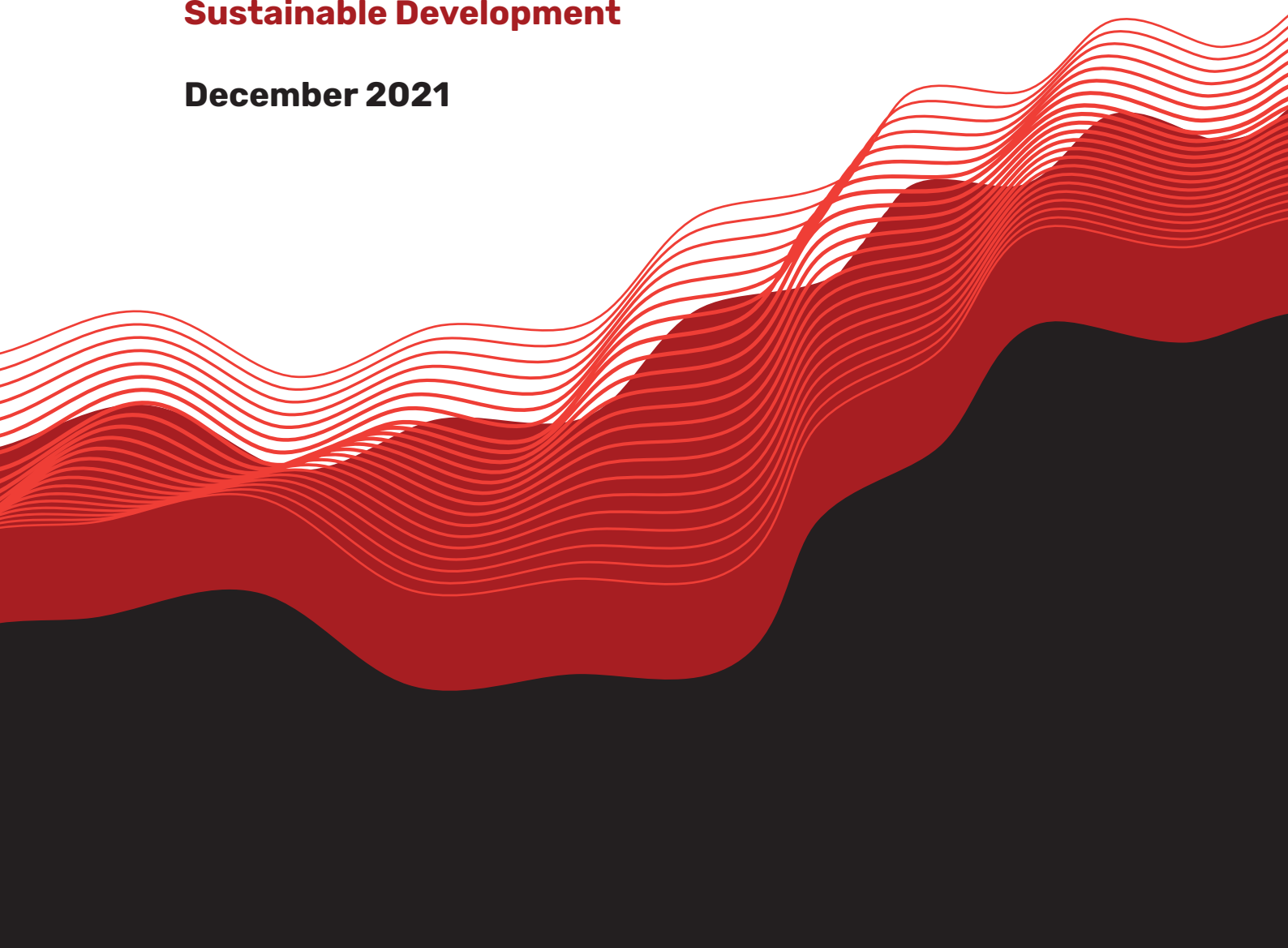




NATIONAL DISASTER RECOVERY FRAMEWORK


**An Approach to Risk Informed
Sustainable Development**

December 2021



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FOREWORD

Prime Minister of Vanuatu



Vanuatu is considered to be one of the world's most vulnerable countries to natural hazards. The country is located on the earthquake-prone "ring of fire" and sits at the center of the Pacific cyclone belt. These hazards result in a high frequency of volcanic eruptions, cyclones, earthquakes, tsunamis, storm surges, coastal flooding, and landslides. The impact of these hazards has serious implications for Vanuatu's socio-economic development.

In addition, with the increasing impacts of climate change, the nature of disasters is becoming complex. The current emergence of the global Covid-19 pandemic and recent passage of Tropical Cyclone Harold at the northern part of the country in 2020 is testament to these increasing multifaceted character of disasters being encountered.

It is therefore critical for the government and sectors, to strategically and proactively embed resilient recovery into all facets of development across multiple governance levels. The Government of Vanuatu is committed to achieving sustainable and resilient development across all levels and sectors, by addressing the risks we face from disasters through a National Disaster Recovery Framework (NDRF) approach.

We need to collaborate and pull together with our partners to plan, prepare for, respond to and effectively recover from these challenges. The countless contributions of partners in the disaster recovery space by government, private sector, donor agencies and civil society is acknowledged. I further welcome this initiative to build Vanuatu's resilience and support the pursuit of risk informed sustainable development via this NDRF platform.

Hon. Bob Loughman Weibur
Prime Minister

ACKNOWLEDGEMENTS

This National Disaster Recovery Framework Roadmap has been developed with support from the World Bank funded Vanuatu Infrastructure Reconstruction and Improvement Project (VIRIP).

The Vanuatu Government, through the Department of Strategic Policy, Planning and Aid Coordination (DSPPAC), is particularly grateful for the many invaluable contributions from government ministries, departments, private sector, civil society organizations, donor agencies and partners.

Special mention and appreciations to Mr. Nigel Fisher for his technical expertise in shaping the compilation of this NDRF strategic document.

The Vanuatu Government is also appreciative of the overall leadership by Mr. Mark Bebe in coordinating efforts towards this NDRF process.



What is the National Disaster Recovery Framework?

Why this Roadmap.

The aim of this Roadmap to be a short, uncomplicated guide to the National Disaster Recovery Framework (for short, the NDRF).

What is the NDRF?

It is no more than a way of organizing our thinking about the things that we need to do, to ensure that we are fully aware of the natural hazards and disaster risks that we face, and that we will get better and better in preparing for, responding to and recovering from disasters.

If we don't start thinking about recovering from a disaster until the disaster has actually happened, we have left it too late.

We have volcanoes that will erupt. We are sitting on the Ring of Fire and can expect earthquakes. We know that the cyclone season comes around every year without fail. We also know that climate change is going to expose us to more severe disaster risks. Covid-19 has reminded us of how small our world is and that a pandemic can reach every corner of it.

Disaster risks are a fact of life for us all, so it makes sense that we should be prepared to face those risks. We cannot expect to recover quickly or effectively from the impact of disasters if we have not thought about and planned for them in advance.

- So how should we think about them in our daily lives and in our development plans?
- How should we prepare ourselves to respond and recover from them?
- How do we build up our knowledge and capacities, so that we will be as prepared as possible to face and recover from future disaster events?
- How do we keep our development goals on track, despite the occurrence of disasters?

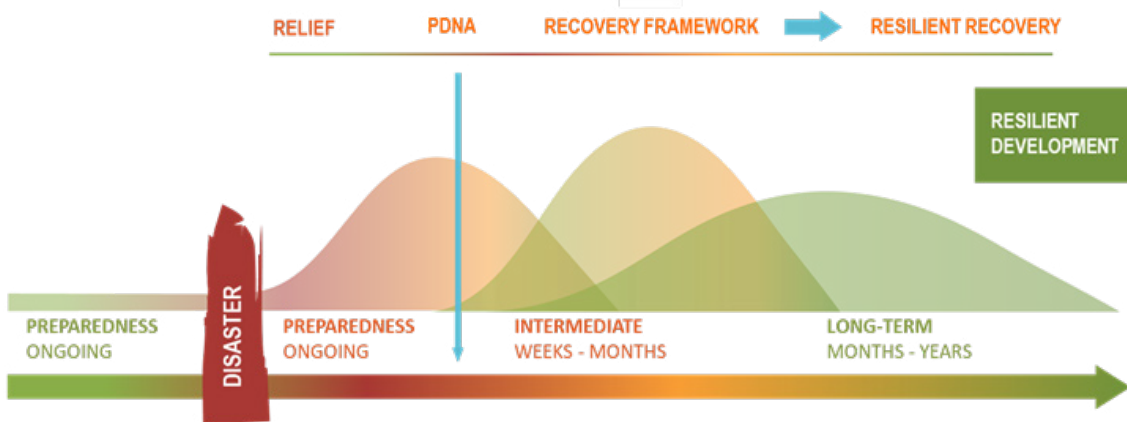


Figure 1: The disaster spectrum

FEMA (2011)

Source:

The NDRF Roadmap is intended to help us answer these questions. It is not a long, technical manual.

Each short chapter is designed to help us to think ahead and to familiarize us with terms and tools used in disaster planning and in preparing for disaster recovery.

Each chapter also suggests next steps to be taken to seek further information and where to go for guidance, so that we are as prepared as possible for those inevitable disaster events.

Taken together, the chapters provide us with the National Disaster Recovery Framework.

Target audience

While many of the following guidelines are directed at structures of government, from central to local levels, they are equally valid for civil society organizations and private sector enterprises, many of which are actively engaged in multi-hazard risk analysis.

As a matter of course, many businesses create business continuity plans designed to reduce exposure to identified risks and hazards that could threaten business continuity or cause business closure. These can address on-the-job hazards for personnel, IT security, finance and operations management – and can readily incorporate consideration of the multi-hazard risks discussed in this chapter.

Civil society organisations and private sector businesses are essential partners and stakeholders in developing and applying the NDRF. Overall, the National Recovery Committee (NRC) with technical support from the Department of Strategic Policy, Planning and Aid Coordination (DSPPAC) will facilitate coordination, implementation and monitoring of steps outlined in this Roadmap.

Guiding Principles

Successful disaster recovery will entail the three crucial elements of (a) Risk Informed Development (b) Building Back Better, (c) converting adversity into opportunity, and (d) prioritizing pro-poor recovery. Recovery efforts involve elements of prevention, preparedness, rebuilding and improvement. A key component will be building capacity and enabling the use of traditional knowledge and strengths. In this context, the following principles provide guidance to ensure recovery actions enable communities to recover, rebuild and emerge stronger:

- **Accountability** – incorporating rigorous processes, transparent decision-making and public reporting to ensure appropriate use of resources;
- **Sustainability** – strengthening existing systems through building on experience, learning from events, activities and good practice to ensure continuity beyond the short and medium term;
- **Community focus** – empowering communities at the local level through a bottom-up approach, drawing on local skills, values and traditional knowledge, and enhancing decentralization in planning, programmes and projects;
- **Collaboration** – partnering among government, regional, global and national CSOs, private sector, development partners, donors, and academic institutions to build networks and share knowledge and information;
- **Innovation** – enabling dynamic systems that are science and evidence based, adaptable to changing situations, incorporating traditional knowledge and practice, emerging trends, technological advances and local contexts;
- **Risk Informed Development** – risk-based decision process that enables development to become more sustainable and resilient to evolving and complex threats and risk landscape. RID allows the systematic assessment and management of multiple threats to development objectives, and the trade-offs that will arise from choosing particular actions, using transparent decision criteria;
- **Building Back Better** - recovery approach that aims at reducing vulnerability and improve living conditions, while promoting more effective reconstruction. BBB addresses the importance of improving community resilience following disasters and identifies what is considered successful recovery. At a minimum, BBB signifies policy commitment to right-sizing, right-siting, and improving the resilience of critical infrastructure;
- **Converting adversity into opportunity** – utilizing the opportunity presented by Disaster recovery to replace old infrastructure and update service delivery systems with affordable, resilient improvements; and
- **Pro-poor recovery** - prioritizing recovery planning to address the needs of socioeconomically vulnerable individuals and groups contributes to a more equitable society. The poor and vulnerable are more susceptible to future hazards and shocks. Pro poor recovery programs include but are not entirely limited to the provision of direct livelihood support, income generation opportunities, improved access to finance and microcredit, and new skills training.

A wake-up call

Vanuatu's vulnerability

Vanuatu is vulnerable to a wide range of climate-related and geological hazards. It has long been considered to be the most vulnerable country in the world to disaster risks and the accelerating impacts of the climate crisis. The *World Risk Report 2020 and the 2021 edition* again consequently ranked Vanuatu as first in its annual World Risk Index.

A profile of the risks from geohazards and climate change sounds a wake-up call for Vanuatu. As is increasingly evident, past experience of disasters is not a sufficient signpost to disasters of the future. Climate change is causing more extreme events of growing severity.

For example:

By 2040, daily temperatures will increase from 1995 levels by 1.2 degrees Celsius

- *sea level rise will continue and accelerate;*
- *ocean acidification will degrade 80 percent of coral reefs within 20 years;*
- *extreme temperatures will reach higher levels and become more frequent;*
- *extreme weather events including cyclones and storms will increase in intensity...;*
- *dry periods will have a longer duration;*
- *extreme rainfall will be more frequent and intense.¹*

Climate impacts on Vanuatu's agriculture, fisheries, forestry, tourism, health, transport and infrastructure sectors are increasing. Current and projected consequences of climate change include:

- *reduced availability of fresh water;*
- *in crop seasonality of harvest, planting and fruiting;*
- *more pests and diseases for animals, crops and trees;*
- *salt water inundation and intrusion of coastal land and groundwater;*
- *compromised food security;*
- *coral reef deterioration;*
- *reduced fisheries' productivity;*
- *increased risk of human disease and health problems including vector-borne disease transmission and heat-related illness;*
- *damage to infrastructure;*
- *loss of coastal land;*
- *reduced economic growth and revenue generation.²*

¹ World Risk Report 2017, excerpted from <https://reliefweb.int/report/world/world-risk-report-2017>.

² 2017 Annual Report, Secretariat of the Pacific Community/GIZ Coping with Climate Change in the Pacific Island Region Programme.

Disasters are an ever-present part of Vanuatu's reality. We ignore them at our peril. We cannot sit waiting for them to happen. We have to think about them in advance, think how to minimize their effects and how to recover from them quickly. We must be resilient.

The importance of multi-hazard risk analysis in development plans and programmes

One of the five stated development aspirations of the *National Sustainable Development Plan 2016-30*, is for "a ... society ... with enhanced resilience and adaptive capacity to climate change and natural disasters"³.

For Vanuatu, the design of risk management plans and climate change adaptation approaches is fundamental to development planning and to ensuring the sustainability of the country's development activities, from community to national level. It is fundamental to adequately preparation for, response to and recovery from sudden-onset disaster threats and longer-term stressors driven by climate vulnerability.

Development goals, whether of a community or the national government, will be threatened – and unsustainable – if risks are not taken into account.

A number of disaster-prone provinces and areas have developed ongoing programmes for disaster risk management, often after consultations with communities and an exploration of traditional knowledge. Traditional coping mechanisms during disasters have been researched and documented for policy development. Across many development sectors, policies and plans include disaster management provisions.

Nevertheless, in recent years, the challenge has been "for all sectors to include disaster risk reduction and disaster management in their budget planning and processes" – that is, to go beyond the planning phase to implementation and action. The explanation for this has often been that "mainstreaming hazard risk management is constrained by resources (skills, capacity, finance)"⁴.

Why a National Disaster Recovery Framework?

Our capacity for using and acting upon disaster risk reduction and disaster management information is still limited. But for the sake of our own survival and well-being, development initiatives throughout the country, locally and nationally, we must strengthen our capacity, based on practical measures to address issues of disasters, the environment and climate change. Therefore:

³ *Vanuatu 2030 – The People's Plan* (National Sustainable Development Plan 2016-2030), DSPPAC, Republic of Vanuatu, 2016, p.

⁴ *Vanuatu Infrastructure Strategic Investment Plan* (VISIP), 2015-2024, p.22.

Vanuatu needs an *accessible and straightforward framework* that will help it identify:

- the hazards it faces, the risks and vulnerabilities that these generate for ni-Vanuatu;
- *the measures that it must take* to prepare for disasters, mitigate risk, recover from disasters and reinforce national resilience to cope with and withstand the impacts of future disaster events.

This is the purpose of the National Disaster Recovery Framework (NDRF) and of this Roadmap.

The NDRF aims to build on the nation's traditional values, knowledge and practices, on the tradition of community self-help, on our first reaction to help each other in times of trouble. Yet it must also incorporate new knowledge, new technologies and best international practice as we face disaster events of increasing severity – and disasters driven by multiple hazards simultaneously.

The NDRF Roadmap aims to be a guide to help:

- Build national consensus on, and mutual trust in, a shared vision of sustainable, risk-informed development.
- Reinforce local-level risk management knowledge and incorporate multi-hazard risk management throughout national development plans and policies.
- Identify appropriate measures to reduce disaster risks and manage residual risks⁵ through measures that will reinforce effective post-disaster recovery, strengthen coping mechanisms and improve resilience, nationally and sub-nationally.
- Familiarize citizens and public service personnel at all levels with the steps involved in multi-hazard risk-informed planning, monitoring and evaluation and in the use of risk screening guidelines.
- Ensure a set of practical tools – systems and procedures – that facilitate rapid and effective disaster preparedness, response and resilient recovery.

⁵ Residual risk: the risk that remains, even after appropriate precautions and measures have been taken, or that is too costly to eliminate immediately.

This NDRF Roadmap begins with an explanation of hazard and risk assessment. Then, it immediately addresses how our development plans and programmes need to be risk-informed. This will help us to develop the disaster preparedness and mitigation standards, systems, guidelines, special measures for the most vulnerable, policy and institutional provisions that we need to be able to rapidly assess losses and damage – and plan post-disaster recovery, even while immediate life-saving rescue and relief efforts are underway.

Assess hazards and risk

Risks, hazards and vulnerability

What are the considerations that go into the *World Risk Index* ranking of Vanuatu as the most vulnerable country in the world to disaster risks and the impacts of the climate crisis?

The Index is built on a country-by-country *risk assessment* that is composed of two factors, *hazard* and *vulnerability*:

Hazard estimates the physical intensity of the peril (earthquake, extreme weather event, storm surge, flood or drought, for example) in a certain location and the probability of this intensity happening.

Vulnerability brings in the human dimension. It measures the damage that the peril can cause to humans, their built environment, social and economic well-being, in any given location. "It refers to social, physical, economic and environmental factors that make people or systems vulnerable to – or in other words, susceptible to – the effects of natural hazards⁶ and the negative impacts of climate change. Vulnerability also includes the ability of people or systems to cope with and adapt to the negative impacts of hazards"⁷

The World Risk Index ranks Vanuatu as *more highly exposed* to the effects of one or more natural hazards than any other country. Vanuatu's population is considered so vulnerable because it is *highly susceptible* to suffering extensive damage in the event of an extreme natural event; it is likewise considered to have *limited coping capacities*⁸ and to *lack sufficient adaptive capacities*.⁹

Ni-Vanuatu might take exception to the lack of recognition, in this Index, of its traditional knowledge, coping and adaptive capacities, which have long strengthened communities' resilience in the face of disasters, that complement new knowledge and which will continue to be important in its national strategies for disaster management and recovery, in the face of worsening disaster threats.

But this does not lessen the fact of the country's high risk-exposure and vulnerability. Another way of putting it is that the extent of the risk faced depends on the ability to respond, on the access to resources, finance, institutions and systems to deliver that response and not the least, on the extent to which adequate social safety nets – community-based or government-funded – exist.¹⁰

6 Man-made hazards should not be forgotten, eg industrial accidents, hazardous chemicals spills, human-caused fires, aircraft accidents – or epidemics like the Covid-19 pandemic, that combine natural and manmade factors.

7 WRR20 op cit. p.44.

8 That is, "various abilities of societies to minimize negative impacts of natural hazards and climate change through direct actions and available resources". WRR20 p.44.

9 That is, "measures and strategies that deal with the negative impacts of natural hazards and climate change in the future." WRR20 p.44.

10 Adapted from Compound Risk Monitor, <https://gho.unocha.org/delivering-better/compound-risk-monitor>.

Recent experience of a number of major disaster events indicates that, despite the best efforts of the nation's people and institutions, Vanuatu still has far to go before it has adequate resources to cover its preparedness, response and recovery needs.

We have proved our resilience time and time again, our ability to bounce back and recover from great difficulties. But resilience also means being better prepared for the future and for the impact of future disasters, the severity of which are likely to be beyond any that we have experienced so far. We need the skills and tools with which to face this future.

Thinking ahead: hazard analysis and risk assessment

Rapid and effective recovery depends on thinking ahead – first, thinking of how assessment of multi-hazard disaster risk can be incorporated into our development plans and programmes. If we wait until after a disaster event to start thinking about reconstruction and recovery, it is too late.

Successful recovery begins with disaster preparedness and ends by reinforcing our sustainable development goals and our national resilience.

Unless assessments of hazards, risks and vulnerability are built into our development planning, our development will not be sustainable and the resilience of our people and nation cannot be reinforced.

Much has been written about hazard analysis and risk assessment, but for the purposes of this NDRF Roadmap, they may be simplified to the following four steps:

- (a) *Identify hazards and carry out multi-hazard risk assessments*

Is the planned activity in a high-risk geographical location that could be impacted by hazards – what are they and what are the risks? Equally, is the activity dependent on particular climatic conditions and therefore sensitive to changes in climate? What measures can be taken to reduce risk and increase resilience?

Hazards are location-specific to a community, island or region – or can affect most of the country, as in the case of severe tropical cyclones. Our job is to estimate the potential physical intensity of the peril and the probability of this intensity happening in a certain location or locations. Multiple hazards can happen simultaneously, for example during one extreme weather event. Ideally multi-hazard risk assessments will need to be undertaken in collaboration with line ministries, partners (national or international agencies) and the DSPPAC.

There are different types of hazards:

- slow-onset or rapid-onset;
- geological (eg. earthquake, volcano);
- hydro-meteorological (eg. extreme weather events, tropical storms and storm surges, floods, landslides, mudslides);
- ecological or environmental disasters, often due to human activity;
- technological (industrial pollution, chemical spills, toxic waste).

(b) Identify which locations and people are vulnerable and to what specific risks

In specific areas or locations, determine what is the nature and extent of damage that can be done to populations, human settlements, social and economic infrastructure.

(c) Assess coping and adaptive capacities

Assess the likely adequacy of coping and adaptive capacities. Why and to what extent are these locations, people and their assets vulnerable? Assess the ability of people or systems to cope with and adapt to the negative impacts of various and/or simultaneous hazards.

(d) Design remedial measures to reduce risk & increase resilience

This includes: systematizing monitoring of hazards, vulnerability and early warning in development planning and programming; standardizing application of technology, eg GIS and/or remote sensing applications in risk assessment, hazard mapping and threat maps.¹¹

As the next chapter explains, thinking ahead also means ensuring that special attention is given to groups and ecosystems that are especially vulnerable and that development standards, systems, procedures, designs and data collection systems incorporate the lessons of multi-hazard disaster risk analysis.

¹¹ GIS can help build risk assessment programmes into development planning, 'that allow the planner to simulate disaster scenarios, ... graphically view potential damage and affected areas, as well as plan rescue operations'. Excerpted from *GIS & Risk Assessment*, Ajay Lavakare, 12/02/2010, in <https://www.geospatialworld.net/article/gis-risk-assessment/>.

Next steps for orientation and training

All government departments at all levels will ensure that their personnel have the required skills and capacities to undertake multi-hazard risk analysis.

- Contact DSPPAC for training on multi-hazard risk analysis.
 - Resource: DSPPAC Risk Screening Guideline and Toolkit.
- Contact the Ministry of Climate Change Adaptation and VMGD.
 - Resources: Meteorological and geohazards services, research, innovation and cutting-edge technologies; weather and climate forecasting; early warning systems for geohazards; monitoring and implementing climate change adaptation and mitigation strategies.
- Provincial Administrations, Area Councils and Village Councils to contact Ministry of Internal Affairs, Department of Local Authorities for guidance on application of *Risk-informed Planning, Budgeting and Monitoring Guidelines for Sub-national Government*.¹²
- Village Councils and Community Disaster and Climate Change Committees (CDCCCs) to contact national civil society organizations and international NGOs collaborating, with MOIA/DLA authorization, to expand and strengthen disaster risk reduction and enhance resilience at community level.¹³

¹² *Instruction No: 001/2016/DLA/MOIA*, September 2016. The Guidelines integrate a community-driven development approach and community consultation into the local-level development planning process. The approach incorporates guidelines for community risk mapping and profiling of community development priorities. These enable Area Councils to undertake project risk screening, as a precursor to the financing of community projects.

¹³ Through the Vanuatu Disaster Ready Program, initiated in 2018 under the umbrella of national decentralisation policy, partner NGOs are implementing activities to strengthen community-level disaster risk reduction and resilience and to reinforce CDC-CCs, women's groups and school disaster committees. See: *Investing in the Sustainability of Community Disaster and Climate Change Committees in Vanuatu*. World Vision, CARE, Port Vila, 2018.

Special measures and safeguards

Vulnerable groups

The assessment of multi-hazard risks is applicable to the entire country and the entire population. At the same time, there are particular populations and environmental conditions that demand special attention and inclusion in all development and all post-disaster recovery plans, programmes and projects.

Special measures are required to ensure that development and disaster recovery plans and actions include:

- Equitable and specific provisions to ensure the *well-being of women and girls*, their safety and security, their participation in decision-making and activities designed to ensure sustainable development, post-disaster recovery and resilience-building.
- Actions to benefit *the poorest and most vulnerable*, strengthen traditional community safety nets and other social protection measures designed to build the long-term resilience of particularly exposed individuals and groups.
- *Environmental and social safeguards*, designed to identify and minimize adverse environmental and social impacts that may arise in the implementation of development and post-disaster recovery interventions.

Gender equity, special measures for women and girls

Vanuatu's policy frameworks and institutional arrangements require fairness in the treatment of women and men, boys and girls, according to their respective needs.¹⁴ All sustainable development and disaster recovery planning should be guided by this core principle. Nevertheless, gender inequality continues, while on the whole, women are still not accorded equal rights to participate in decisions that affect their own lives, the well-being and resilience of their communities.

Therefore, any assessment of multi-hazard risks, any development or disaster recovery plan at any level, from the community to central government, must include women in consultation and decision-making processes. Such assessments need to incorporate a gender risk analysis and identify measures to reduce gender risk, increase the resilience of women and girls and guarantee their participation in decisions on development and recovery priorities.

Priorities must incorporate measures for the prevention of sexual exploitation, abuse and harassment, whether by family or community members, or by agencies providing assistance; establish accessible, confidential complaints mechanisms; take measures to raise awareness

¹⁴ See, for example, the [Vanuatu National Gender Equality Policy 2020 - 2030](#) and the [Vanuatu National Child Protection Policy 2016-2026](#).

of, recognize and prevent all types of violence and make referral and counseling available for people experiencing gender-based violence.¹⁵

Measures also need to include communication with communities and advice to their leaders, so that they encourage and support protection and promotion of women's rights with regard to housing, land and property; resource allocations; planning of community and social services; support to skill training and establishment of small businesses; and special provisions for women and girls in cases of displacement and resettlement.

Special measures for the poorest and most vulnerable

At every level of development and post-disaster recovery planning and programming – from central and provincial corporate or annual plans, to community-level – special attention is required to analyses protection risks and to address the rights and needs of the poorest and most vulnerable members of society.

They may include women-headed households and single mothers, the poor without adequate means of support, people living with disabilities, the elderly, as well as others considered to be highly vulnerable.

They may also include populations at high risk due to their location – for example in remote communities; in coastal communities vulnerable to rising seas and storm surges, in hill or mountain communities susceptible to landslides because of heavy rains or earthquakes, or to volcanic eruptions:

- ***Who are they?***
- ***What are their characteristics?***
- ***What are the risks that they face, what are their vulnerabilities?***
- ***What can be done to mitigate risk, reduce vulnerability and strengthen their resilience?***

Social protection measures are to be designed to reduce poverty and vulnerability, by enhancing people's capacity to manage risks, as well as reducing the exposure to risks that come with lack of livelihood opportunities, sickness, age or disability – exclusions of any kind. They will be based on traditional community safety nets.

But whether in rural communities, or increasingly in urban areas, traditional practices need to be complemented by contemporary government and social welfare organization guidelines. Measures may include social assistance or adaptive social protection through cash transfers, vouchers (decentralized finance platforms) or in-kind assistance from government, sub-national government entities or other partners, to the poorest and most vulnerable populations.

¹⁵ For example, through local Vanuatu Women's Centre branches.

Environmental and social safeguards

National development and disaster-related policies make provision for environmental and social safeguards.¹⁶

What are these safeguards?

They refer to policies, standards and operational procedures designed to identify, minimize and avoid adverse environmental and social impacts that may arise in the implementation of programmes, projects and activities.

Safeguards are also intended to increase the chances that programmes and projects deliver better outcomes for people and the environment – whether they are part of risk-informed development, disaster management or disaster recovery initiatives.

Such safeguards can cover a wide range of environmental and social risks – for example, conservation, sustainable management, protection of natural habitats and forests; pollution prevention; resource use management and efficiency; community health and safety; land use, land acquisition; voluntary and involuntary resettlement; labour and working conditions; cultural heritage.

Safeguards-specific monitoring and supervision requires site visits, or, in some cases, third party monitoring. Implementing safeguards come at a cost and need to be built into budget provisions.

Next steps for orientation and training

All government departments will incorporate into their plans and programmes special measures to address (a) gender equity, (b) the disaster mitigation and recovery needs of at-risk and vulnerable groups and (c) the climate crisis, to protect the environment and biodiversity.

DSPPAC is responsible for coordinating with the following departments and offices to organize guidance, orientation and training as required:

- The Department of Women’s Affairs, Ministry of Justice and Social Welfare, together with the Gender and Protection Cluster, to provide training and coordination on gender and protection policies, programming and targeted disaster risk reduction strategies.¹⁷
 - The Department and Cluster are committed to work with and through government agencies, community-based structures, churches and NGO partners to develop durable gender and protection solutions for vulnerable groups and their communities.
- The Department of Environmental Protection and Conservation (MCCA), for orientation and training on measures for environmental protection and sustainable

¹⁶ For example, see the [National Policy on Climate Change and Disaster-induced Displacement](#), 2018.

¹⁷ Gender and Protection objectives and actions are aligned with the [People’s Plan/NSDP](#), [National Gender Equality Policy](#), [National Child Protection Policy](#), [National Disability Inclusive Development Policy](#), [National Policy on Climate Change and Disaster-induced Displacement](#), the [Risk-informed Planning, Budgeting and Monitoring Guidelines for Sub-national Government](#) and other sector policies.

development.¹⁸ These include: biodiversity assessment, waste management and pollution assessment; and rehabilitation planning for biodiversity and conservation, environment impact assessment of project activities, construction or clearance of vegetation; and awareness raising about best practices.

- The Department of Lands in the Ministry of Lands and Natural Resources, together with the Malvatumauri Council of Chiefs, for orientation and direction on area planning, land survey, land acquisition, allocation and tenure, construction of buildings, community and social infrastructure, transportation infrastructure, community boundary delineation.
- The project office of the Vanuatu Infrastructure Reconstruction and Improvement Project (VIRIP), located in the Ministry of Infrastructure and Public Utilities, for orientation on use and application of its Safeguards Manual.¹⁹
- The Ministry of Finance and Economics Management, Ministry of Internal Affairs, NDMO, NGOs and Vanuatu Business Resilience Council on the formulation of an Adaptive Social Protection policy framework.

¹⁸ The overarching framework for the sustainable conservation, development and management of the environment in Vanuatu is provided by the *Vanuatu National Environment Policy and Implementation Plan (NEPIP) 2016-2030*, which is consistent with the People's Plan/NSDP.

¹⁹ The *VIRIP Safeguards Manual* provides a framework for identifying and managing project safeguards. It has three constituent parts: (a) *Environmental and Social Management Framework*, which sets out the way in which potential environmental and social impacts are identified and managed; (b) *Resettlement Policy Framework*, which sets out the system of compensation for damage to, or use of, land by project investments; (c) *Grievance Redress Mechanism*, which sets out the means by which any complaints about the project are received and responded to.

Data, standards, systems and procedures

As discussed in Chapter 7 *below*, a standard international tool has been developed to collect information and data on damages and losses attributable to a major disaster event. It is called the *Post Disaster Needs Assessment (PDNA)*. Conduct of a PDNA relies on field surveys and also on available secondary data collected through established data management and collection systems. A reliable PDNA is best conducted on the basis of established baseline data, information management systems and survey protocols.

Civil registration and census data

The most fundamental building block for countrywide baseline data is the national census. Preliminary results from the Vanuatu 2020 National Population and Housing Census have been released in mid-2021 and will update the wide array of rich data presented in the 2016 Post-TC Pam Mini-Census Report.²⁰

As was seen during the Ambae volcanic eruptions of 2017-18 and subsequent development of the recovery plan, the population databases of the MOIA Civil Registration and Vital Statistics Department (CRVSD) and of the Vanuatu National Statistics Office (VNSO) have to be synchronized, to allow cross-checking and validation of demographic data.

This includes harmonizing the Civil Registry RegisterVIZ system with the VNSO location lists, to ensure the compatibility of the database with census data, in line with the Decentralisation Act and to ensure consistency with and between all government data.

The availability of an authoritative list of communities, villages and locations for the entire country will allow authorities and service providers to better coordinate their post-disaster assessments and recovery actions.

As was also noted during recovery planning following the Ambae eruptions, all citizens of Vanuatu do not yet have their national identity cards, which makes tracking of displaced populations especially difficult.²¹ Thus an accelerated nationwide civil registration drive, supported by multi-media communications, is essential to reinforce the planning and execution of any future post-disaster recovery intervention.

Census data, when complemented by sector infrastructure mapping (for example, Ministry of Public Health mapping and data on the location and characteristics of health facilities) provide the baseline by which to assess disaster impacts, damage and losses and the basis for recovery planning and prioritization.

20 Both censuses and ensuing reports were coordinated by the Vanuatu National Statistics Office, VSNO.

21 Although the Displacement Tracking Matrix developed by the International Organization for Migration (IOM) and used by NDMO and IOM, proved extremely useful in collecting information and filling in data gaps at the individual level.

Thus as new census data become available, the National Recovery Committee and DSPPAC will work with all relevant departments and sub-national entities to ensure that their infrastructure maps and sector-specific hazard maps are complete and updated.

For social, economic and transport infrastructure especially, the NRC and DSPPAC will coordinate with the Ministry of Infrastructure and Public Utilities, other departments and sub-national governance bodies, to ensure that construction codes and standards are updated to reflect latest multi-hazard risk mitigation and risk reduction guidelines, as the basis for strengthening the disaster resilience of such infrastructure. These data will also facilitate post-disaster recovery prioritization and assurance that repair or replacement of damaged and destroyed structures meets the latest standards for disaster resilience.

Finally, survey protocols used by different departments of government must to be standardized and resultant data loaded into one common, easily-accessible management information system for disaggregation, analysis, comparability and use across and between different sectors and levels of government and by partners.

In recent years, the Department of Local Authorities has been engaged in establishing a new formal administrative division of the country, providing an administrative standard to be used by all government offices. This again will help to address the anomalies that arise when different departments use different administrative boundaries to define their sector jurisdictions.

Standardization of systems and procedures for post-disaster response and recovery

Standards, systems and bureaucratic procedures developed for use in 'normal' development planning and programming may not always be appropriate in post-disaster contexts. Post-disaster response and recovery frequently require speed, flexibility and innovation to rebuild the lives, communities, livelihoods and resilience of affected populations, or to restore and strengthen the social services, economic and transportation infrastructure on which they rely.

The roll-out of the NDRF provides an opportunity to examine standards, systems and procedures operative within and between sectors, to assess whether they are appropriate for post-disaster recovery operations, or whether they require refinement – or replacement.

Thus, under the overall guidance of the NRC and coordinated by DSPPAC, rapid reviews of the following will be undertaken by the appropriate entities:

Standards, systems and procedures	NRC - DSPPAC
Engineering and construction standards, building codes for essential public and private infrastructure, existing and planned utilities, energy sources and environmental safeguards	MIPU (CAA, PWD, DPM), DOE, VCCI
Contract management, procurement & supply/materials management, pre-approvals and standby agreements, specifications and standards for prepositioning in-country or offshore, special household and community recovery and reconstruction packages	CTB, MIPU/PWD, NDMO, VRCS
Financial management systems and decision-making procedures; banking system procedures, telebanking, remote transfers; concessional loans; financial resilience, risk insurance, re-insurance; national and external resources for financing disaster risk management and recovery	MFEM, RBV, NBV, VCCI/VBRC
International partners: registration and clearance protocols, standards agreements, mutual expectations for cooperation, participation in sector working groups	DSPPAC, NDMO, VANGO, Heads of INGOs
Management information systems: accessibility & standardization of MIS, data bases, survey protocols, uses of technology	VNSO, CRVSD, MCCA/ NDMO/ VMGD, IOM, GIS working group
Community engagement: take stock of traditional DRM/ resilience measures, means of communication, context specificities	MOIA/DLA, reps of Prov & Area Admins, Malvatu Mauri, VCCI/VBRC, VRCS

Next steps

As summarized in this chapter, considerable work is required to ensure that databases, survey instruments, operational systems and procedures are synchronized and usable in the NDRF to ensure the most efficient disaster management and disaster recovery operations possible.

DSPPAC will coordinate action on the following measures and keep stakeholders informed of progress, new tools and instruments:

- Civil Registration and Vital Statistics Department (CRVSD) and the Vanuatu National Statistics Office (VNSO) to synchronize population databases.
- CRVSD to coordinate an accelerated nationwide civil registration drive, to ensure that all citizens are issued with National Identity Cards.
- VNSO to coordinate standardization of survey protocols used by different stakeholders, to facilitate comparability of data.
- The Office of the Government Chief Information Officer (OGCIO) to lead with support from the VNSO the development of one common, easily-accessible national management information system for data disaggregation, analysis, comparability and use by all stakeholders.
- All relevant departments and sub-national entities to ensure that their infrastructure maps and sector-specific hazard maps are complete and updated.
- Ministry of Infrastructure and Public Utilities, and other departments and sub-national governance bodies as appropriate, to ensure that construction codes and standards are updated to reflect latest multi-hazard risk mitigation and risk reduction guidelines.
- DLA to coordinate completion of standardization of administrative divisions throughout the country.
- Rapid reviews to be undertaken to update standards, systems and procedures appropriate to facilitate rapid and efficient disaster management and post-disaster recovery operations, as outlined in the table above.
- Engaging the Vanuatu GIS working group and physical planners to collect geographical and physical assets data through-out the country.

Legal, policy and institutional guidelines

Implement existing guidelines

Most sector policy and planning guidelines stipulate that disaster risk management is a shared responsibility of all levels of government and all sectors and anticipate that plans will incorporate provisions to mitigate multi-hazard disaster risks, for disaster preparedness and post-disaster recovery.

Thus it is not so much the creation of new sector guidelines that is required – it is their application, their rigorous monitoring and the withholding of approval of plans that do not apply the guidelines.

Clarify overall leadership for post-disaster recovery

On the other hand, the legal, policy and institutional bases for overall leadership and direction of post-disaster recovery and resilience-building are not yet clear.

The Vanuatu National Disaster Risk Management Act No.23 of 2019 states that “disaster management means the organization, planning and application of measures to prepare for, respond to *and recover from* disasters” (italics added for emphasis). However, the Act confines itself to disaster risk management, which it defines as “the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, including through disaster preparedness and response, which contributes to the strengthening of resilience and reduction of disaster losses”.²²

It carefully avoids the inclusion of *disaster recovery* in its remit, although it does embrace the preparatory measures reviewed in this current NDRF Workplan that underpin effective and successful disaster recovery and the strengthening of national resilience.

In the face of this lack of precision and clarity, the Government of Vanuatu has decided to formulate new legislation that will (a) cover disaster recovery and the terms of reference of the responsible bodies; (b) clarify provisions for coordination and decentralization of disaster risk measures, preparedness, recovery implementation and disaster risk-informed development planning between concerned departments and sub-national government bodies; (c) facilitate streamlined development control and resilience building mechanisms through the Prime Minister’s Office

A disaster recovery bill will be drafted in mid-late 2021 and presented to Parliament of Vanuatu for passage into law.

The bill will specify the functions and responsibilities of the National Recovery Committee and of the Department of Strategic Policy, Planning and Aid Coordination (DSPPAC).

22 Both quotes in this paragraph are from the Disaster Risk Management Act No.23 of 2019, page 5.

It will likewise address the responsibilities of the Ministry of Internal Affairs for decentralization to Provincial and Area Administrations as, well as the disaster risk management and recovery responsibilities of sub-national coordination bodies. Ideally recovery planning and implementation will be carried out along proposed governance arrangements as outlined in Annex 4.

The primary function of the National Recovery Committee is to coordinate medium- and long-term recovery plans following national disasters.

DSPPAC acts as Secretariat to the National Recovery Committee and supports it to fulfill its oversight and coordination functions for post-disaster recovery. DSPPAC coordinates government departments in the preparation of post-disaster needs assessments (PDNAs – see Chapter 7 *below*) and recovery programmes.

Within its overall authority for coordinating Government’s strategic policies, planning and activities, DSPPAC will also assure that development planning by all sectors is disaster risk-informed and that disaster risk management indicators are incorporated into the plan and project review mechanisms of the Development Committee of Officials and of the Council of Ministers. The PMO has additionally recently released revised government ministry corporate and business plan guidelines. These guidelines will facilitate vital entry points by which disaster recovery or disaster risk informed actions are embedded in ministry plans and budgets.

Reformulation of provisions covering disaster management and post-disaster recovery also requires revision of the NSDP Monitoring and Evaluation Framework 2017, to ensure that each of the NSDP Pillar goals and policy objectives contains indicators and targets for monitoring disaster risk and recovery.

Similar provisions and performance measures are to be included in the Monitoring and Implementation Policy 2018 and in Ministry of Internal Affairs guidelines issued to Provincial Councils, Area Councils and Municipalities.

Next steps

DSPPAC to coordinate:

- Drafting of a Disaster Recovery Bill inclusive of provisions to enhance the resilience building role of the Prime Minister’s Office through the National Recovery Committee, decentralize disaster recovery functions to sub-national governments, streamline formalized transition from response to recovery phases and enable needed development control measures
- Inclusion of disaster risk management indicators in the Monitoring and Evaluation Framework of the National Sustainable Development Plan 2016-30, and in all relevant policies, plans and guidelines.
- Inclusion of disaster risk management monitoring in the plan and project review mechanisms of the government ministries, Development Committee of Officials and of the Council of Ministers.

DSPPAC to monitor:

- Sector policies and development plans to ensure that they are disaster-risk informed and that all sectors have updated plans for disaster management and post-disaster recovery.

Post Disaster Needs Assessments & Post Disaster Recovery Plans

Following a major disaster event, or series of disaster events, the challenge is to start planning immediately for long-term recovery and reconstruction, even while the rescue and relief phase is still underway, or even when government departments themselves might have suffered damage and losses.

Such a plan needs to take into account the hopes and aspirations of the people, to rebuild lives and restore assets. The plan must also aim to *improve* on what existed before and to *strengthen the resilience* of the people and nation, so that they are even better prepared to withstand future disasters.

The preparation of a comprehensive recovery plan needs to build on a proper assessment of:

- damage and losses suffered,
- recovery and reconstruction needs,
- the costs of strategies to address those needs.

The Post Disaster Needs Assessment

The Post Disaster Needs Assessment (PDNA) is a tool designed to fulfill these requirements. The PDNA uses an internationally-recognized and well-tested methodology to estimate damage and losses, to estimate recovery needs, to mobilize funds, to create the basis for post-disaster recovery and, with the development of a recovery framework, to immediately launch recovery operations.²³

The PDNA includes:

- ***the analysis of pre-disaster conditions and collection of pre-disaster baseline data, to compare with post disaster conditions, in order to evaluate the magnitude and scale of the disaster;***
- ***the evaluation of the disaster effects and disaster impacts in each sector, to determine the overall recovery needs;***
- ***the prioritization of these needs, as the basis for development of a recovery strategies and an overall recovery plan.***

²³ The International Recovery Platform (IRP) is an excellent source of general and sector-specific guidelines on the organization & conduct of PDNAs: <https://www.recoveryplatform.org/assets/publication/PDNA>

The PDNA represents a beginning, not an end, to post-disaster needs assessments. As days and weeks pass following a disaster, new information comes to light, new needs and challenges are identified, so that assessments and verifications of earlier findings and assumptions continue to modify initial estimates of recovery needs and priorities.

Previous chapters have emphasized the importance of analyzing multi-hazard risks, of hazard mapping, of defining standards, guidelines and of building baseline data and accessible databases, all as part of development planning and programming – and all before the onset of any disaster.

These assume huge importance when planning for a Post Disaster Needs Assessment gets underway: the PDNA relies on reliable prior data as its baseline for comparing post-disaster conditions, damage and losses – and for helping to ensure that recovery strategies will build on standards established during disaster risk-informed development planning.

While based on an internationally-established methodology, the PDNA must be nationally-owned, nationally-led and specifically tailored to local circumstances.

In Vanuatu, the conduct of a PDNA and analysis of its findings are coordinated by DSPPAC, with the involvement of sector and geographical teams involving government departments, sub-national government administrations, civil society, private sector and international partners.

The DSPPAC Recovery Unit and Sector Analysts see consultations and discussion with diverse stakeholders as essential, to make the process participatory, realistic and credible and to familiarize stakeholders with PDNA techniques. They are available to orient and train partners in the PDNA methodology.

When a PDNA gets underway, partners are usually divided into thematic groups to work on data collection, field visits and verification. As an example, the PDNA that assessed the impacts of TC Harold and of Covid-19²⁴ was based on the following range of assessments:

- Rapid multi-sector technical assessments (led by NDMO).
- Detailed sector and technical assessments (NDMO, government agencies, cluster members).
- Household survey (VNSO).
- Economic impact assessment (Dept. of Finance and Treasury, VNSO, Reserve Bank of Vanuatu).
- Local story-telling.

What does a PDNA report look like?

Both the PDNA and Recovery Strategy²⁵ (ie. Plan) formulated to address the impacts of TC Harold and Covid-19 organized data findings and analysis in the following way, which adapted standard international PDNA presentation guidelines to Vanuatu's specific requirements:

²⁴ Post-Disaster Needs Assessment, TC Harold and Covid-19. DSPPAC, Government of Vanuatu, 2020.

²⁵ Vanuatu Recovery Strategy 2020-2023, TC Harold and Covid-19, DSPPAC, Government of Vanuatu, 2020.

Framework	Sectors
Social sectors	Housing and settlements Health Education Culture Justice and community services
Productive sectors	Food security and agriculture Commerce, trade, industry, cooperatives and tourism
Infrastructure sectors	Public buildings Transport WASH Energy Emergency telecommunications
Cross-cutting sectors (Each sector is also required to incorporate these cross-cutting provisions into its recovery plans & projects)	Environment Disaster risk management Gender and social inclusion

The Post-Disaster Recovery Plan

The Post-Disaster Recovery Plan is organized along the same lines as the PDNA and follows a familiar format, but it takes the PDNA results, determination of needs and priorities to a more detailed level:

The Recovery Plan defines:

- ***clear objectives,***
- ***appropriate interventions to meet priority recovery needs,***
- ***implementation arrangements,***
- ***the expected outputs and overall intended outcome;***
- ***budget requirements;***
- ***monitoring and evaluation indicators.***

As previously stated, the recovery vision builds on and reflects the development vision of *The People's Plan*, pre-disaster levels of development and aspirations, as well as risk reduction objectives, all with the goal of 'building back better' and reinforcing individual and collective resilience.

In recent years, the recovery plans and strategies developed after TC Pam, the Ambae volcanic eruptions and most recently, TC Harold and Covid-19, have created considerable national capacity and familiarity with recovery planning that provide a solid foundation for this NDRF.

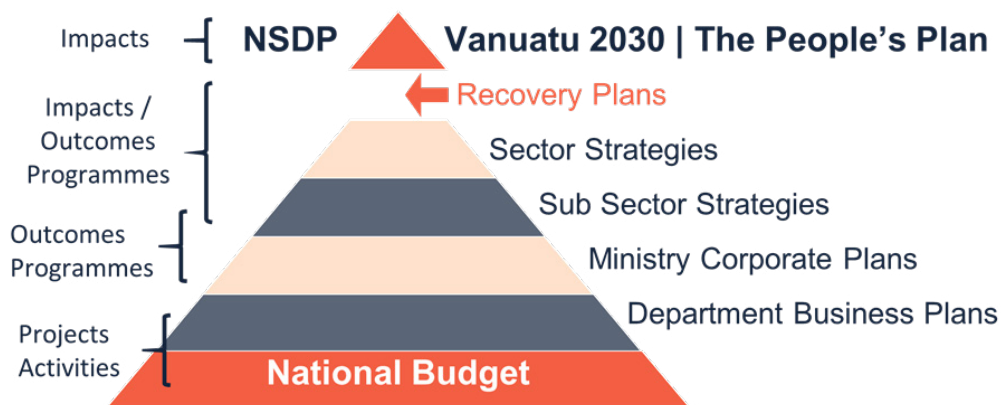


Figure 2: Bridge between recovery and NSDP

Measuring progress and results

Both PDNAs and Recovery Plans are by definition aspirational. They specify goals and financing required to deliver results. But frequently, the level of financing required to meet specified recovery objectives across and within sectors does not materialize. Project activities and priorities have to be adjusted as resources become available.

Thus developing and updating anticipated objectives, indicators and outcomes in any given recovery plan is an ongoing exercise.

DSPPAC works with each sector – and on cross-cutting sectors – to develop project monitoring frameworks for funded projects, with targets and indicators drawn from the objectives, action plan priorities and activities articulated in the Recovery Plan. DSPPAC, in support of the National Recovery Committee and its responsibility for oversight of implementation of post-disaster recovery plans, undertakes annual, mid-term and completion assessments of progress achieved in the execution of sector plans and projects.

Next steps for orientation and training

All government departments at all levels, and stakeholders outside government will ensure that their personnel have the required skills and capacities to participate in Post-Disaster Needs Assessments and in the preparation of Post-Disaster Recovery Plans.

- Contact DSPPAC for orientation training on PDNAs and Recovery Plans.

Consultation and communication

Community-level consultations

As a core element of the Government of Vanuatu decentralization policy, its *Risk-Informed Planning, Budgeting and Monitoring Guidelines for Sub-national Government* integrates a community-driven development approach and community consultation into the local level development planning process. The approach incorporates guidelines for community risk mapping and profiling of community development priorities.

Recovery will be successful when it addresses all aspects of community life, is grounded in participatory decision-making and the involvement of both women and men in decision-making.

As the NDRF is rolled out and ni-Vanuatu become increasingly familiar with its steps and guidance, community perceptions of what constitute the most serious hazards and risks that they face and what their priorities are for addressing them, will assume a central place in the Framework.

Community perceptions of vulnerability, coping and adaptation systems, underpinned by traditional knowledge and cultural practices, are determined by local context, experience and history, which vary from island to island, community to community.

Consultations and communications with communities have to build on these perceptions and knowledge, but at the same time, sensitively introduce changes anticipated in the scope and magnitude of multi-hazard risks, exacerbated by the climate crisis. This new knowledge will lay the groundwork for communities to understand their evolving hazard and risk exposure and the innovative responses that will be required to assure their continued resilience.

Exploring innovative ways of building resilience will expose communities to a range of new challenges that require them, for example, to address: complex, community-specific land, environmental and economic issues; diversification of livelihoods and food production systems; or planning for resettlement beyond hazard-prone areas. Strengthening of community-specific social protection measures may require fundamental changes in established patterns of behavior, power relationships or in ownership or allocation of resources. This will not be easy and will require extensive discussion and negotiation.

Thus, consultation with communities and their participation in strategic decision-making is essential, but will take time. Preparedness can facilitate these processes and can help to define, in advance of any disaster event, critical consensus-based recovery and resilience-building measures.

Communication channels

In-person outreach and island-level consultations on the NDRF, linking the center, provinces, municipalities, area councils and communities, are required to elicit the perspectives of as many ni-Vanuatu as possible on their exposure to hazards, their risk mitigation strategies, their readiness to confront disasters and to recover from them. These will help to elaborate the NDRF further and ensure its relevance in different contexts.

Mass media and social media will also be used to familiarize citizens with the NDRF and elicit input.

95% of the population in Vanuatu now has access to mobile phone coverage. SMS is used by at least 50-60% of mobile subscribers and is the preferred mode of communication among young people, as it is free. SMS offers multiple opportunities for learning content, for popularization of the NDRF and, as experience has already shown, for communication and messaging in times of disaster.

Remote islands too distant to be linked by microwave have satellite linkages. Currently, coverage of broadband internet services is limited almost exclusively to Port Vila. There are approximately 11,000 internet users and 7,000 fixed line subscribers.

It is essential that all channels of communication are exploited to extend the reach of the NDRF and to elicit engagement in its development.

Next steps

- DSPPAC to coordinate with DLA, NDMO and other relevant stakeholders to establish a plan for regular communication and consultation with all ni-Vanuatu in rolling out the NDRF.
- DSPPAC to coordinate with OGCI, Telecommunications Radiocommunications and Broadcasting Regulator (TBRR), Digicel, Telecom Vanuatu and VBTC, to ensure that all ni-Vanuatu have access to one or more communication technologies or channels, and that provisions are made for regular communication and broadcasting of messages and programmes on rolling out the NDRF, assessing multi-hazard risks, disaster preparedness and recovery and on building local and national resilience to cope with and recover from disasters.

Implementation

Overall the National Recovery Committee will provide oversight of efforts and strategic approaches relative to the NDRF. Administratively the DSPPAC will coordinate thematic actions of the NDRF with stakeholders across government, non-government organizations, private sector, community-based organizations, donors and partners.

To support NDRF related initiatives and in assisting the oversight role of the NRC, it is envisaged that dedicated advisory groups will be established by the DSPPAC. These advisory groups will mainly cover matters, but not limited to, finance, culture, procurement, special measures, private sector, data, communications and research.

At a macro and sector wide level, the principles of risk informed development and resilient recovery must substantively integrate within all existing planning and budgeting processes. It is imperative that resilient recovery be coherently mainstreamed in the core components of development decision making and instruments. This ideally will occur by building capacity of development actors, enhancing the underlying development architecture and strengthening processes for risk informed development.

This Roadmap forms the broad platform of the NDRF. Accompanying the overarching framework elements of the Roadmap, is the need to further establish specific integrated implementation or action plans with key stakeholders. Roles and responsibilities in that regard will therein be specified.

DSPPAC, especially through the M&E Unit and the Disaster Recovery Unit, will closely work with sectors to monitor the roll out of the NDRF. Sectors will be supported to come up with relevant targets and indicators with respects to NDRF related outcomes. To ensure consistency with the Annual Development Report processes, formulated targets and indicators will align with the NSDP M&E Framework.

Effective support and collaboration across all levels of government, sectors and communities is required. The NDRF therefore needs to be effectively communicated by DSPPAC with all stakeholders in advocating for resilient recovery and risk informed development outcomes.

The NDRF is a living document which is expected to be regularly reviewed. Some of the steps are already in place, others still have to be developed, so this Roadmap will have to be revised and updated periodically, as more information becomes available.



Conclusion

The NDRF: National ownership, shared responsibility

The aim of this NDRF Roadmap has been to introduce ni-Vanuatu to the National Disaster Recovery Framework. The NDRF is applicable to guiding disaster recovery efforts after any kind of disaster. It is about protecting our common future. It is our shared responsibility to make it work, so it must be owned and shared by all of us as ni-Vanuatu.

The roadmap has outlined the steps required to make it work:

- be familiar with the growing disaster risks that Vanuatu faces;
- identify hazards and risks and their possible impact;
- ensure that the specific and separate rights of women and men are taken into account;
- ensure that special attention is given to the most vulnerable;
- ensure that environmental and social safeguards are in place;
- ensure that consistent data collection procedures are in place;
- ensure that systems for managing information are mutually consistent and accessible;
- ensure that operational procedures are appropriate to the needs of disaster management and post-disaster recovery operations;
- develop new legal guidelines that clarify roles and responsibilities for leading and coordinating post-disaster recovery;
- ensure that policies covering disaster risk management, disaster preparedness and recovery are actually implemented;
- ensure that ni-Vanuatu are familiar with, and can prepare, Post-Disaster Needs Assessments and Post-Disaster Recovery Frameworks;
- ensure wide consultation with ni-Vanuatu on rolling out and using the NDRF;
- ensure that all ni-Vanuatu have access to one or more technology/channel of communications.

Founded on our values

We should always remember that the foundations of the NDRF are built on our values, our traditions and our natural reaction to help each other in times of trouble.

Acronyms

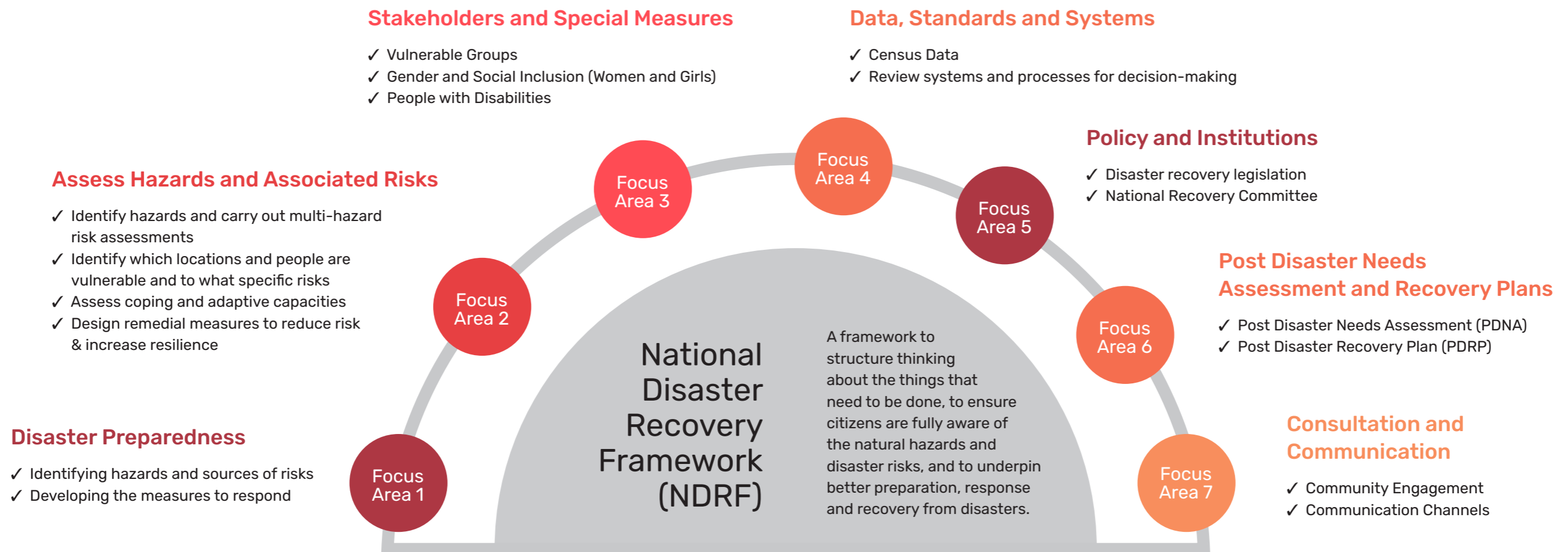
CAA	Civil Aviation Authority
CDCCC	Community Disaster and Climate Change Committees
CRVSD	Civil Registration and Vital Statistics Department
CTB	Central Tenders Board
DLA	Department of Local Authorities
DOE	Department of Energy
DPM	Department of Ports and Marine
DSPPAC	Department of Strategic Policy, Planning and Aid Coordination
GIS	Geographic Information System
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
MCCA	Ministry of Climate Change Adaptation
MFEM	Ministry of Finance and Economic Management
MIPU	Ministry of Infrastructure and Public Utilities
MOIA	Ministry of Internal Affairs
NBV	National Bank of Vanuatu
NDMO	National Disaster Management Office
NDRF	National Disaster Recovery Framework
NGO	Non-Government Organization
NRC	National Recovery Committee
NSDP	National Sustainable Development Plan
OGCIO	Office of the Government Chief Information Officer
PDNA	Post Disaster Needs Assessment
PMO	Prime Minister's Office
RBV	Reserve Bank of Vanuatu
TBRR	Telecommunications Radiocommunications and Broadcasting Regulator
VBRC	Vanuatu Business Resilience Council
VBTC	Vanuatu Broadcasting and Television Corporation
VCCI	Vanuatu Chamber of Commerce and Industry
VIRIP	Vanuatu Infrastructure Reconstruction and Improvement Project
VMGD	Vanuatu Meteorology and Geo-hazards Department
VNSO	Vanuatu National Statistics Office
VRCS	Vanuatu Red Cross Society

NDRF Structure

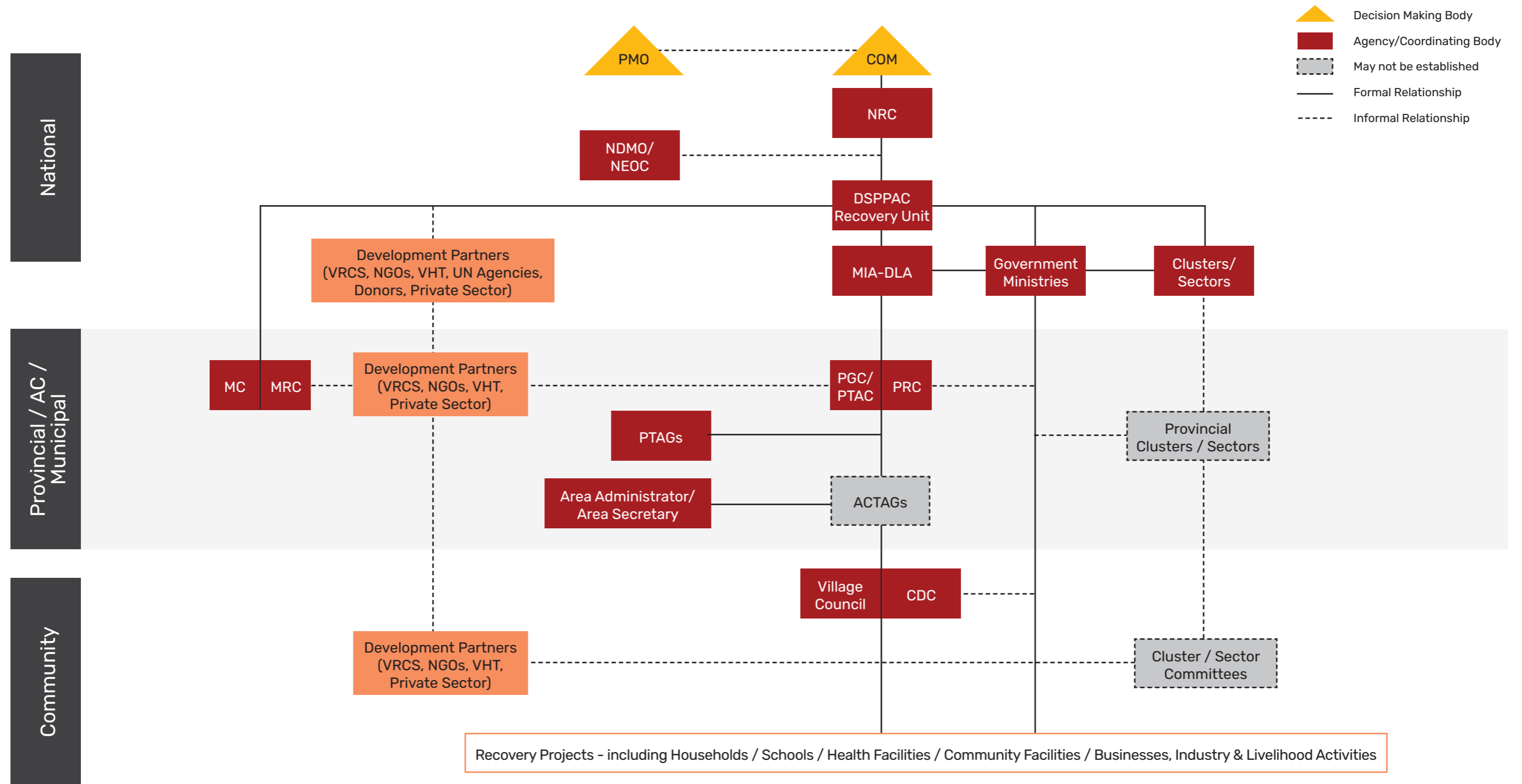
National Disaster Recovery Framework (NDRF)

A framework to guide a national response to disaster preparedness, immediate response and recovery. The framework helps to:

- > Assess the impact of disasters in daily lives and associated development plans.
- > Underpin preparation strategies and approaches to respond and recover from disasters.
- > Supports building knowledge and capacities, to respond and recover from disaster events.
- > Aligns to national strategies and development goals to ensure progress remains on track, despite the occurrence of disasters.



Proposed Recovery Structure



Endorsed by NRC, October 2019.

