower and upper limits is more effective for enabling flexibility in project implementation. Due to the emergency environment of the recovery projects, the

baseline data are not estimated and therefore the results frameworks are calibrated based on absolute numbers. To capture meaningful project outcomes, it is recommended to identify variables/indicators which explain significant variations in the proposed outcomes/impacts and apply them in the results framework and if necessary apply "control group" analysis.

8. Programming the Layered Recovery

Since recovery project management organizations and resources are highly layered; the application of program assignment models, processes, and operational protocols across various institutional layers is critical to productively designing and implementing recovery strategies and action plans. Contrary to a project-based sectoral approach, the multi-sectoral programmatic approach allows effective prioritization and sequencing of the recovery interventions and investments, contributing to sustainable institutional responses. Allowing the progressive allocations and transfer of resources across different components and recovery layers and combining them under verifiable strategic investment plans can help the project deliver better results. Flexibility and modularity in resource allocation are keys to programming a layered recovery approach. The operational component of this process is schematically presented in Figure 1.

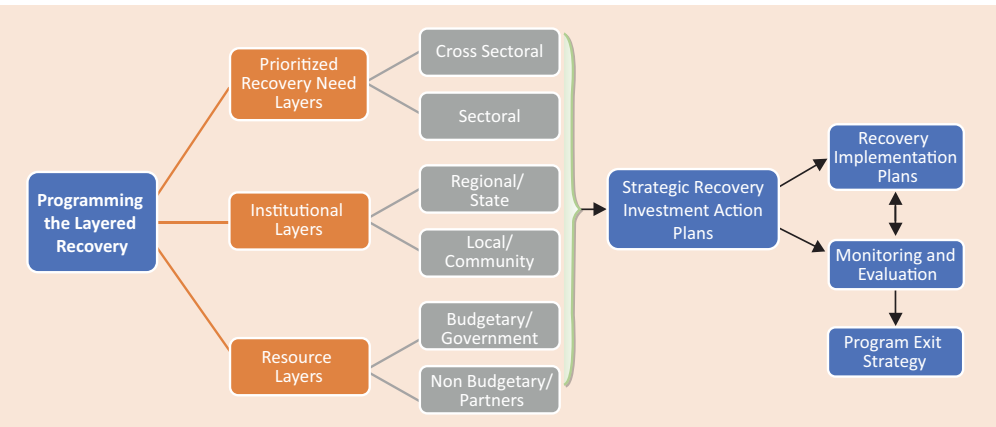

Figure 1: Programming the Recovery Layers

Institutional Management: While designing a multi-sectoral recovery program, institutional challenges arising from the compression of activities in time and space;

speed and deliberation; balancing the creation of new agencies and leveraging the existing ones; coordinating the funding mechanisms; addressing displacements and supporting livelihoods of the vulnerable people; vitalizing the sluggish vertically organized and hierarchical government structure, and to respond to sectoral coordination and inter-agency coordination and information sharing require special attention. The politics of disaster management further complicates recovery implementation complexities. From the political perspective, disaster management strategies are aimed to control political risks (Arjen Boin, 2008). The political economy issues, therefore, become very critical when the political existence of the governments is challenged by the politicization of disaster events in the country, particularly when the country moves from emergency response through the recovery phase, which greatly influences the fragility and vulnerability conditions unless robust safeguards are front-loaded in the implementation process.

Inclusive Participation: Visible and effective community participation with inclusive strategies to partner with community-based organizations should be a critical part of the recovery project strategic framework. Implementation of a decentralized and consultative approach to prioritize needs and sequence recovery investments would ensure community ownership in the recovery processes and enhance the sense of ownership among the layered organizations. Since the recovery project management process entails partnerships with development partners with different emergency perspectives and timelines to enter and exit the recovery program, designing and implementing a flexible, but structured, program focusing more on collective outcomes and range-bound targets without compromising on the critical recovery principles is critical, but this is also challenging.

Sustainable Partnership: An important area in which some disaster recovery programs have experienced challenges during the implementation processes is for building robust and sustainable partnerships between governments, civil society organizations, and the private sector. Although some of the recovery programs have been successful in establishing effective government and community partnerships during the project implementation periods, in general, there seems little institutional aptitude within the government bureaucracy to formalize community engagements during the whole period of program implementation. Support to governments to align non-governmental efforts with government recovery objectives for sustainable

recovery outcomes is essential and design considerations such as avoiding unrealistic expectations, maintaining simplicity while implementing and monitoring project outcomes, keeping procurement and disbursement procedures relevant to post-disaster context; and supporting priority areas based on recovery needs (Alcira Kreimer, et al,1998)) are critical.

Structured and Sequenced Recovery Strategy: In general, recovery projects are designed to respond to post-disaster needs assessed during the post-disaster need assessment exercises. These included post-disaster rehabilitation and reconstruction of damaged physical and economic assets, restoration of livelihoods, rebuilding community infrastructure, peace-building, and social cohesion and disaster risk management, social and economic issues emerging from the FCV and DRM nexus environments, economic recovery, local capacity building, etc. Many of these elements are of equal importance when formulating proposals for recovery investment planning and all of them have distinct institutional and resource layers to manage.

The recovery project management challenges such as too many needs and too few resources with layered sources across various recovery actors, expectations of disaster-affected communities to deliver recovery assistance within the shortest time possible, and meeting the high expectations of the political dispensations, particularly when the post-disaster recovery and political election cycles are coinciding, etc., can be addressed only through a decentralized and inclusive process of prioritization of recovery needs and calibrated sequencing of recovery investments. Although the process of investment prioritization and sequencing of project activities are common across conventional project management, they are applied with different principles in recovery management. While financing efficiency is the key principle in the conventional project management process, 'equity', 'inclusiveness', and 'participatory' principles are significant in the prioritization of multi-sectoral recovery needs and investment sequencing processes.

Multi-Sectoral Needs Based Prioritization Process: An important lesson learned from the review of various recovery programs across different disaster typologies is that the inter-sectoral prioritization and sequencing processes applied in most recovery programs are largely driven by the sectoral agencies and they failed to decentralize the prioritization process for developing inclusive strategic investment plans and flexible annual work plans. It is observed that for inclusive and sustainable recovery outcomes,

prioritization of recovery needs and investments should be built around an inclusive and objective analytical framework structured around key verifiable indicators that reflect disaster intensities, project development objectives (PDOs), and expected collective recovery outcomes. The prioritized interventions shall be structured into cohesive projects while preparing recovery investment plans in DRM and FCV environments. The programmatic, inclusive, and indicator-based analytical prioritization model implemented in the Multi Crisis Recovery Project (MCRP) in Nigeria, Zimbabwe Idai Recovery Project, and Somalia Crisis Recovery Project in the Africa region provides an analytical framework to develop priority typologies of recovery needs which could be structured into implementable and cohesive projects and sub-projects.

Since most recovery interventions identified during needs assessment exercises are often lumpy, for developing actionable recovery work plans, the prioritized interventions should be broken down into projects and sub-projects for assigning them to the layered institutions, particularly for funding ex-ante disaster risks and resilience-building action plans. The prioritization committees established at the national and state levels shall guide these processes through the effective participation of partner agencies and local civil society organizations. Rationalization and re-prioritization of recovery needs and interventions are necessary for identifying and implementing cohesive recovery projects. This could be done using a four-way matrix analysis to structure prioritized sector interventions based on key strategic questions: a) Where - identify locations of the identified projects; b) Whom - identify project targets/ beneficiaries; c) Who - identify project implementing agency; and d) When -identify the timeline for sequencing/phasing the recovery plan using appropriate filters (Edadan N and Parvez A, 2022).

Converting Prioritized Recovery Needs into Strategic Investment Plans: An important outcome of the multi-sectoral needs-based prioritization model is to develop typologies of prioritized recovery needs for strategic investment plans (SIP). A decentralized recovery investment planning process shall enhance the appreciation among the funding institutions that prioritized needs are done objectively and the strategic investment plans are viable and realistic. For these reasons, the SIP preparatory process shall entail robust consultation with all recovery stakeholders including the functional linkages between projects and sub-projects. The inclusive prioritization model and

strategic investment planning processes being implemented in the MCRP, SCRP, and ZIRP recovery projects provide operational templates for dovetailing budgetary and non-budgetary financing mechanisms for realizing a predictable funding strategy and achieving satisfactory recovery outcomes.

9. Conclusion

The main objective of this paper is to identify the key drivers and challenges while implementing layered post-disaster recovery programs based on detailed review of recovery projects and practice insights. It is learned that effective and sustainable recovery program implementation warrants a multi-layered and multi-sectoral programmatic approach, which entails both prioritizations of multi-sectoral recovery needs based on decentralized, inclusive, and participatory frameworks, and converting the prioritized needs into strategic recovery investments plans, both at state and local levels, preferably through a decentralized local area based recovery planning framework. Application of verifiable indicator-based prioritization of multi-sectoral recovery needs with disaster intensity and security risk filters for structuring and sequencing strategic recovery investment plans will not only enhance the acceptability of the recovery programming process among the various layers of institutions and funding partners but also minimizes the project risks entailed in the politicization of the recovery resource management.

Due to the layered structure of the institutions and resources involved in the recovery programs, a multi-layered programmatic management approach should be applied to recovery planning and implementation processes with adequate safeguards for seamless integration and coordination between various program layers. The paper attempts to decipher the various cross-sectoral and sectoral layers of recovery needs involved in the prioritization process as well as the preparation of strategic investment plans, program implementation, and monitoring of collective recovery outcomes. Although, a layered recovery approach will ensure simplicity, modularity, flexibility, robustness, and replicability of the processes while programming a multi-sectoral recovery program, it is critical that the process does not suffer from process and decision overloads which could lead to decision and funding overlaps and uncertainties. This risk could be addressed only if the recovery programming exercises are managed by a

lead recovery agency with built-in horizontal program coordination structures guided by the disaster management policy within an enabling disaster management legislative framework.

The paper summarizes the lessons learned from the various institutional and operational layers of recovery program implementation structures including how to build meaningful implementation and monitoring systems that could support program effectiveness and sustainability with feedback for reprioritizing recovery investment plans. An obvious limitation found across a large number of recovery programs is the absence of an explicit and workable exit strategy to ensure that the program achieves the planned collective recovery outcomes, controls time and cost overruns, and the recovery processes enable a seamless transition from recovery to development.

Institutionalization of the best practices developed and implemented during the recovery program within a recovery and development transition framework is critical to ensure that the recovery investments are sustainable post the program completion. An important aspect of this sustainable recovery to development transition process is the calibrated transfer of assets reconstructed and rehabilitated during the recovery program to local communities and departments and agencies. It is also important to structure disaster management mechanisms with ex-ante and ex-post disaster management financing frameworks. More attention should be paid to these aspects to ensure that the assets restored during the recovery remain functional and sustainable post the implementation of the recovery programs, more so in FCV environments, with adequate budgetary allocations and decentralization of functional and financial powers.

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