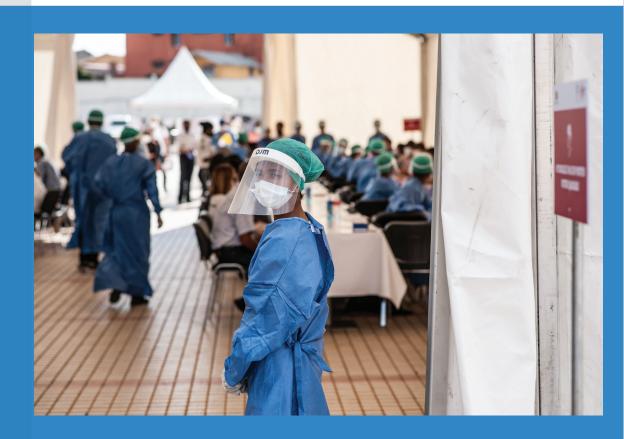


# COVID-19 Pandemic Recovery

Applying IRP Disaster Recovery Tools and Guidelines to Pandemic Recovery



IRP was established following the Second UN World Conference on Disaster Reduction in Kobe, Hyogo, Japan, in 2005 to support the implementation of the Hyogo Framework for Action (HFA) by addressing the gaps and constraints experienced in the context of post-disaster recovery. After a decade of functioning as an international source of knowledge on good recovery practice, IRP has been focusing on a more specialized role as an "international mechanism for sharing experience and lessons associated with build-back-better". In the context of Priority Four of the Sendai Framework for Disaster Risk Reduction 2015-2030, IRP seeks to strengthen its global position as a recognized provider of information, including lessons and best practices in the field of build-back-better in recovery, rehabilitation, and reconstruction. Its vision, mission and goals reflect this specific focus.

Disclaimer: The findings, interpretations, and conclusions expressed in this document do not necessarily reflect the views of IRP members, observers, partners, and governments. The information and advice contained in this publication is provided as general guidance only. Every effort has been made to ensure the accuracy of the information. This Compendium may be freely quoted but acknowledgement of source is requested.

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INTERNATIONAL RECOVERY PLATFORM

## COVID-19 Pandemic Recovery

## Applying IRP Disaster Recovery Tools and Guidelines to Pandemic Recovery

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#### Introduction

The world is in the midst of grappling with a global health crisis due to the COVID-19 pandemic. At the time of this publication (mid-April 2020), the pandemic has caused more than 4.5 million confirmed infections and more than 300,000 people have lost their lives. In response, countries and communities everywhere have mobilized to protect their citizens, particularly those who may be vulnerable to the infection. We remain in a protracted fight to stem the tide of the pandemic.

There is undoubtedly a long road ahead. While communities everywhere are at different stages with this struggle, one thing is true for all of them – they will eventually succeed against this pandemic. When they do, as with any other disaster, it will be time to recover.

This toolkit is a compendium of existing guidelines and tools to support countries and communities to recover when they are ready. It supports recovering communities to "build back better" – build more resilient health systems, economies, and more just societies. Building back better in the recovery from this global pandemic is absolutely necessary to build more resilient societies from health disasters including pandemic and epidemic.

This Compendium of Tools and Guidelines consists of the following four categories.

I. Health Sector Recovery II. Private Sector and Livelihood Recovery III. Inclusive Recovery IV. Disaster Recovery Governance

The Sendai Framework for Disaster Risk Reduction 2015-2030 includes biological hazards such as pandemics and epidemics and is the only globally agreed roadmap for reducing risk. It builds on the International Health Regulations (IHR) and recognizes that biological risk is a growing and present danger.

Recovery must seek to build the resilience of public and private systems, and planning must start now. The challenges presented by this disaster will form the basis for new plans and designs to ensure public and private systems are made resilient in the face of future hazards. This is an opportunity to build resilience into COVID-19 recovery plans. National and local governments must factor in biological hazards and risks in their national and local disaster risk reduction strategies (Sendai Framework Target (e)).

This toolkit was produced by the International Recovery Platform (IRP), a global partnership working to strengthen knowledge, and share experiences and lessons on building back better in recovery, rehabilitation, and reconstruction. IRP is a joint initiative of United Nations organizations, international financial institutions, national and local governments, and non-governmental organizations engaged in disaster recovery, and seeking to transform disasters into opportunities for sustainable development.

## I. Health Sector Recovery

The Covid-19 pandemic crisis has strained well-developed and less-developed health systems alike throughout the world, reaching beyond the sheer numbers of cases, challenging provision and of utilization of health care services. The pandemic has overwhelmed some health systems, impacted the health workforce, and disrupted the provision of care for other health conditions. When the pandemic subsides, recovery from this crisis will need to focus immediate planning and resources on restoring the capacities of health systems to deliver essential health services and toward building back better with greater resilience in the health system to future outbreaks. The Covid-19 pandemic crisis has been unprecedented in many ways but the experiences, lessons, and guidance developed from past health emergencies can help to support countries and communities as they plan for a resilient recovery. The following publications are a short list of tools and guidelines built on experiences and lessons learned from previous disasters, and which can be applied to the challenges ahead. Publications are listed under each topic in order of publication, with the most recent publications listed first.

#### Health Systems Recovery

1. Guidance Note on Recovery: Health (Supplementary Edition: International Recovery Platform, 2017)<sup>1</sup> https://bit.ly/2Vgk43L



The International Recovery Platform Guidance Note for Post-Disaster Health Sector Recovery is intended to provide action-oriented guidance to local and central government health sector officials who face post-disaster challenges related to health sector recovery. The discussions and case studies contained herein portray an expanded and oftentimes fresh perspective on many new and emerging issues, best practices, and lessons learned. These experiences, information, technologies, and tools that have been captured since the original 2010 launch of the health-focused recovery guidance note are

significant, providing the reader with an up-to-date picture of health sector recovery inclusive of the economic, social, cultural, environmental, technological, and other challenges and constraints. Because community health needs are rarely afforded ample consideration in the recovery and redevelopment visioning process, an acute need to expand awareness and inform recovery stakeholders persists.

This Guidance Note seeks to support recovery planners in their efforts to more effectively manage recovery planning, decision-making, and resource allocation with an informed perspective that focuses on building back better.

<sup>&</sup>lt;sup>1</sup> This Guidance Note supplements the original Guidance Note on Recovery – Health, published in 2010. The 2017 update gives an expanded and fresh perspective on many of the issues found in the original, and several new and emerging issues. The 2010 Guidance Note can be found on the IRP website: https://bit.ly/35tS2GD

2. Guidance Note for Post-Disaster Health Sector Recovery (World Bank/Global Facility for Disaster Reduction and Recovery, 2017) https://bit.ly/2UWDH1M



This Guidance Note for Post- Disaster Health Sector Recovery is intended to provide action-oriented guidance to local and central government health sector officials who face post-disaster challenges related to health sector recovery. It lays out the policy, planning, financial, and implementation decisions and activities that go into developing and putting into effect a Health Sector Recovery Plan. Additionally, common pitfalls are outlined as well as ways to overcome them.

While recovery is not a linear process, the Note is structured around three phases:

- Immediate, or initial recovery efforts as the sector transitions from response to recovery.
- Short-term, or recovery planning and initial implementation.
- Medium-term reconstruction efforts.

3. Twinning Partnerships for Improvement (TPI) – Recovery Partnership Preparation Recovery partnership preparation package: Building capacity to reactivate safe essential health services and sustain health service resilience (World Health Organization, 2016)

https://bit.ly/39T2aJK



In the aftermath of an emergency, the recovery partnership preparation package supports the establishment and implementation of institutional health partnerships, or 'twinning partnerships'. These partnerships focus on shared learning and improvement in the services that are being delivered. The Twinning Partnerships for Improvement (TPI) approach supports capacity-building, the re-establishment of safe essential health services and encourages joint long-term efforts on service delivery strengthening. These partnerships act as a catalyst for

change at the frontline in the wider effort towards achieving quality

universal health coverage.

4. Recovery Toolkit – Supporting Countries to Achieve Health Sector Resilience (World Health Organization, 2015) https://bit.ly/3egBgiz



The recovery toolkit is a **library of guidance resources for health systems recovery** in a single place which can be quickly and easily accessed, to guide action.

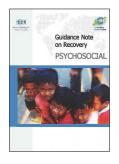
A key purpose of the Recovery Toolkit is to support countries in the reactivation of health services which may have suffered as a result of a health emergency. These services include ongoing programmes such as immunization and vaccinations, maternal and child health services, and noncommunicable diseases. But in addition, and because the

Toolkit contains core information needed to achieve functioning national health systems, it also supports countries to implement their national health plans during the recovery phase of a public health emergency.

#### **Psychosocial Recovery**

5. Guidance Note on Recovery: Psychosocial (International Recovery Platform, 2010)

https://bit.ly/3ear6Qm



The impacts of health emergencies and disasters reach beyond substantial physical and fiscal losses, causing significant and persistent mental health impacts across communities. The Guidance Notes on Recovery offer **a case-based approach to identify common challenges in psychosocial dimensions of recovery, and to offer a range of solutions and lessons learned from recovery experiences.** These experiences and lessons learned are classified into four major issues: (i) who may need psychosocial programming; (i) assessment; (iii) symptoms; (iv) psychosocial programming; (v) key psychosocial issues

in recovery; and (vi) role of the media. The document is intended for use by policymakers, planners, and implementers of local, regional and national government bodies interested or engaged in facilitating a more responsive, sustainable, and risk reducing recovery process.

6. Building Back Better – Sustainable Mental Health Care After Emergencies (World Health Organization, 2013) https://bit.ly/39ZCivU



Emergencies, in spite of their tragic nature and adverse effects on mental health, are unparalleled opportunities to build better mental health systems for all people in need. This WHO publication shows how better mental health systems were built in 10 diverse emergencyaffected areas.

This is important because mental health is crucial to the overall wellbeing, functioning, and resilience of individuals, societies, and countries recovering from emergencies.

## II. Private Sector and Livelihood Recovery

The Covid-19 pandemic has had catastrophic impacts on the global economy and the global workforce beyond the hundreds of thousands who have fallen ill from the virus. The Covid-19 outbreak was preceded by global unemployment of more than 190 million people. The ILO estimates further losses of working hours equivalent to 200 million full-time workers in the second quarter of 2020 alone, as more than 80% of the world's workforce living in areas in which workplaces have been already fully or partially closed. The IMF assesses that the cumulative effects of the pandemic will lead to the worst economic crisis since the 1930s, and will threaten to undermine hard-fought gains in sustainable development across the world. Recovery will be a daunting task, but it is achievable. The world has a wealth of experience and knowledge in economic recovery in the aftermath of disasters. The following publications are a short list of tools

and guidelines built on experiences and lessons learned from previous disasters, and which can be applied to the challenges ahead.

#### Private Sector and Livelihoods Recovery

7. Private Sector Participation in Disaster Recovery and Mitigation (World Bank/Global Facility for Disaster Reduction and Recovery, 2020) https://bit.ly/2JQr8yW



This Guidance Note aims to provide action-oriented guidance to local and national government officials, key decision-makers and other stakeholders on ways to encourage, enable and facilitate successful private sector participation in post-disaster recovery.

Regarding private sector participation in disaster recovery and mitigation, there is a knowledge gap about the existing forms of engagement and how they can be better facilitated. Research in this regard is still in its infancy, given a lack of reliable data. While there are

numerous examples of private-sector participation in the form of pro-bono, philanthropic and not-for-profit initiatives following a disaster, not much is known about alternative forms of private sector participation in disaster recovery. This Note takes a first step toward filling that knowledge gap by mapping existing private sector participation in disaster recovery and mitigation. As such, this exercise will help to identify sectoral areas and forms of private sector participation where there is potential for greater private involvement.

The Guidance Note also lays out the case for private sector participation in disaster recovery and mitigation by providing case studies and examples.

## 8. Guidance Note on Recovery: Private Sector (International Recovery Platform, 2016)

#### https://bit.ly/3c5ofGl



The Guidance Note on Recovery for the Private Sector draws from lessons and experiences with both the role of the private sector in recovery and with supporting the recovery of businesses and employment in the aftermath of a disaster. As with the other volumes in this series, the Guidance Note draws from **nearly 60 case studies of private sector recovery efforts to draw out common and emerging challenges, and to provide options for decision makers, by documenting key lessons and insights from both successes and failures**.

This guide helps its readers to navigate experiences from around the world, including but not limited to health sector enterprises. This guide is intended for use by local, regional, and national government policymakers, planners, operational staff, and others interested or engaged in facilitating a more risk-reducing recovery process. 9. Small Businesses: Impact of Disasters and Building Resilience (United Nations Development Programme, 2013) https://bit.ly/3aXQNBL



This guide focuses on Micro, Small and Medium Enterprises (MSMEs) and their role in disaster risk reduction and, particularly, in recovery. Through this study and its related three country case studies, UNDP explores the impact of disasters on MSMEs and the role that MSMEs can play in disaster risk reduction and recovery. The study looks at both success and challenges trying to draw some general conclusion as to: how MSMEs are impacted by disasters; what institutional, policy and market arrangements can make them more resilient; how MSMEs themselves can contribute to disaster risk reduction and, in particular, to restore

#### development in a post-disaster situation.

The study targets policy makers as well as DRR practitioners and aims to increase knowledge and understanding of the link between disasters and MSMEs and of how they can act as agents of disaster risk reduction and recovery. In so doing, the study provides insights and policy advice on key pre-conditions and policies reinforcing MSMEs' resilience and their role in recovery.

10. Guidance Note on Recovery: Livelihoods (International Recovery Platform, 2010)

https://bit.ly/2K6j9Ot



The Covid-19 pandemic has been a catastrophe for the global workforce. This Guidance Note draws from documented experiences of past and recent disaster recovery efforts, **to support planners and decision makers in understanding key issues concerning sustaining livelihoods threatened by disasters such as this pandemic, and in recovering jobs lost in the aftermath of disasters**. It supports planners to build back better with guidance on modernizing livelihoods and building greater resilience. It is primarily intended for use by

policymakers, planners, and implementers of local, regional and national government bodies interested or engaged in facilitating a more responsive, sustainable, and riskreducing recovery process.

#### Social Protection

11. Social Protection and Disaster Recovery (World Bank/Global Facility for Disaster Reduction and Recovery, 2020) https://bit.ly/3bZkiTM



This note highlights the **critical contribution that social protection can make to a broader disaster recovery effort by providing assistance directly to disaster-affected households**. It is intended primarily for those government officials involved in organizing the post-disaster response and recovery effort who may not be familiar with social protection or the contribution it can make as part of their response and recovery plans. It also provides a high-level sensitization to the main social protection programs and their potential uses in response and recovery, including their primary strengths and limitations in postdisaster settings. It is hoped that this indicative information can provide the basis and impetus for government officials leading the response and recovery effort to collaborate with their own national social protection ministries, departments and agencies in order to assess the most appropriate contribution that social protection can make in their specific country contexts, and at a much more detailed degree of technical specificity.

12. Strengthening Resilience through Social Protection Programs Guidance Note (Asian Development Bank, 2018) https://bit.ly/3c2y4p4



Social protection programs—social assistance, labor market, and social insurance—have the objective of reducing vulnerability and when targeted at poor households and vulnerable populations, enhance opportunities to implement resilience-building measures. This is especially the case when social protection programs are designed with consideration of vulnerability due to climate change and disasters, and implemented in close collaboration with programs focusing on early warning systems, resilient livelihoods, and disaster risk financing.

This volume provides guidance for social protection practitioners on how to strengthen resilience through social protection programs which are designed with climate and disaster risk considerations in mind. This guidance note aims at (i) providing a common understanding for social protection practitioners on why to strengthen resilience through social protection, and (ii) proposing a working framework comprising principles and key considerations for social protection programs to deliver on resilience outcomes — reduced risk, strengthened capacity to adapt, and enhanced residual risk management strategies to help recover from the adverse impacts of climate change and disaster-related shocks and stresses.

#### Economic Dimensions of Building Back Better, Faster, More Inclusively

13. Build Back Better: What is it, and what should it be? (Asian Development Bank, 2019)

https://bit.ly/3bZx6tC



This paper examines the economic dimensions of building back better (BBB) after disaster events and proposes four criteria for effectiveness: safety, speed, inclusiveness, and long-term economic potential.

It aims to support planning by defining economic BBB more precisely and concretely, and suggests that these criteria provide a rough checklist. Neglecting any of them would make it much more difficult to meet the aim of building strong and resilient communities that are better able to cope with and bounce back from future disasters

associated with natural hazards.

14. Building Back Better: Achieving resilience through stronger, faster, and more inclusive post-disaster reconstruction (World Bank/Global Facility for Disaster Reduction and Recovery, 2018) https://bit.ly/2YtWTWT



More resilient societies are able to withstand future shocks by better managing the risks they face in order to reduce the impact and the cost to well-being associated with future disasters. A faster recovery can ensure that people restore their income and assets as early as possible, making it possible to use their savings to maintain consumption levels. And a more inclusive recovery can ensure that the poorest and the most vulnerable can access the support they need. In the absence of such support, they are the most likely to experience the long-term consequences caused by health issues and disability, loss of

schooling and education, or simply the inability to save or borrow to rebuild or replace lost assets. A rapid and more inclusive reconstruction is key to preventing poor people from falling into poverty traps that can magnify the impacts of disasters. This study provides many examples of policies and interventions that have made countries better able to face the next disaster and that could be replicated in the rest of the world to contribute to a more resilient future.

## III. Inclusive Recovery

The Covid-19 pandemic has reached nearly every country, and its impacts and losses have been felt by nearly everyone. However, as in most disasters, disadvantaged groups have been disproportionately affected by the virus as well as its consequences. When countries and communities begin their transition to recovery from the pandemic it is imperative that they take steps to ensure that recovery decision-making and recovery outcomes are inclusive and more equitable. The following tools support planners and decision-makers to achieve a more inclusive recovery through the lens of gender-related issues in recovery.

#### **Gender-Inclusive Recovery**

15. Gender and Recovery Toolkit (United Nations Development Programme, 2020)

https:// bit.ly/3eaghOb



This Toolkit on Gender Equality and Women's Empowerment in Crisis and Recovery Settings provides guidance on how to enable the leadership of women and girls while making sure that their specific needs are met. It consists of seven thematic Guidance Notes covering UNDP's main areas of work in crisis and recovery contexts. Each Note offers concrete entry points and proven approaches for genderequitable, transformative recovery and resilience programming. Additional Tip Sheets complement the Notes with fast facts and

overviews of policy frameworks, concepts, indicators and innovative practices.

16. Gender Equality and Women's Empowerment in Disaster Recovery (World Bank/Global Facility for Disaster Reduction and Recovery, 2018) https://bit.ly/2y7VDxq



This Guidance Note aims to provide action-oriented guidance to local and national government officials and key decision makers who face post-disaster challenges and to assist them in incorporating genderresponsive recovery and reconstruction efforts across all sectors through robust gender assessments that lead to concrete needs identification and gender-specific recovery strategies and frameworks. The note also addresses the different challenges that women face in

post-disaster recovery and reconstruction caused by underlying issues

of inequality and marginalization.

Further, the note provides guidance on how to turn a post-disaster situation into an opportunity to enhance gender equality and women's empowerment, with a focus on building back better, as the aftermath of a disaster can present opportunities for new and more progressive gender roles and relationships to emerge.

## 17. Guidance Note on Recovery: Gender (International Recovery Platform, 2010)

https://bit.ly/2Xrg5V0



This Guidance Note supports planners and decision-makers to address challenges created by the disproportionate impacts of disasters on women. It builds on the experiences and lessons learned from numerous disaster recovery cases to inform a "build back better" approach that empowers women in recovery and leverages the wisdom and unique strengths of women to achieve better, more equitable outcomes. These experiences and lessons learned are presented in the form of case studies and classified into four major issues: (i) mainstreaming gender in

disaster recovery institutions and organizations; (ii) identifying gender specific recovery needs; (iii) engaging women in recovery initiatives; and (iv) facilitating a genderbalanced economic recovery.

The document provides analysis of many of the case studies, highlighting key lessons and noting points of caution and clarification. The experiences collected in this document are intended for use by policy-makers, planners, and implementers of local, regional and national government bodies interested or engaged in facilitating a more responsive, sustainable, and risk-reducing recovery process and also aim to benefit the many other partners working together to build back better.

### IV. Disaster Recovery Governance

When communities affected by the Covid-19 pandemic are ready to transition to recovery, effective recovery governance and recovery planning will play an instrumental role in achieving faster, more inclusive, and ultimately better recovery outcomes. There are numerous guidelines and tools available to recovery decision makers to support needs assessment and recovery planning. The following tools and guidelines complement other recovery planning guidelines by offering a range of key considerations, enablers and challenges, and lessons learned from real disaster recovery experiences.

### 18. Guidelines for Community Participation in Recovery (United Nations Development Programme, 2020) https://bit.ly/2JW5IWo



Post-disaster recovery processes are often centrally planned and implemented, and they tend to follow a top-down approach that does not engage affected communities in their own recovery process. Given that post-disaster contexts are particularly difficult environments that cause large-scale damage and human suffering, and demand speed in the delivery of humanitarian aid and recovery services, community participation can be construed as an additional time-consuming process that adds more to the challenge. Experience shows, however, that recovery interventions can be inappropriate or ineffective when

communities are not consulted and involved actively in the process.

Post-disaster recovery processes need to ensure people's ability to participate in, negotiate with, influence, control and hold accountable the institutions that affect their lives during the recovery process. Participation can also enhance the effectiveness and results of post-disaster recovery. Engaging people and their communities improves the delivery and quality of the recovery programme, enhances social inclusion, and brings greater transparency and accountability.

The main purpose of this Guide is to support Governments, United Nations agencies, International NGO's, the Private Sector and other stakeholders on how to engage communities in every step of the recovery process. Ultimately the aim is to improve the quality of post-disaster recovery by promoting the active involvement of people and their communities, from the post-disaster needs assessment, to recovery planning, implementation, monitoring and evaluation.

19. Communication During Disaster Recovery (World Bank/Global Facility for Disaster Reduction and Recovery, 2019) https://bit.ly/2Xpiu29



Recovery at its core is a partnership between the affected community, the broader community, governments, aid organizations and the private sector. As such, **successful recovery is built on effective communication between these key stakeholders**. Good communication is also needed to manage community expectations about what government can and cannot do; who is responsible within the government for leading the recovery effort; and what communities can expect in terms of recovery assistance.

The Communication During Disaster Recovery Guidance Note provides practical guidance for governments regarding how to effectively communicate with communities during the recovery phase following an emergency. It explains how to identify communication needs, and presents "best fit" communication methods and strategies to deploy to support Disaster Recovery Frameworks (DRF) and recovery strategies.

20. Words into Action Guidelines: Build Back Better in Recovery, Rehabilitation and Reconstruction (Consultative Version, United Nations Office for Disaster Risk Reduction, 2017) https://bit.ly/3a4sAZi



Disaster impacted countries and communities are oftentimes much better equipped to Build Back Better during the extended period of recovery, rehabilitation, and reconstruction when they have taken actions to strengthen recovery capacity and decision-making effectiveness prior to the onset of disaster. Words into Action: Build Back Better breaks down four tasks necessary for supporting Priority 4 of the Sendai Framework to build back better – disaster recovery frameworks, disaster recovery planning, needs assessment, and recovery governance into practical, actionable steps. It offers key questions and

considerations that decision-makers should address as they navigate the recovery process.

It focuses on building capacity through the creation and strengthening of recoveryfocused relationships, the establishment of planning and coordination mechanisms, and the introduction of methods and procedures to ensure recovery activities are adequately informed and supported.

21. Guidance Note on Recovery: Governance (International Recovery Platform, 2010)

https://bit.ly/2XoF4rV



The Guidance Note on Recovery for Governance offers key lessons and governance solutions drawn from the experiences highlighted in 25 disaster recovery cases. The publication draws from documented experiences of past and recent recovery efforts. **The Guidance Note** offers decision makers and planners guidance and support in five key domains of recovery governance: (i) ownership; (ii) participation; (iii) communication; (iv) capacity; and (v) accountability.

The materials are presented in the form of cases. The document provides analysis of many of the cases, highlighting key lessons and noting points of caution and clarification. It is primarily intended for use by policymakers, planners, and implementers of local, regional and national government bodies interested or engaged in facilitating a more responsive, sustainable, and risk-reducing recovery process.

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