



**ENHANCING DISASTER  
PREPAREDNESS FOR EFFECTIVE  
RESPONSE AND TO “BUILD  
BACK BETTER” IN RECOVERY,  
REHABILITATION  
AND RECONSTRUCTION**

**POLICY BRIEF**

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# **ENHANCING DISASTER PREPAREDNESS FOR EFFECTIVE RESPONSE AND TO “BUILD BACK BETTER” IN RECOVERY, REHABILITATION AND RECONSTRUCTION**

## **POLICY BRIEF**

**Charitable Fund “Right to Protection”**

**Project “Reducing Disaster Risk Vulnerability in Ukraine”**

Author:

Sofiya Shutiak, Strategic Analyst, CF “Right to Protection”

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## INTRODUCTION

The key research question is, “What should the criteria be for “Build Back Better” in planning the post-war reconstruction of Ukraine at the community level?”

This document is a follow-up to the preliminary work carried out to identify the extent to which the priorities of the Sendai Framework for Disaster Risk Reduction are included into Ukrainian public administration. It aims to propose changing the approaches to planning the development of local communities in compliance with the priorities of the Sendai Framework (hereinafter the “SFDRR”).

One must keep in mind that the goal of the SFDRR is to prevent new and reduce existing disaster risks through the implementation of integrated and inclusive economic, structural, legal, social, healthcare, cultural, educational, environmental, technological, political and institutional measures. These measures must be aimed at the prevention and reduction of hazard risks and vulnerability to disasters, increasing preparedness for response and recovery, and thus strengthening resilience.

The achievement of this goal is possible if intentional actions are taken (both within certain sectors and between them) by the public administration system at the local, national, regional and global levels in the four priority areas.

# **FOUR PRIORITIES IDENTIFIED IN THE SENDAI FRAMEWORK AS THE CRITERIA OF GOOD GOVERNANCE IN THE FIELD OF SECURITY**

## Priority 1

### **UNDERSTANDING DISASTER RISK**

Disaster risk management should be based on an understanding of disaster risks and their possible extent. For example, will wood drying due to high temperatures only result in the loss of wood in forests, or can it result in a wildfire that will affect the safety of people’s homes and their health? Timely identification of the extent of disaster risks, their impact on people and property, characteristics of hazards and environmental impacts lay the foundation for effective risk governance. Implementation of this priority is facilitated by proper monitoring of the state of environment, functioning of the unified state civil protection system and its subsystems.

## Priority 2

### **STRENGTHENING DISASTER RISK GOVERNANCE TO MANAGE DISASTER RISK**

Disaster risk governance at the national, regional and global levels is important in all sectors. Ensuring coherence between national and local structures, provisions, rules and public policy by the identification of roles and functions of those responsible for security management. Good risk management encourages public and private sectors to take action to avoid disaster risks and invest in measures for the prevention of natural disasters. Disaster prevention and reduction is carried out through both structural and non-structural measures aimed at improving the economic, social, healthcare and cultural resilience of people, communities, countries and their assets, as well as the environment.

### Priority 3

## **INVESTING IN DISASTER RISK REDUCTION FOR RESILIENCE**

Investment in the safety sector can be a driver of innovation, growth and job creation. Such measures are cost-effective and play an instrumental role in saving lives, preventing and reducing losses, as well as ensuring effective recovery and rehabilitation.

### Priority 4

## **ENHANCING DISASTER PREPAREDNESS FOR EFFECTIVE RESPONSE AND TO “BUILD BACK BETTER” IN RECOVERY, REHABILITATION AND RECONSTRUCTION**

Experience proves that disaster preparedness should be strengthened for greater response efficiency and ensuring chances for effective recovery. Past disasters have demonstrated that recovery, rehabilitation and the reconstruction phase, which requires preparatory work even before the disaster occurrence, are integral parts of “Build Back Better” through the integration of measures for disaster risk reduction into the future recovery. Thus, the better we have planned measures to avoid disasters or prepare to them, the better we are prepared for “Build Back Better”.

It is worth noting that according to this principle, an important role is given to inclusion. In particular, taking into account the interests of certain social groups, women, children and persons with disabilities is only possible through ensuring their participation in restoration and reconstruction.

The implementation of Priority 4 of the Sendai Framework will contribute to the achievement of the objectives of public administration reform in the three key elements of the executive power branch, namely the structures, procedures and people.

Planning the reconstruction of Ukraine, including through “Build Back Better”, has been a part of the political agenda since 2014. However, a national-scale discussion has begun after February 24, 2022. The National Council for the Recovery of Ukraine from the War has been established.<sup>1</sup> The Co-chairs, Secretary and members of the Council participate in its activities on a voluntary basis. The working procedure of the Council is set forth by the rules of procedure approved at its first meeting.

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<sup>1</sup> <https://www.kmu.gov.ua/diyalnist/nacionalna-rada-z-vidnovlennya-ukrayini-vid-naslidkiv-vijni/sklad-nacionalnoyi-radi-z-vidnovlennya-ukrayini-vid-naslidkiv-vijni>

A total of 24 working groups have been established<sup>2</sup> and more can be established later. Among those groups, only two, namely "Audit of Losses Incurred Due to the War" and "Construction, Urban Planning, Modernization of Cities and Regions of Ukraine" mention the "Build Back Better" principle in their materials (see the table below). However, the "Audit of Losses Incurred Due to the War" group only identifies the way this principle will be applied. In particular, according to experts of the group, "Build Back Better" means compensating 20 percent of the monetary value of identified damage to grain storage facilities, apiaries and perennial plantings, as well as of losses due to the death of farm animals and bees. Damage in other fields is just compensated without any additional investment. However, this is not the entirely right thing to do, given that amounts needed for recovery and especially for "Build Back Better" can be several times larger and must be calculated as accurately as possible in accordance with the procedure for loss calculation.

#### Materials of the working group "Audit of Losses Incurred Due to the War"

Compensation of direct losses is carried out for "Build Back Better", which means the amount of compensation for damage to granaries, apiaries and perennial plantings, as well as for losses due to death of farm animals and bees, must be 20% higher than the direct cost of replacement of the lost assets. All other categories of direct losses are compensated without the use of additional coefficients. Indirect losses caused by reduced production should be compensated in order to encourage the return to business of those farmers who were unable to start their production cycle due to military actions, occupation or minelaying. Compensation is calculated as the share of income equal to production costs. 50% compensation is suggested for loss of income caused by rise in the price of inputs.

#### Materials of the working group "Construction, Urban Planning, Modernization of Cities and Regions of Ukraine"

"Build Back Better" means that the restoration and development of settlements will be carried out on the basis of best international practices with the use of modern solutions and green technology. This will ensure a significant transformational leap for Ukraine's communities and regions.

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<sup>2</sup> <https://www.kmu.gov.ua/diyalnist/nacionalna-rada-z-vidnovlennya-ukrayini-vid-naslidkiv-vijni/robochi-grupi>

The option suggested by the "Construction, Urban Planning, Modernization of Cities and Regions of Ukraine" group is worthy of attention. However, for it to be fully implemented, it is necessary to develop a methodology that would allow for considering characteristics of specific sectors in the application of this principle. We suggest that such a methodology must take into account the following key points:

1. The assessment must be based on reliable data about the place to be "Build Back Better", the state of the environment, if the restoration is material (e.g., restoration of a village), and a transparent, accessible and clear mechanism for public services provision, if the restoration is non-material (e.g., provision of information support).
2. Reduction of territorial differentiation based on socio-economic development indicators.
3. Identification of functional types of territories, implementation of necessary regional development programs and projects in these territories, establishment of special mechanisms for the provision of government support.
4. Establishment of an effective system for the preservation of the environment by means of preparing strategic planning documents and implementing state policies for regions with consideration of environmental component, as well as by assessment and reduction of the anthropogenic and natural factors burdening the regions' environment.
5. Implementation of effective tools for government support of interregional integration, implementation of interregional programs, projects and facilitating community participation.

Documents for the restoration and development of regions and territories affected by the military aggression against Ukraine include:

- regional recovery and development plan;
- plans for the recovery and development of territorial communities.

# RECOMMENDATIONS FOR “BUILD BACK BETTER”

## I. THE CONCEPT OF RECOVERY OF REGIONS AND TERRITORIES AFFECTED BY THE MILITARY AGGRESSION AGAINST UKRAINE NEEDS TO BE IMPROVED

This is due to the fact that the concept of recovery of regions and territories affected by the military aggression against Ukraine is defined by the Law of Ukraine On Fundamentals of State Regional Policy as a set of priority organizational, financial and other measures aimed at the fast recovery of:

- critical infrastructure objects;
- social infrastructure;
- residential and public facilities to a condition that allows ensuring the return of internally displaced persons and refugees to the region, thus creating favorable conditions for the activities of all business entities.

This definition does not provide for the approach laid down in Priority 4 of the Sendai Framework.

**Firstly**, it does not provide for the possibility of involving internally displaced persons in the development of such plans. This is due to the fact that restoration plans are not included in the list of documents subject to strategic environmental assessment (hereinafter the “SEA”). In the absence of such discussion, it is impossible to take into account the needs of such persons and determine the conditions for their return. Regarding the favourable conditions for business entities, the algorithm for determining them and their relation to the needs of a region is unclear.

**Secondly**, as recovery plans are not subject to SEA, there is no way to start the consultation procedure in connection with them. Meanwhile, such procedure is important for determining environmental conditions and health risks in these documents.

**Thirdly**, as of today, no reliable data concerning the state of the environment in these territories is available, which makes it impossible to make reliable forecasts; in particular, there is no information about the ways to develop these territories.

## II. PLANS FOR THE RECOVERY AND DEVELOPMENT OF COMMUNITIES MUST UNDERGO A STRATEGIC ENVIRONMENTAL ASSESSMENT

Any local development project is a set of interrelated measures aimed at solving specific issues of community development, implemented to achieve the goals defined by a territorial community development strategy and/or a territorial community recovery and development plan.

If such a plan is based on a development strategy subject to strategic environmental assessment, this facilitates "Build Back Better", as all stakeholders are involved in the process, their needs and risks are taken into account, and the document is checked for compliance with environmental and health requirements. However, if a local development project is only based on a recovery plan that has not undergone SEA, the 4th priority of the Sendai Framework is not met for the mere fact that the measures planned have not been discussed with the people they were designed for. Moreover, this means that competent environmental and health authorities have not provided an exhaustive list of regulations to be observed during the implementation of such a project.

The conclusions are similar for regional development projects (investment and otherwise). Such documents can be developed based on two types of documents:

- those subject to SEA, i.e. State Strategy for Regional Development of Ukraine or regional development strategies, and / or
- those not subject to SEA, i.e. regional recovery and development plan.

This might lead to a case where a document affecting a macro-region, region or part thereof, drawn up in accordance with the form established by law and determining the actions of project participants and resources needed to achieve its objectives within a set timeframe, is prepared without a proper discussion with stakeholders. This effectively means non-compliance with the 4th priority of the SFDRR.

### III. CHANGES MUST BE MADE TO THE REGIONAL DEVELOPMENT STRATEGY IN ORDER TO UPDATE THE LIST OF FUNCTIONAL TYPES OF TERRITORIES AND INTEGRATE SUSTAINABLE DEVELOPMENT INTO ALL OF THEM

For better planning of the recovery and stimulation of the development of regions and territories, as well as for facilitating the implementation of special tools and mechanisms by executive authorities and local governments, the following functional types of territories need to be introduced:

- 1) recovery territories;
- 2) regional growth hubs;
- 3) territories having special development conditions;
- 4) sustainable development territories.

**Recovery territories** are micro-regions and territorial communities that were subjected to hostilities and/or temporary occupation and/or suffered damage to their critical infrastructure, social infrastructure and housing facilities due to military operations. This category also includes territories suffering sharp deterioration of the level of socio-economic development and significant displacement of the population to other regions and/or countries.

**Regional growth hubs** are micro-regions and territorial communities characterized by geographical, demographic and socio-economic indicators of development that are significantly better compared to other similar territories in the region. Their growth has a positive impact on the adjacent territories, regions and/or the whole country.

**Territories having special development conditions** are macro- and micro-regions and territorial communities characterized by low socio-economic development or having natural, demographic, international, safety or other objective factors restricting the fulfillment of such territories' potential for development. In order to implement differentiated measures for development support, this category must be further divided into separate functional subtypes.

**Sustainable development territories** are self-sufficient micro-regions and territorial communities having a socio-economic potential and are capable of balanced development in the economic, social and environmental areas.

#### **IV. PLANS FOR THE RECOVERY OF REGIONS AND TERRITORIES SHOULD BE PREPARED ON THE BASIS OF RELIABLE DATA REGARDING THE STATE OF ENVIRONMENT, WITH CONSIDERATION OF A FUNCTIONAL TYPE OF EACH TERRITORY, IN OBSERVANCE OF ALL EXISTING RESTRICTIONS AND WITH THE IMPLEMENTATION OF MEASURES NECESSARY TO COMPLY WITH ALL EFFECTIVE ENVIRONMENTAL OBLIGATIONS**

Plans for regional recovery and development are prepared by the central executive body that ensures the development of state regional policy, together with other central and local executive bodies in accordance with the procedure set forth by the Cabinet of Ministers of Ukraine.

The Procedure for preparation, public discussion and approval of programs for the comprehensive recovery of a region, territory, local community (or part thereof) and amending them should be amended to mention “Build Back Better”. The sources of primary data on which this document is based must be given in detail. Explanations as to the persons preparing such data and requirements for the studies to be used in the process must be given.

#### **V. REGIONAL DEVELOPMENT AGENCIES SHOULD PARTICIPATE IN THE PREPARATION OF EDUCATIONAL MATERIALS ON “BUILD BACK BETTER”, COLLECT SUCCESSFUL CASES AND DATA, ETC.**

It would be advisable to review the way of planning currently employed by regional centers and allow communities to use the services of research centers during reconstruction planning on a competitive basis. Special development commissions should be established.

Communication between public authorities in terms of data sharing, risk identification and development of recommendations for “Build Back Better” should be improved.