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“Building Capacity for Post-Disaster Recovery”

Burkina Faso, Cabo Verde, Niger
(2014 – 2016)

Annual Progress Report
March 2015 - March 2016

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Background

Failure to recover adequately from shocks can contribute to disasters becoming endemic, resulting in widespread losses, derailing development gains, exacerbating existing vulnerabilities and social inequity across communities. However, capacities of countries across the world to manage recovery processes still linger behind, including on the African continent. While progress has been made in the area of Disaster Risk Reduction (DRR), the focus still remains mostly on emergency response. Post-disaster interventions are often ad-hoc, short-term and uncoordinated, favouring reconstruction of infrastructure over social and household recovery needs. Institutional, policy and financial mechanisms do not create the enabling environment needed to support inclusive, effective, transparent recovery processes.

While disasters cause a serious setback to development, experience shows that they can also provide an opportunity for change by addressing underlying vulnerabilities and risk factors through effective recovery processes and thus contribute to disaster resilience and sustainable development. In order to ensure efficient and effective recovery processes, it is critical that recovery institutions have strong management capacities and enabling policies are in place.

UNDP has been supporting countries in building recovery management capacities and appropriate recovery institutions and policies in post-disaster contexts for over a decade. Increasingly, UNDP is putting greater emphasis on the need to create such capacities ex ante so that a country is better prepared to manage recovery should a disaster actually happens.

Against this background, UNDP has been implementing a global initiative – the **“Post-Disaster Needs Assessment (PDNA) Roll-Out”** (2013 – 2016) – to establish capacities for conducting comprehensive post-disaster needs assessments as per the PDNA¹ methodology and for developing recovery strategies on the basis of the results of the assessment. The initiative, conducted in close collaboration with the UN system, the European Union (EU) and the World Bank (WB) - has been benefiting selected governments at national and local level as well regional inter-governmental organizations across regions.

The Government of Luxembourg is contributing to expand the scope of the PDNA Roll-Out by placing specific emphasis on reinforcing recovery preparedness and management capacities in three selected disaster-prone countries from the Sahel - namely Burkina Faso, Cabo Verde and Niger.

The Luxemburg contribution has also been instrumental in catalyzing additional resources (USD 2 million from the Government of Japan) for the implementation of a comprehensive support package to reinforce recovery management capacities in five selected African countries - including those already targeted by this project. In view of the additional funds received, the UNDP Country Offices of Burkina Faso, Cabo Verde and Niger have then worked to reconcile the activities financed by both donors in a single framework in a way that has guaranteed coherence to the initiative, joint efforts and that has expanded its coverage (both geographical and substantive) in each country.

¹ Under the framework of the Joint Declaration on Post-Crisis Assessment and Recovery Planning¹ signed in 2008 by the World Bank (WB), the United Nations Development Group (UNDG) and the European Union (EU), the WB/GFDRR and UNDP have jointly developed a common “Post-Disaster Needs Assessment (PDNA)” methodology and related sectorial guides.

Project Objectives

The **key outcome of this project** is that selected disaster prone countries will have developed and established policies, institutional frameworks and mechanisms to manage disaster recovery processes.

The specific objectives of this project are the following:

- Build national and local capacity in the use of the PDNA methodology;
- Institutionalize the PDNA methodology;
- Enhance “recovery preparedness” – i.e. build Governments’ capacity to manage recovery processes, including planning, implementation, and the integration of risk reduction concerns in recovery (“Build Back Better”) through the revision and strengthening of the institutional, policy and financial frameworks and mechanisms for disaster recovery.

In order to achieve the above, the project also foresees the support to the development of training packages on PDNA and Preparedness for Recovery as it related to their use in the project countries.

Implementation Arrangements

At country level, the project implementation is under the responsibility of respective UNDP Country Offices (COs) and is undertaken in close collaboration with governmental counterparts (Disaster Risk Management authorities, being the lead focal points).

The Regional Service Centre for Africa (RSC- Dakar Liaison Office) is in charge of overall project coordination and provision of technical support to the targeted countries. The UNDP Climate Change and Disaster Risk Reduction Team (CDT) at HQ level provides strategic guidance to ensure consistency of the initiative with UNDP’s global approach to preparedness for recovery.

The project duration is two years (2014-2016) with a total budget of EURO 750,000 – equal to USD 886,077.21 as the total amount received by March 2016.

Progress to Date

Global Component

The PDNA methodological guidelines² jointly developed by the UN System, the WB and the EU, were officially launched at the second World Reconstruction Conference (Washington DC, 10 -12 September 2014), co-organized by UNDP, the WB and the EU. Based on these guidelines, the PDNA training package has been developed by the partners (UN System, WB and EU) and its final version approved in March 2015. The package has been translated in Spanish, Portuguese and French.

In addition, the UNDP Climate Change and Disaster Risk Reduction Team also revised the existing training package for “Preparedness for Recovery (Pre-DRP)”, in line with the PDNA training package. Its first version has been pilot-tested in trainings conducted in two of the targeted countries, namely Niger and Cabo Verde (for more information, refer to the country section below).

² The guidelines comprise two volumes: Volume A (procedures) and Volume B (19 technical guidelines for sectorial assessments).

In order to ensure more effective and efficient implementation, the UNDP Climate Change and Disaster Risk Reduction Team has intensified guidance and technical support to the project countries. This has comprised: i) the recruitment of additional dedicated human resources - including a project coordinator and a project assistant to provide technical and operational assistance to the countries; and ii) direct provision of targeted assistance - including trainings and guidelines, additional consulting services, and country missions as necessary.



As part of the additional assistance provided to the countries offices, a technical meeting was held in the Dakar RSC (Senegal) between 16 and 19 February 2016 in order to harmonise the understanding of recovery and preparedness for recovery across project countries; address implementation challenges; promote cross-country fertilization through exchange of experiences, lessons learnt and best practices and take stock of progress accomplished so far and provide suggestions for solving implementation challenges. The meeting gathered all projects focal points from UNDP COs involved in the project, UNDP Regional Service Centre and the UNDP Climate and Disaster Risk Reduction Team (HQ).

Country Component

Following completion of the project inception phase in 2014 and the official adoption of biannual work-plans in the three target countries in early 2015, the implementation of activities started at a sustained pace and made good progress in the reporting period (March 2015 - March 2016).

Burkina Faso

The project steering committee was formed early 2015 and its first meeting took place in April 2015. The Committee, which is led by a technical board overseeing project implementation gathers over 35 participants from key lines ministries and institutions, such as the “Conseil National de Secours d’Urgence et de Réhabilitation” (CONASUR), the Ministry of Foreign Affairs, the National Council for Food Security, Civil Society and UNDP.

The project team has been gradually set up with the recruitment of a Resilience Advisor in May 2015, a national analyst, a national consultant and two United Nations Volunteers based in the two targeted regions.

DRR and Recovery capacity assessment exercise

In partnership with CADRI (Capacity for Disaster Reduction Initiative), Burkina Faso has completed a DRR and recovery capacity assessment exercise in the first three months of 2015. On this basis, a [2016-2020 Action Plan](#) has been prepared to reinforce capacities in risk reduction and preparedness for response and officially endorsed by the Council of Ministers in April 2015. A number of activities aiming to strengthen capacities in disaster recovery management and in line with the project have been included in the Action Plan. These include the drafting of a national framework for recovery, the development of sectoral plans for recovery, awareness raising on the importance of preparedness for recovery, and PDNA trainings.

PDNA trainings

A four-day PDNA training at national level was undertaken from 3 to 6 November 2015 in Ouagadougou, targeting 45 technical staff from line ministries, key institutions and UN agencies. Moreover, two four-day PDNA trainings were organized in December, in the two target regions of the project (Sahel and North- cities of Ouahigouya and Dori). These regional trainings benefited 90 regional technical staff and public representatives such as Regional Directors, mayors, agricultural specialists, social protection experts, Regional Disaster Management authorities, and civil society actors and contributed to improving the general understanding of key PDNA concepts and process.



PDNA training in Ouahigouya, December 2015.

Looking ahead: 2016 expected key results



- 1 National Recovery Framework
- 1 Lessons learned study on recovery
- 1 Study on community recovery practices
 - 1 Community Fund for Recovery
 - 1 DRR Plan for Ouagadougou

Cabo Verde

Trainings and conduct of Post-Disaster Needs Assessment (PDNA)

Following the eruption of volcano “Pico do Fogo” – between November 2014 and February 2015, the Government of Cabo Verde officially requested support from the international community to conduct a Post-Disaster Needs Assessment (PDNA). In such circumstances, the support provided through the PDNA capacity-building component of this project has been all the more timely and relevant.

In preparation to the actual conduct of the PDNA, a training targeting national and local authorities was undertaken from 13 to 16 April 2015. It gathered 31 participants from government institutions at national level - technical staff from line ministries, agencies and institutes covering sectors including infrastructure, agriculture, health, land planning, education and emergency response. Representatives from local government institutions (technical staff of 3 Municipalities from Fogo

Island) participated as well. The training was delivered in Portuguese, on the island of Fogo itself, which enabled participants to apply directly the knowledge acquired to the real-case- including through field visits and surveys with communities and relevant local stakeholders. Follow the [link](#) to access the PDNA training report.

The PDNA was conducted at the end April 2015 (data collection from 16 to 19 April) under the leadership of the Government of Cabo Verde with technical support of experts from the UN, World Bank and European Union. The assessment estimated the recovery needs at USD 30.2 million.

The PDNA report, including recommendations to guide the recovery process, was completed in July 2015 and officially approved by the Government in September 2015. The report is published in both [English](#) and [Portuguese](#).



Participants to the PDNA training on a field visit to the affected municipality of Chã das Caldeiras.



The volcano Pico do Fogo and destroyed land after the eruption.

Under the leadership of the Fogo Reconstruction Cabinet, and with UNDP support, the Government is currently planning long-term interventions to address the needs identified in the PDNA. To finance these interventions, the Government created an ad-hoc Fogo Reconstruction Fund, financed through tax revenues (0.5 % VAT increase), earmarked allocations from state budget, and grants. With UNDP support, the Government also organized a donor conference at the end of 2015, which led to donor pledging over 4.5 million Euros (excluding in-kind donations) to support the recovery process in Fogo.

To further reinforce capacities in PDNA methodology and enhance understanding of preparedness for recovery, a series of three different trainings was also conducted between October and November 2015 targeting local and national government representatives from all nine islands. A total of 74 civil servants from 22 municipalities were trained on PDNA and concepts of preparedness for recovery. In addition, 20 national civil servants, who had already been trained on PDNA, received additional training on preparedness for recovery. Click on the link to access [training report](#).

Following the trainings and the Fogo PDNA exercise, a roster of PDNA expert comprising civil servants from local authorities and civil society actors was created to facilitate sourcing of recovery specialists in case of future disaster event.

Urban risk assessment

Acknowledging that a correct understanding of risks and vulnerabilities is essential to foster risk-informed development and urban resilience and enhance preparedness to response and recovery, local and national authorities have started to undertake pilot Detailed Urban Risk Assessments

(DURA) in three selected municipalities (Praia, Mosteiros in Fogo, Ribera Brava in Sao Nicolau). To strengthen capacities in that field, UNDP facilitated a training workshop on DURA in February 2016 and supported the elaboration of a detailed implementation plan and ToRs. The completion of the three DURA is expected to take nine months. UNDP will provide overall technical guidance throughout the process, which will be led directly by local authorities with support from the Institute of Landuse Planning, the University of Cabo Verde and the Civil Protection. The Urban Risk Assessments will be instrumental to support local authorities in considering risk management solutions based on cost-benefit analysis and integrate DRR and recovery considerations into local planning processes.

Looking ahead: 2016 expected key results



Niger

Awareness-raising and training on DRR, PDNA and recovery planning

Four two-day regional trainings on DRR, PDNA and key concepts of preparedness for recovery were delivered targeting technical experts from the regional and sub-regional committees of the *Dispositif National de Prévention et de Gestion des Catastrophes et des Crises Alimentaires*³ and other technical decentralized entities between September 2015 and January 2016 - Tillabery (17-18 September), Maradi (1-2 October), Zinder (19-20 October) and Agadez (30-31 January 2016). Overall, 234 technical experts from local authorities (régions, Départements and commune-levels) have been trained.

A four-day combined national PDNA and Pre-Disaster training was undertaken from 7 to 10 December gathering 60 participants including government representatives, members from selected NGOs, academia and United Nations Country Team. The workshop was jointly facilitated by UNDP, FAO and ILO experts, placing a particular focus on sectors generally most affected by disasters and thus of higher interest to the Government, namely housing, health, livelihoods and agriculture. Building on the momentum created by the training and to further strengthen the knowledge acquired

³ Since its creation in 1998, the *Dispositif* has become the central body for dealing with disasters in general, and food insecurity in particular. In 2012, its mandate was extended from food security to disaster prevention and management for all natural hazards. At the regional and sub-regional levels, it is represented by deconcentrated structures (Regional Committees and Sub-regional Committees).

in the training, UNDP Niger will organized a needs assessment exercise in drought affected areas in the early 2016.

Strengthening disaster data collection and analysis mechanisms

In 2015, UNDP supported the Government of Niger to strengthen its capacity in risk and vulnerability analysis to inform mitigation activities and preparedness to response and recovery. Eleven Vulnerability Monitoring Observatories (OSV) were created and/or revitalised and 24 Community Structures of Early Warning and Responses to Emergencies (SCAPRU), grouping 220 villages were set up in the three target regions, Tillaberi, Maradi and Zinder and Agadez.⁴ Regional and Sub-regional committees for Disaster and Food Crisis Prevention and management rely importantly on these local structures for hazard and vulnerability data collection, monitoring and analysis.

In addition, a risk/vulnerability data collection and transmission system was developed in four pilot municipalities using a satellite connected to 40 configured smartphones (Open data kit or Data winner system technology- similar to the technology used in another WMO project implemented in Tillaberi). This is aimed at reinforcing flood local risk monitoring and early warning systems. Twenty local representatives part of the OSV/SCAPRU have been trained in Tillaberi region to collect disaster risk/ vulnerability data using standardized forms and transmit this data via smartphones to decentralized structures of the *Dispositif National de Prévention et de Gestion des Catastrophes et Crises Alimentaires*. In particular, 100 rain gauges were procured through the project and enable local stakeholders to monitor flood risk and transmit rainfall data via smartphone to the Dispositif.

Seven OSVs and four SCAPRUs recently set up are now fully functional and meet on a monthly basis to collect and analyze quantitative and qualitative data on the status of vulnerability in their respective areas and report to sub-regional committers and at central level, using standardized forms and procedures. In the second year of the project, it is expected to extend support to 11 OSV and 22 SCAPRU; the totality of existing structures in the four regions will then be fully operational.

Finally, a baseline study on livelihoods and employment is currently being conducted in targeted localities. This study will contribute to enhance the knowledge of risk and vulnerabilities faced by communities and improve understanding of spontaneous recovery pathways. Information gathered will constitute the baseline information required to guide the design of sustainable and resilient livelihoods recovery interventions.



Participatory vulnerability analysis - Dioga village, Tillabery region.

Flood and drought risk mapping

In line with the previous activities, a participatory vulnerability analysis process was started in four localities and, as a result, three vulnerability maps and associated assessments are currently under development. A GIS expert has been contracted to produce detailed drought and flood

⁴ In Tillaberi region, the project supported the creation of 4 OSVs and 8 SCAPRUs (communes of Simri, Tondikiwindi, Torodi, Namaro). In Maradi region, the project supported the creation of 3 OSVs and 8 SCAPRU (communes of Mayahi, Guidan Amoumoune and Djirataoua). In Zinder region, the project supported the creation of 2 OSV and 4 SCAPRU (communes of Gafati and Kolleram).

vulnerability/risk maps of these areas, using satellite imagery and integrating results from the participatory mapping exercise. The end products will be available by the end of Q1 2016 and, the risk information thereby obtained will be used to develop community-based DRR and pre-disaster recovery plans and also integrated into existing land-use plans, local development plans.

Looking ahead: 2016 expected key results



Overall assessment of the implementation

The commencement of the project has suffered some delays mostly due to the finalisation of the PDNA training package, the negotiation of the country work-plans with the respective Governments and external events – such as a natural disaster in Cabo Verde and repeated political instability in Burkina Faso. Specifically:

- The final review and approval from all partners on the PDNA training package was only completed in March 2015, due to the complexity of multi-partner coordination and consensus-building. While this greatly benefited the substantive quality of the material and fostered a high level of ownership from all partners, the delays in the finalization of the PDNA package at global level translated in a late start of capacity building workshops at country level, all of which had to be pushed back to 2015, after subsequent translation of the package into French and Portuguese;
- The notion of “preparedness for recovery” is relatively recent and Governments - including those in the project countries – are not yet familiar with this process and what it entails. Therefore, the UNDP Country Offices had initially to engage with their Government counterparts to enhance their understanding of this notion, to jointly identify how it could be applied to local context and what additional gaps the project could address to better support the strengthening of recovery capacities. As a consequence, reaching an agreement with national Governments on project activities and implementation modalities has required prolonged consultations and took more time than planned. On a positive note, such process has ensured full understanding and ownership of the project by national counterparts.
- Burkina Faso: The project implementation has suffered of the political instability over the past year caused by civil unrest in October 2014 when the President sought to extend his term through a constitutional change and by a coup in September 2015 when, a little over one

month before planned presidential elections, the presidential guards (RSP) allies of former President turned down the acting President. The fragile political situation that has characterized the past year in Burkina Faso resulted in a high turnover of governmental counterparts and hampered the capacity of the Government to assume full leadership in project planning and implementation. However, as the situation has stabilized, the newly elected Government clearly stated its interest and engagement in continuing the project. Concurrently, UNDP has reinforced the project team with additional technical capacity to ensure more sustained support, committing to the achievements of key results in 2016.

- Cabo Verde: the volcanic eruption between November 2014 and February 2015 required the Government's full engagement in the management of the crisis. Consequently, the UNDP Country Office had to re-align the timeline and schedule of the activities of the project in order to best support the Government in facing this crisis and best respond to identified needs in terms of capacity-building and recovery planning support. However, the eruption had also a positive return by providing the opportunity of a "learning by doing approach" in the application of the PDNA methodology to a real case and raising awareness on the importance of being better prepared for recovery.

In view of the above, measures were taken to address these challenges. As previously mentioned in this report, technical support has been enhanced through the recruitment of a dedicated project coordinator based in the UNDP RSC in Dakar (this person extends support to the other additional two countries purely financed by Japan and therefore the costs is shared across the two funds). Additionally, the UNDP Climate Change and Disaster Risk Reduction HQ team has also intensified its guidance and technical assistance through the production of targeted implementation guidelines and punctual country missions. Technical experts are also under recruitment in all three countries to provide specific support to selected activities. The regional workshop held in Dakar in February, which brought together all the Country Offices involved in the initiative, has also helped increase the confidence of the UNDP staff in guiding the implementation of the project and provided additional knowledge and understanding on UNDP's approach to preparedness for recovery.

These measures are contributing to reinforce the project implementation capacity, which is in turn resulting in tangible progress of the project. As a matter of fact, while there certainly remains implementation challenges at country level, the project has however generally overcome the initial implementation constraints and, since the second quarter of 2015, it is sustaining its pace in line with the planned timeline.

Financial Status Update

The project agreement between the Government of Luxembourg and UNDP was signed in February 2014 for a total of Euros 750,000 to be released in three equal installments. The first installment was received by UNDP Headquarters (HQ) in New York at the end of March 2014 and the third final one in March 2016 for a total amount of USD 886,077.21.

The following is a provisional summary of the financial implementation status of the project - covering the implementation period March 2015 to March 2016. The country allocations have been issued against approved Results and Resource Frameworks and considered as fully committed.

OVERALL BUDGET				
Description				Amount (USD)
Total Project Budget for 2014-2016 (as per March 2014 UN exchange rate)				1,017,490
Actual Total Project Budget 2014-2016 (considering UN exchange rate fluctuation)				886,077
BUDGET BREAKDOWN				
Description	Total Project Budget 2014-2016	Actual Total Budget 2014-2016	Expenditures and Commitments (March 2015 – March 2016)	Total Balance
Global	175,925	165,963	127,779	37,983
Burkina Faso	250,000	240,038	81,289	158,748
Cabo Verde	250,000	240,038	72,790	167,248
Niger	250,000	240,038	95,555	144,482
TOTAL	1,017,490	886,077	377,614	508,463

Note:

GMS: GMS in the value of 7% are included in the above budget calculation.

ANNEX I - Country Context

Burkina Faso

Burkina Faso, located in the Sahel region, is regularly affected by different drought, floods, and epidemics with a growing impact overtime. The 2009 floods, for example, affected 11 out of 13 regions and approximately 120,000 people. The total value of damage was assessed at 102 million USD while reconstruction needs totalled 120 million USD.⁵ In 2012, over 2.8 million Burkinabes were affected by the drought.⁶ As a consequence, a large part of the population regularly faces food insecurity and malnutrition, with 1.7 million people suffering from food insecurity in 2013.⁷



The Government has significantly engaged in disaster risk management and in reinforcing preparedness for response. The creation of the “Conseil National de Secours d’Urgence et de Réhabilitation” (CONASUR) in 2004 has been a first concrete step in establishing an institutional system. In recent years, policy framework has also made good progress with the development of a national contingency plan, two regional contingency plans and a National DRR Strategy along with a national disaster bill and a five-year plan of action. However, the focus has remained mostly on the response and the recovery dimension has not been sufficiently included in the institutional and policy frameworks developed so far.

Cabo Verde

The archipelago of Cabo Verde is prone to many extreme weather events and natural hazards, such as tropical storms, flooding, and volcanic eruptions. The flooding of low-lying catchments results in the degradation of ecosystems and has adverse impacts on water supply and food security. Tropical rainstorms generate intense flash floods, which in turn cause soil erosion. Several islands - such as Maio, Boavista and Sal - are also subject to coastal erosion due to their low elevation and impending sea-level rise, which may also have adverse impacts on the tourism industry and livelihoods within the communities on these islands.



The National Civil Protection and Fire Fighting Service (SNPCB) was established in 1999 under the Ministry of Interior and is designated as the national disaster risk management coordinator with the responsibilities to coordinate and promote activities related to disaster management. While the SNPCB remains an important actor, the Ministry of Environment, Habitation and Land Planning (MAHOT) has also increasingly engaged in reinforcing its capacities in DRR and both institutions have been collaborating with UNDP over the past 5 years. As for the case of the other countries part of the project, the Government of Cabo Verde has nonetheless paid minor attention to recovery as an area where capacity building was needed. The recent eruption of the Volcano Pico do Fogo in the island of Fogo has been an example of the need to reinforce such capacities and, such event has had the positive benefit of increasing the Government’s interest and engagement in the current project.

⁵ Source: *Post Disaster Needs Assessment*, 2010.

⁶ WFP and Government assessment, 2013.

⁷ CAP 2013.

Niger

As most countries in the Sahel, Niger faces recurring droughts and floods, insect infestations and epidemics. While drought affects the greatest number of people in the country, floods have become an increasing risk in Niger due to changes in rain patterns and a sharp increase in the number of people living in flood-prone areas.



In the context of prevalent poverty, food insecurity and frequent disasters, disaster risk management (DRM) and emergency preparedness have emerged as priorities for the government of Niger. This has reflected in the creation of the *Dispositif National de Prévention et de Gestion des Catastrophes et des Crises Alimentaires*⁸ in 1998 and in a gradual shift of the mandate and outlook of this institution from pure response to risk reduction, including an initial inclusion of DRR elements in national policies and strategies. UNDP has played an important role in supporting the Dispositif in strengthening its capacities DRR – particularly in risk analysis and early warning, in reinforcing regional and sub-regional committees for disaster management and in supporting the development regional multi-risk contingency plans. However, although the *Dispositif* has recovery management in as part of its mandate, the capacities in this area remains extremely weak, as it is also noted in the [DRR capacity assessment](#) conducted between 2013 and 2014 with support from CADRI (Capacity for Disaster Reduction Initiative).

⁸ Since its creation in 1998, the *Dispositif* has become the central body for dealing with disasters in general, and food insecurity in particular. In 2012, its mandate was extended from food security to disaster prevention and management for all natural hazards. At the regional and sub-regional level, it is represented by deconcentrated structures (Regional Committees and Sub-regional Committees).