

COVID-19 Recovery Needs Assessment
Draft Guidance Note

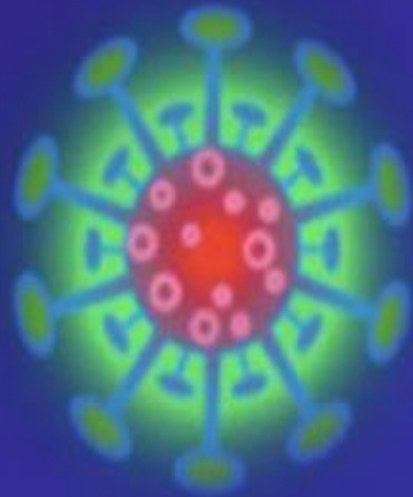


Table of Contents

Executive Summary	1
1. Introduction.....	3
2. Preparing for the Socio-economic Assessments of COVID-19.....	3
3. Designing the Assessments	4
Step 1: Identify pre-COVID 19 context	4
Step 2: Identify the effects of COVID 19	5
Step 3: Identify socio-economic impact	7
Step 4: Identify and prioritize recovery needs	9
Step 5: Develop a recovery strategy:	10
Annex I: Guide to assess effects and impacts of COVID 19	11
Macro-economic impact	11
Human Impact	11
Health sector.....	12
Education sector.....	13
Culture sector.....	13
Water and Sanitation sector.....	14
Transport sector	14
Tourism sector	15
Manufacturing sector.....	15
Commerce sector.....	16
Agriculture Sector.....	16
Cross-cutting issues	17
Annex II: Key links to Resources and Tools available in English, Spanish and French.....	20

Executive Summary

Covid-19 has led to unprecedented impacts on the economy, lives and livelihoods of nations, communities and individuals. This note sets out a methodology to assist governments to:

- Assess the overall socio-economic impact of the pandemic on the people including the various vulnerable groups, as well as on services and production of goods and governance;
- Identify priority needs for affected households and critical sectors of the economy;
- Recommend institutional mechanisms and policy measures to be undertaken in support of the recovery, including measures in place to prevent and mitigate a crisis of similar nature in future.

The note builds on the experience of over 70 post-crisis assessments undertaken within the partnership between United Nations, World Bank Group, and European Union under the 2008 Joint Declaration on Post Crisis Assessment and Recovery Planning. The methodology draws from the Post-Disaster Needs Assessment and Recovery and Peacebuilding Assessment methodologies with greater flexibility and a simpler approach to assessing and planning quick response to the pandemic, including the need for ongoing preparedness and maintaining measures to reduce transmission risks when restoring production and services. **This methodology builds on preexisting partnerships, brings in global expertise from across partners, does a macro, meso and micro level analysis and develops recovery needs with costs.** By bringing in key stakeholders, such as the EU, WB and other MDBs, bilateral donors, and civil society, under a coordinated and government-owned process, the CRNA can ensure alignment of the development community behind one comprehensive government-wide strategy which can be converted to common planning and financing outcomes.

The methodology provides for the flexibility to tailor to the COVID-19 context and needs of individual countries, and where helpful can complement or build on relevant assessments already undertaken or in progress. The methodology aims to be both rapid and light, and achievable within a 3-4-week period. It is built around the following 5 steps:

Step 1: Establish a baseline. Examine the general pre-pandemic financial, economic, social, cultural, and governance context to serve as a baseline to compare with post-pandemic conditions. This information includes data for all sectors and information on key development indicators of the country such as poverty levels, human development indicators, food insecurity status, gender inequality, spatial and horizontal inequalities, social exclusion, child rights violations and vulnerable groups, as well as preparedness capacities for this and other types of emergencies..

Step 2: Assessment of effects including estimating losses. Assess how all sectors and vulnerable groups are affected by the pandemic. This include a qualitative and quantitative assessment of the effects on all sectors of the economy but also effects on various vulnerable groups, their livelihoods and income, focusing on access to services (food, health care, education, water and sanitation, social assistance packages, etc.), grants and support by government and other stakeholders. The assessment of effects should include an estimation of the economic losses (loss of revenue, income, increased production costs) for the productive and infrastructure sectors such as agriculture, tourism, industry, transport etc. and identifying the increased expenditures due to COVID-19 for the social sectors (health, education), as well as income loss to households due to the lockdown. Where required, to simplify the methodology, a quantitative loss estimation may only be done for the productive sectors of the economy while the narrative for other sectors would describe the loss incurred by the sector. Cross-sectoral issues such as changes in employment and livelihood, social protection and human rights, gender, governance and environment will also be analyzed.

Government measures put in place in response to COVID-19, such as safety nets interventions, business and stimulus package, and its distributions amongst region and groups will also be included.

Step 3: Assessment of Impact. Use the findings to assess the impact of the pandemic on the economy and aggregated social impact on households. The macroeconomic impact should include an analysis of the impact of the confinement measures on **macro-economy** (country's revenues, expenditures, fiscal resources, balance of payments, imports and exports, GDP growth, and overall implications for external borrowing and balance of payments support) and the **social impact** in five areas 1) income 2) living conditions, 3) food and nutrition security, 4) social inclusion and 5) gender equality. It also looks at coping mechanisms of vulnerable groups. Where relevant, it should also examine the root causes and drivers of conflict as informed by a conflict analysis. Sources of fragility and potentials for peacebuilding/social cohesion should also be identified along with its implications for recovery planning.

Step 4: Estimate the recovery needs. These are drawn from the effects and impacts described in steps 2 and 3. The interventions directly respond to the COVID-19 outbreak, are identified in terms of short, medium and long term needs and per sector. Recovery needs target the most vulnerable groups in improving their access to all services (education, health, social protection, etc.).

Step 5: Recovery Strategy. The final step of the assessment is to develop a brief strategy with policy recommendations for the short, medium and long term with some guidance on implementation arrangements and accountability frameworks.

Detailed guidance is available for each sector taking into consideration the sector specificity. The tools for assessment include data collection and data estimation templates with annotated sector chapter outlines and checklist in key questions.

1. Introduction

COVID-19, declared by WHO as a global pandemic, is taking a heavy toll on humans, societies and economies. The impact of the pandemic itself, as well as the measures taken by governments to mitigate or contain the spread, is not limited to public health, but extends widely across economic and social sectors. The impact will be felt at the global, national, community and household level, with long-term implications for economic growth and human development. The crisis also affects gender equality with women forming most front-line responders, health professionals, community volunteers, and caregivers at home and in our communities. In addition, The COVID-19 pandemic has a direct impact on children's protection, their well-being and that of their parents and caregivers. The measures required to contain the virus, including school closure and stay at home restrictions increase risks for children. **Fragile and conflict-affected countries are less equipped not only to respond to the pandemic itself but also to cope with its socio-economic impact, particularly on the informal economy.** In addition, in any context the COVID-19 crisis or responses to it can ignite or exacerbate grievances over access to health and other basic services, decent jobs and livelihoods, fueling further conflict that could undermine long-term development, peace and social cohesion.

To assess the socio-economic impacts of the pandemic, a coordinated, harmonized assessment approach is needed between international humanitarian and development organizations, international financial institutions, and national governments. The approach set out in this note is derived from experience of the UN, World Bank and EU under the 2008 Joint Declaration on Post Crisis Response and Recovery Planning¹. Since 2008 these tripartite partners have assisted over 70 national governments assess and recover from both natural crisis (using a Post-Disaster Needs Assessment (PDNA) methodology) and conflict-related crisis (using a Recovery and Peacebuilding Assessment (RPBA) methodology). The assessment conducted under government leadership, can ensure coherent and aligned support from the international community behind a jointly developed national recovery strategy.

2. Preparing for the Socio-economic Assessments of COVID-19

The overall objective, scope and timeline of the assessment should be defined at the outset through the development of country specific Terms of Reference. This should show how the assessment will build on existing or ongoing assessments or plans. The ToR should also set out whether the assessment is one-off, or phased, with for example the first assessment addressing the immediate and short-term needs, and a subsequent assessment being more comprehensive and capturing the social and economic impacts across all sectors of the economy and on vulnerable communities.

Requests to support socio-economic assessments and recovery plans can be expected concurrently from several countries and regions. Existing response mechanisms, based on deployment of teams to support assessments, may not be feasible due to multiple requests and travel restrictions. Given this, the tripartite partners will **draw upon all available internal and external resources and establish internal orientation programmes to prepare staff to support these assessments.** These resources include national, regional and global experts who are trained PDNA/RPBA practitioners. Regional Development Banks, International Financial Institutions, Regional Intergovernmental Organizations and bilateral donors, many of whom

¹ https://www.undp.org/content/dam/rpba/documents/docs/JointDeclaration_Sept2008.pdf

have partnered in assessments, may also provide additional resources. **A roster of PDNA/RPBA trained personnel has been updated to check their availability for assessments.**

A country-based steering group led by government and including representatives of UN, WB, EU and other key institutions and organizations should be established to coordinate the assessment. The country level team will receive **technical support from headquarters and regional levels, with team members assigned specific responsibilities.**

Training tailored to COVID 19 can be provided by the tripartite partners to the **in-country steering group and assessment team members through a webinar.** A clear division of labor between the country level steering group partners, assessment team members and headquarters support team will maximize efficiency and avoid duplication. While planning these assessments, **suitable communication** networks and protocols will be needed to facilitate working together from remote locations. All the **sector chapters and reports should be peer reviewed for quality assurance and endorsed by the Government.**

In addition to the national assessments, there could also be a need for regional and global assessments aimed at understanding the distribution of impact across the regions and countries and recommend measures for global recovery. The Tripartite partners can support these assessments either as **stand-alone assessments or aggregating from national assessments.**

All assessments would be based upon requests from governments and undertaken under government leadership. The methodology can be modified to meet the needs articulated by the government, with the UN, WB, and EU country offices available to provide guidance on the methodology.

The assessment should be carried out in a short timeframe of three to four weeks while remaining flexible in terms of **timing** taking in account the various scenarios in countries and **government's priorities.**

Following assessments, a regional or global level platform may be established with all stakeholders to facilitate the flow of funds and investments for socio-economic recovery of countries.

3. Designing the Assessments

To assess the full extent of the socio-economic impact and identify recovery needs, a five-step approach is suggested. This builds on experience of PDNAs, of the work of ECLAC in assessments for epidemics, and the **conflict sensitivity guidance for PDNAs and RPBA's.** The five steps of the assessment are described below

Step 1: Identify pre-COVID 19 context

To ensure a clear understanding of the impact of the pandemic, the first step is to examine the general pre-pandemic financial, economic, social, cultural, and governance context to serve as a baseline to compare with post-pandemic conditions.

General information to be collected will include:

- Availability of pre-pandemic assessments;
- Pre-pandemic macro-economic performance: real GDP growth – global and per sector, inflation rate, employment rate -global and per sector, HH and government consumption rate, gross fix

- capital formation, import and export of goods and services data, consumer price index, national and local budget revenue, import dependency on medical goods and on food;
- Pre-pandemic demographic, socio-economic, geographic, ethnic and cultural information including information on sub-regions and other sub-groups which are poor, vulnerable to abuse and exploitation;
 - Pre-pandemic data on poverty, human development, health including maternal and mental health, infectious diseases, food insecurity, gender inequality, gender based violence, spatial and horizontal inequalities, social exclusion, child protection, disabilities and vulnerable groups;
 - Pre-pandemic data for each impacted sector;
 - Nature and extent of pre-crisis risk and vulnerabilities to fragility, conflict and violence, including conflict analysis and conflict sensitivity analysis;
 - Pre-pandemic coping mechanism, mechanisms for conflict resolution, social cohesion status, underlying grievances and conflict dynamics, and institutional capacities for inclusive response;
 - National development plans, poverty reduction strategies;
 - Reports from the Joint External Evaluations of national preparedness and response capacities as per the International Health Regulations (IHR 2005), and the National Action Plans for Health Security; and
 - Reports from National Human Rights Institutions on promotion and protection of human right including ability of marginalized groups to access services.

Conflict sensitivity and Social Cohesion will be applied to the extent possible in all assessment and the RPBA methodology can provide experience and analysis of context and the causes of conflict-related crisis.

Step 2: Identify the effects of COVID 19

The next step is describing the effects on the various sectors of the economy and on the most vulnerable groups of people. To do this analysis, it is important that data is collected on the sector effects from government ministries and departments. Primary data can be collected through a sample survey of most vulnerable groups only if existing data does not provide accurate information on the effects.

In addition to the description of how the pandemic itself affects health and service delivery and its distribution, it is important to describe how the implementation of the different specific measures governments have taken to mitigate or contain the spread of the disease has affected and will continue to affect the overall social and economic situation in the short, mid and long-term. In doing this, it is important to consider different scenarios for these restrictions being lifted (how and at what speed), and to consider the impact of each of the different scenarios on safely restoring production and delivery of services.

Following the description of effects, **the assessment will focus on identifying changes in economic flows/loss for each productive sector impacted** (e.g. production and revenue losses, contingent expenditures, loss of income from stocks). The loss would comprise the increased expenditure on health interventions and other sectors such as education and culture. Wages lost due to disruption of services, utilities and businesses, the job loss for the self-employed, layoffs (temporary or not) for wage earners and the loss of income and/or discrimination of the most vulnerable groups (e.g. ethnic or religious minorities, migrants, refugees and IDPs) will also be assessed. The assessments for COVID-19 need to be designed carefully, attributing losses directly and clearly to the economic and social effects of the pandemic only.

The effects of the pandemic will need to be estimated on sectors and across sectors:

- **Effects on social sectors:** Effects on **health** sector: Increased expenditures to respond and treat COVID-19 and maintain essential services and reduced revenue due to policies to suspend user fees and postponed care services. Some examples include equipment (ventilators, personal protective equipment), expended hospital capacities and HR, inpatient care and outpatient extra care costs, temporary hospitals, epidemiologic surveillance, testing, quarantine facilities, communication campaigns, forgone revenue from suspending user fees and postponed care services, research on treatment and vaccines. Effects on **education**: school closure, costs for remote and distance education, effects on children including potential risks of violence in the home and online. Closure of school feeding and the impact this has on poor households. Effects on social welfare and care of children: diminishing support networks, limited social interactions, parental wellbeing and lost opportunities for play, stimulation and social-emotional development. Effects on **culture**: museum and culture sites closures, concerts cancelled, etc. Social cohesion and conflict sensitivity will be considered across all the sectors,
- **Effects on infrastructure sectors:** Effects on **transport** both external and internal: decline in operational revenue, incomes; Effects on **water and sanitation** sector: additional costs of provision of temporary water, restoration of water and sanitation services, increase in operational costs due to use of alternative sources of water supply, wastewater and solid waste disposal, decline in operational revenues, additional cost for water quality testing and provision of water treatment chemicals and reagents, etc.
- **Effects on productive sectors: tourism, trade, commerce, manufacture, agriculture:** loss of revenues, incomes. Increased expenditures in vital sectors that remain functional to adhere to safe production and delivery of goods and services. The effect on income-generating activities is especially harsh for unprotected workers and the most vulnerable groups² in the informal economy. To estimate losses³, it would be important to develop the labor-absence coefficient affecting all socio-economic activities and identify the source of losses - the percentages that could be attributed to the reduction of demand and supplies, absence of labor, social distancing and other factors.
- **Cross-cutting issues:** assessing 1) effects on **employment and livelihoods** (revenue losses for businesses, especially among smaller enterprises, and increased vulnerability to income loss and layoffs for workers), 2) **social protection including child protection and human rights**, 3) Effects on **governance** – focusing on impact on state and local capacities including e.g. public security, access to justice as well as impact on tax revenues, capacities of local governments to strengthen social cohesion and deliver national plans in a conflict sensitive manner. The assessment will also focus on how government responses are distributed across different regions and groups 4) differential effects

² E.g. workers with limited access to health services and social protection. Without appropriate policy measures, these workers face a high risk of falling into poverty and will experience greater challenges in regaining their livelihoods. Those who continue to work in public spaces, in particular health workers, are exposed to significant health and economic risks. In the health sector, this affects women disproportionately.

³ In the absence of other data, the ILO is currently monitoring the labor market situation and producing regular estimates based on changes in working hours, which reflect both layoffs and other temporary reductions in working time. Working hours lost are then translated into employment loss. See www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/briefingnote/wcms_740877.pdf

on **gender** (e.g. increased domestic violence), 5) effects on **migration, environment** (both positive and negative), **psychosocial** effects from confinement.

In addition to the above, the assessment will examine very closely the effects of the pandemic on socially excluded groups including groups that are discriminated on grounds of religion, disabilities, ethnicity, migrants, refugees and IDPs and the negative long-term consequences of their lives and the society. It will review the effects on child protection: violence against children, child labor, child marriage, etc. The analysis will include information on people's access to services, their coping mechanisms and their recovery needs. This information will be based on a qualitative assessment. Other sectors impacted by COVID 19 could also be included in the assessment, and their losses could be estimated. The full methodology for loss estimation is presented in the respective PDNA sector guidelines and online training course (links provided below)⁴.

Step 3: Identify socio-economic impact

The in-depth analysis of the **socio-economic impact** will be key in understanding and prioritizing recovery needs.

The confinement measures taken by governments will seriously affect the **macro-economy** as a whole, given the **reduction of economic activities** in diverse sectors and **disruptions in supply chains** due to **quarantine measures** and **border closings**. The macro-economic assessment will consider the impact on the **country's revenues, expenditures, fiscal resources, balance of payments, imports and exports, GDP growth, and overall implications for external borrowing and balance of payments support**.

It should also estimate the impact of the **global economic developments**, outside the control of the individual country (travel restrictions-reducing trade, strong economic slowdown in other countries, prices of raw materials-for export/import).

The **government expenditures on rapid response measures**, its distribution across regions and groups, and the expected allocations for recovery would suggest **how the country's fiscal resources are strained**, and if it would have implications for **external borrowing** and **balance of payments support**.

The assessment will take into consideration **the social and human impact of the pandemic**. Along with mortality and morbidity —the **human impact assessment** will consider the effect on **livelihoods** (unemployment, loss of income including remittances, indebtedness) and deprivation in basic **living conditions** (access to healthcare, education, water). In addition to the specific indicators for human impact, the CRNA will assess the impact of the pandemic on social cohesion, inequality and stigma.

The disruption of food supply and demand combined with decrease in purchasing power will also have a negative impact on **food and nutrition security**, especially for the poor and most vulnerable population and in countries with pre-existing food and nutrition insecurity. The gradual economic recovery pace might also lead to medium-to long-term food and nutrition insecurity.

⁴ The guidelines for PDNA assessments are available for 19 sectors, which could be consulted (links to guidelines provided below). **The data templates are also available for each sector, which could be modified to suit the needs of this assessment.** The PDNA online course is recommended for a quick overview of the process and methodology.

The **social inclusion** and human development dimension will also be analyzed. The increase in **poverty and extreme poverty** and its impact on most vulnerable groups will be identified (the poor, ethnic and religious minorities, the elderly, FHH, children, people with disabilities, etc.). Other key considerations include social cohesion, negative coping mechanisms, human rights, migration, displacement, and psychosocial and mental health.

The impact of COVID would have a significant **gender dimension**⁵ reflected through increase in discrimination against women, and rise in domestic violence including against children, the disproportionate loss of livelihoods, increase in unpaid domestic and care work, etc. These social impacts should be disaggregated as much as possible to understand from not only a gendered perspective, but that of refugees IDPs, migrants, host communities and other vulnerable groups measured through the livelihood, food security, social inclusion, gender equality, and living conditions indicators. The gender dimensions of these impacts should also be analyzed in the context of children's socialization, their lives and the stress of experiencing or witnessing increased violence, abuse or neglect in the home environment.

The analysis will also have to consider the impact of pandemic on the **informal economy**, which plays a major economic role in low- and middle-income countries by contributing to jobs, incomes and livelihoods. Informal economy workers lack basic protection, including social protection coverage, are disadvantaged in access to healthcare and childcare services and have no income replacement if they stop working in case of their own or their family members' sickness or as a result of a lock down. With other vulnerable groups, they experience greater challenges in regaining their livelihoods during the recovery period.

Fragility/conflict analysis: Particularly for fragile contexts, it would be appropriate to incorporate in this step a dedicated analysis of effects of the pandemic on known **drivers of fragility and conflict**, for example related to: perceptions of unequal access to resources and basic services; levels of trust in state institutions; social cohesion; (non-)implementation of previous peace agreements. This analysis should include an assessment of risks exacerbated by COVID-19 as well as sources of resilience and social cohesion pathways and suggest implications for the prioritization of recovery initiatives. **Sensitivity to new and pre-existing drivers of fragility and conflict** should be considered both during the assessment itself as well as in the recovery programme. **Assessments in these countries can build on and should make use of the conflict sensitivity guidance already developed for both PDNAs and RPBA**s, and on the experience from RPBA in understanding the context and underlying drivers of fragility and conflict, and the related risks and opportunities. In fragile contexts, partners are encouraged to consider a tailored 'PDNA/RPBA' process that combines the more elaborated sector-focused assessment methodology of a PDNA, with the strength of an RPBA in ensuring political dialogue and consensus-building with a strong emphasis on addressing the underlying drivers of conflict.

More details on how to assess effects and impacts of COVID 19 are presented in Annex I.

⁵ Approximately 70 per cent of workers in human health and social work activities, who face serious risk of contracting COVID-19 in the workplace, are women. See www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/briefingnote/wcms_740877.pdf

Step 4: Identify and prioritize recovery needs

The analysis of the social and economic and human/social impact of the pandemic by sectors as well as the combined macro-economic and human impact would then support the identification of recovery needs.

The recovery needs can be drawn up within the framework of the European Union, the World Bank and the UN Secretary's General's global response strategies which emphasizes the need to tackle the immediate emergency, address the social and economic needs and help governments and communities recover better. Investments resulting from these programmes should incorporate elements of "building back better" integrating environmental, social, institutional, conflict sensitivity, social cohesion, and do no harm considerations.

One of the main objectives is to develop interventions to revive economic activities, generate employment opportunities, ensuring conditions for a timely and secure recovery. Governments will need to identify means to build and support national and community resilience to pandemic crises by improving services and institutions to manage interconnected risks and appropriate measures to mitigate or contain a pandemic while maintaining critical societal functions and minimizing economic impact. These could include introduction of risk financing systems and support social protection programmes, such as reinforcing or introducing social safety nets to support population severely affected by the pandemic, or by any shock. It will also include core capacities as required under the International Health Regulations for health systems preparedness and response measures etc.

The care of the elderly, vulnerable children, people with disabilities, migrants, imprisoned populations or those living in confined spaces and others who have emerged as the most vulnerable or socio-economically affected group in course of the pandemic outbreak, would remain one of the most important priorities. The situation of children without parental care (such as children in street situations), children in institutions (whether for alternative care or in detention) should also be analysed.

The recovery measures could be presented in 3 phases:

Phase 1: short term measures to respond to the immediate socio-economic and fragility impact to ensure continuity of basic social services including social safety nets for vulnerable households and child care, prevent bankruptcy of critical businesses and manage future risks: health emergency intervention, financial support and fiscal relief to productive sectors, introducing or expanding social protection for the most vulnerable who lost income, support effective state-society communication etc.

Phase 2: medium term measures to restore economy and support people resilience: e.g. fiscal stimulus, employment retention schemes, economic stimulus including childcare, governance and social protection systems, including cash transfers to most vulnerable population, tax relief, waivers, concessions and subsidies, psychosocial support programmes.

This phase will also continue social protection to most vulnerable families even as steps are being made to restore livelihoods and the economy. Gaps and challenges in accessing these services which address people directly and indirectly affected by the pandemic would be important to understand the process of recovery. This can also include the impact of pandemic on prison populations and protocols for police on implementing to response.

Targeted action to restore women's livelihoods, compensate for loss of informal employment and loss of access to resources would need to be taken so as to ensure that the pandemic would not reverse progress towards gender equality. One such targeted action is strengthening family friendly policies including flexible work, parental leave, breastfeeding support and affordable, accessible quality childcare are critical to revitalizing economies and ensuring women's return/continued participation in the workforce. It would also address the consequences of diverting resources and attention away from general public health to COVID-19, as well as with health needs that will arise because of the measures.

Supporting accountability measures to monitor the equal access of services including for those at risk of being left behind e.g. through supporting civil society, communities and national human rights and oversight institutions (e.g. Court of Auditors or Parliamentary Audit Committee) can be explored, as well as mitigating risks of corruption and lack of accountability by strengthening oversight. Ensuring equitable distribution of recovery resources is important; to this end it may be necessary to invest in tools for sustained state-society dialogue and effective grievance mechanisms.

Phase 3: medium to long term needs will include measures to build national and community resilience to pandemic crisis. For example, it will include strengthening or establishing risk financing systems, core capacities as required under the IHR for health systems early warning, preparedness and response measures, good governance and institutional changes emerging from the lessons learnt during the crisis etc. This medium to long term phase may also look at strategies to mainstream and implement social cohesion within each sector for delivering basic services and strengthening national and local planning, and implementation capacities to support inclusive engagement with various groups like women, youth and traditionally marginalized.

This phase could also support business continuity planning to strengthen the resilience of enterprises and supply chains; wider dissemination of occupational safety and health practices to ensure the safety of workers and workplaces, family friendly policies and practices; integration and application of DRR and BBB principles in various sectors for reduced risk and increased resilience such as necessary reforms of the health and education sectors and other key sector of the economy and governance systems. It could also help national disaster management agencies in updating preparedness plans for managing multiple risks such as when disasters happen in the context of an ongoing pandemic response.

Step 5: Develop a recovery strategy:

The final step is to develop a socio-economic recovery strategy that will include details related to policy and strategy, implementation, financial and coordination mechanisms for the recovery implementation. **The recovery strategy that is rights based, gender responsive, inclusive and conflict sensitive should be an essential component of these COVID-19 assessments.** To the extent possible, the strategy should address pre-existing vulnerabilities and causes of fragility.

It is important that the socio-economic recovery strategy also links into the national development goals, the SDGs and where possible draw from and feed into other country planning documents including the UN common framework for action the WB Country Partnership Framework, the EU multi-annual and annual programming etc. The recovery strategy will include the paths to withstand future shocks better and help achieve necessary transformation towards its longer-term development objectives.

Annex I: Guide to assess effects and impacts of COVID 19

The annex draws on experience that includes the PDNA methodology, the UN ECLAC guidance on pandemics⁶, and a case study prepared to estimate economic losses after a pandemic.⁷

This section needs further support from specialist agencies to provide more detailed information on how to assess specific effects of COVID 19 in the respective sectors (e.g. WHO for Health, UNICEF for education, child protection and water and sanitation, UNESCO for culture, WB and ILO for transport, tourism, trade, commerce and manufacture, employment, livelihoods and EU and WB for social protection, EU, WB and UNDP for governance, DRR and for other cross cutting issues including Human Impact assessment. The sectoral analyses should include distributional aspects, inequalities and exclusion, which could imply higher marginal costs.

Macro-economic impact

The macro-economic impact of the confinement measures taken by governments to contain the spread of the virus, is reflected in production disruption (supply chain and market), financial impact on firms and on financial markets. The macroeconomic assessment will include analysis of temporary macro-economic imbalances: GDP growth, tax revenue and expenditure and fiscal deficit, supply and demand shocks, employment -global and per sector, inflation rate, HH and Government consumption, gross fix capital formation, import and export of goods and services, consumer price index and national and local revenue, worsened debt deficit.

Estimation of macro-economic impact due to the pandemic

	Pre-pandemic	Post-pandemic
GDP growth, global and per sector		
Inflation rate		
Employment rate (global and per sector)		
HH & Gvt consumption rate		
Gross fix capital formation		
Import and export of goods and services		
Consumer price index		
Tax/revenue fee losses national and local		
COVID 19 rapid response expenditure measures		

Human Impact

The human impact of COVID19 and social distancing / quarantine measures will be serious and widespread, as people struggle with the combined effects of unemployment and income loss, constrained access to healthcare, lack of hand-washing facilities, school closures, disruptions in the food supply to markets which will affect farmers and increase food insecurity and malnutrition, among other stressors. The poor and most vulnerable will be most affected, and the number of people who falling into poverty and extreme poverty is likely to increase. The assessment will measure this human impact, and identify needs and social protection measures including safety nets and poverty reduction strategies.

⁶ UNECLAC: Handbook for Disaster Assessment, April 2014 <https://reliefweb.int/report/world/handbook-disaster-assessment>

⁷ Roberto Jovel, Case Study on Estimation of Economic Losses after an Influenza Pandemic In a Small Island Country of the Caribbean, PAHO and ECLAC, 2010.



Income poverty	<ul style="list-style-type: none"> No of people falling under the poverty line No of people falling into extreme poverty Vulnerable geographic areas, population groups 	Poverty-reduction measures needed
Living conditions & Multidimensional poverty	<ul style="list-style-type: none"> Impact on living conditions, health, wash and education Increases in deprivations No of people falling into multidimensional poverty Vulnerable geographic areas, population groups 	Social protection measures needed
Food security	<ul style="list-style-type: none"> No of people who are food insecure No of people at risk of food insecurity Geographic areas and pop groups vulnerable to food insecurity 	Safety nets needed
Social inclusion & Gender equality	<ul style="list-style-type: none"> National social protection schemes in response to COVID19 Vulnerable groups (ethnic / religious minorities, poor, unemployed, informal sector workers, FHH, elderly, children, people with disabilities, etc.) Spatial inequalities Impact on women / men / girls / boys 	Targeted measures for vulnerable groups and women; Inclusive measures to leave no one behind

Health sector

During the pandemic, there would be a sharp increase in expenses for caring for people affected: increases in expanded hospital capacities and HR, inpatient care and outpatient extra care costs, building temporary hospitals, epidemiologic surveillance, testing, contact tracing, isolation, quarantine facilities, communication campaigns, forgone revenue from policies to suspend user fees and from postponed care services. Furthermore, there are increased costs for governance and coordination of the response and managing risks through preventive interventions and communication with communities. Information can be provided by the Ministry of Health.

The **human effect** on the health sector: the effect on people’s access to ‘normal’ health services, including pre-natal and post-natal care, the elderly and nursing homes, vulnerable populations most affected by restricted access to health care, the impact on violence against women and on mental/psychosocial health. While these may be qualitative assessments, the interventions to address these effects will be estimated as recovery needs.

Estimation of losses in the health sector due to the pandemic

PRODUCTION OF GOODS AND SERVICES	Cost for purchasing Equipment, medical	Costs for maintaining and reorganizing essential	Reduced revenue due to suspending user fees and reduced utilization	Other expenditure; IPC, lab/testing, points of entry, etc
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	supplies and medicines,	health services, coordination	points of entry, etc)	
GOVERNANCE AND DECISION-MAKING PROCESSES	Health emergency coordination	Surveillance and information systems	Cost of additional human resources	Cost from increased administrative functionality of governmental institutions at central, regional and local levels
RISK REDUCTION/RESILIENCE	Preventive campaigns	Risk communication	Investments to address priority gaps in IHR core capacities	

Education sector

Schools, universities and other education centers closed, remote and distance education modalities developed and deployed to mitigate the negative learning losses. The number of children and youth affected by school closures, and the impact on girls versus boys.

Estimation of losses in the education sector due to the pandemic

PRODUCTION OF GOODS AND SERVICES	Costs for implementing alternative learning modalities and alternatives to School feeding	Costs for safe school operations (cleaning/disinfecting schools)	Wage losses
RESTORATION OF GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from increased administrative functionality of governmental institutions at central, regional and local levels	Cost of additional human resources with technical skills	
RISK REDUCTION	Cost of awareness campaigns in schools	Cost of provision of safety measures	

Culture sector

The stay at home policy and the closure of arts, entertainment and recreation sites will result in important losses in the culture sector.

Estimation of losses in the culture sector due to the pandemic

PRODUCTION OF GOODS AND SERVICES	Costs for implementing alternative cultural modalities	Loss in revenue	Wage losses
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RESTORATION OF GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from increased administrative functionality of governmental institutions at central, regional and local levels	Cost of additional human resources with technical skills	
RISK REDUCTION	Cost of awareness campaigns in media for alternative culture events		

Water and Sanitation sector

Disruption of water and sanitation services due to lack of water treatment chemicals and spare parts, reduced Operation & Management capacities and stress on water and sanitation infrastructure will result in sectoral losses.

Estimation of losses in the water and sanitation sector due to the pandemic

PRODUCTION OF GOODS AND SERVICES	Cost of provision of temporary water, sanitation for additional demands due to COVID 19	Cost of water quality testing and provision of water treatment chemicals and reagents
GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from increased administrative functionality of governmental institutions at central, regional and local levels	
RISK REDUCTION	Increased awareness campaigns on sanitation practices and hygiene	Cost of provision of safety measures

Transport sector

In the **transport** sector, the losses need to be estimated based on labor absence, social distancing measures and the fear of infection caused by the spread of pandemic, in addition to reductions caused by generally reduced economic activity. The values of normal revenues for these sub-sectors on an annual and monthly basis could be ascertained and included in the table below. Road transport losses due to social distancing measures are to be estimated in correspondence to the decline factor of sales in wholesale and retail trade. The closure of airports, reduction in tourism and consequent reduction in air travel can explain the losses in aviation sector. Maritime transport losses due to labor absence can be estimated using the labor-absence coefficient times the monthly production of the subsector. The percentage of total losses for each sub-sector could be estimated based on comparison with the normal annual and monthly revenue.

Estimated Revenue Losses in the Transport Sector due to Pandemic

PRODUCTION OF GOODS AND SERVICES	Loss of revenue	Wage losses	Other losses (e.g. increased in cost for safety measures)
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GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from changes in structure of service provision	Cost of additional skilled labor	
RISK REDUCTION	Cost of awareness campaigns	Cost of provision of safety measures	

Tourism sector

In **Tourism** sector, there would be a sharp decline in the arrival of foreign tourists. The information upon decline in tourist arrivals in the country could be obtained from the Ministry / Department of Tourism. As tourism activities nearly stopped in the country, employment in the hotels and restaurants would suffer significantly, at rates much higher than the labor absence due to the pandemic estimations, and those individuals that were employed in the sector would face unemployment and significant income losses.

Estimation of losses in the tourism sector due to the pandemic

PRODUCTION OF GOODS AND SERVICES	Loss of revenue	Wage losses	Other losses (e.g. increased in cost for safety measures, nonperformance of pre-disaster credit loans from operators)
GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from changes in structure of tourism service provision	Cost of additional skilled labor	Nonperformance of pre-disaster credit loans from operators
RISK REDUCTION	Cost of awareness campaigns	Cost of provision of safety measures	

Manufacturing sector

In **Manufacturing** sector, the total value of production losses in all the three categories -- micro-enterprises, small & medium enterprises (SMEs) and large-scale industries-- could be estimated by combining the value of demand decrease or monthly gross production for each of the categories, which are available for a country or sub-national unit with the coefficient for labor absence as well as social distancing, which could be determined. The value of losses in production must be estimated as the difference in normal monthly production and the actual post-pandemic monthly values.

The **human effect** on the manufacturing sector and across all productive sectors such tourism, industry : the number of enterprises affected (micro, small, medium), and the number of those owned by women and by men.

Estimation of losses in the Manufacturing Sector due to pandemic



PRODUCTION OF GOODS AND SERVICES	Loss of revenue and bankruptcies	Wage losses	Other losses (e.g. increased in cost of raw material due to less availability, safety measures, nonperformance of pre-disaster credit loans)
GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from changes in structure of manufacturing service provision	Cost of additional skilled labor	Nonperformance of pre-disaster credit loans
RISK REDUCTION	Cost of awareness campaigns	Cost of provision of safety measures	

Commerce sector

In **Commerce** sector, there would be sales losses in the wholesale and retail trade subsector which are due to labor absence social distancing and other measures to counter the spread of the virus as well as generally reduced demand. These losses could be estimated by combining the decreased demand or value of monthly gross sales with the labor absence coefficient. In the retail sector, the sales losses could be estimated due to social-distancing measures and decreased demand. Once the sales losses in both the wholesale and retail trade sectors are estimated, the value of total losses and its percentage to the total gross sales losses of the sector under normal conditions could be estimated.

Summary of Sales Losses in the Commerce Sector due to pandemic

PRODUCTION OF GOODS AND SERVICES	Loss of revenue and bankruptcies	Wage losses	Other losses (e.g. increased cost of raw material due to less availability, safety measures, non-performance of pre-disaster credit loans)
GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from changes in structure of commerce service provision	Cost of additional skilled labor	Non-performance of pre-disaster credit loans
RISK REDUCTION	Cost of awareness campaigns	Cost of provision of safety measures	

Agriculture Sector

In the agriculture sector, the Covid-19 outbreak and subsequent containment measures may result in disruptions at all stages of the food chain, including the food supply and the food demand. Losses need to be estimated based on decreased production due to lack of inputs, labor or demand; impossibility to

harvest due to containment measures affecting movement or labor; production losses due to lack of phytosanitary or veterinary services/inputs; increased production and transportation costs; trade losses due to containment measures disrupting market chains and volumes both in country and from imports, to closure of shops and to decrease or shifts in demand; storage costs for unmarketed products. In addition there could be damages in the waste of perishable stored products due to different marketing constraints.

The disruptions in the supply chains could lead to an increase in food prices, which combined with income losses would constraint households' access to food and result in food insecurity and possibly malnutrition.

The **human effect** on the agriculture sector: constraints to people's access to markets and food due to social distancing and quarantine measures, including physical and monetary constraints, and constraints on farmers' access to transport and markets (food supply and availability), potential impact on food insecurity, including number of people who are food insecure or at risk of food insecurity and vulnerable geographic areas.

Estimated losses in the agriculture sector due to pandemic

PRODUCTION OF GOODS AND SERVICES	Losses from decreased food production and sales	Revenue and wage losses	Increased food production and supply costs	Cost of depleted or wasted food stocks (damage)
GOVERNANCE AND DECISION-MAKING PROCESSES	Cost from changes in structure of service provision	Additional cost of provision of agricultural support services in safe conditions	Increased import costs	
	Cost of awareness campaigns	Cost of supportive policies (e.g. social protection, safety nets, school feeding alternatives)		

Cross-cutting issues

Gender, Governance, Employment, Livelihoods and Social Protection, Environment (positive) and DRR will also be included in the assessment using a similar methodology.

In the **Employment, Livelihoods and Social Protection** cross-cutting sectors, the number of work days lost and the increase in unemployment are normally based on the baseline data (number of employees, disaggregated by gender, in a sector/type of employment) and on the production losses estimated in the formal economic sectors (estimate of the income losses on the basis of the estimated value of changes in flows for all the productive sectors). The reduced income flows and job losses will result from the decrease in production and services due to both lockdowns and other measures implemented to counter the spread of the virus (social distancing, etc.), on the demand side, and supply chain disruptions and absence of workers, on the supply side. Changes in flows sustained by the informal sector should also be estimated.



Social protection measures taken to cover basic needs during the lockdown period should also be captured.

The **human effect on the employment and livelihoods sector**: the number of people affected by unemployment and income loss, disaggregated by gender, and estimate on the potential number of people/households who may fall below the poverty line and into extreme poverty.

	Before pandemic	After pandemic
	# work day (per gender, age group, activity, region)	# work day lost (per gender, age group, activity, region)
Employment formal		
Employment informal		
	Type and amount of social protection measures	Additional social protection measures
Social protection		

Governance Sector assessment

Governance Sector assessment would analyse the impact of COVID-19 on State actors for public administration at central and local levels, the legislature, local governments (at all existing levels of territorial administration), the judiciary, and public security bodies while non-state actors can include non-governmental and religious organizations, traditional structures, community-based groups and the private sector.

Governance assessments also need to consider the broader political economy and social context in which the recovery effort is taking place. This includes the particular legal and policy framework that may have been put in place in the response including the extent to which restrictions are placed on civil liberties and fundamental freedoms and whether these are being enforced in line with international standards respecting the dignity and rights of people, particularly marginalized groups. Assessments should also consider the restoring the functioning of governance structures that may have been suspended in the response, including parliament and independent mechanisms.

The losses for the **governance** sector need to be considered in order to adjust and revise a realistic budget for service delivery including basic and social services as well as public goods such as rule of law. The following losses should be measured:

GOVERNANCE AND DECISION-MAKING PROCESSES	Losses in tax revenue at national and local level	Costs for Surveillance and information systems	Unfulfilled Government commitments (salaries, pensions, stipens..)	Cost from increased administrative functionality of governmental institutions at central, regional and local levels (e.g. security)
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Gender issues in the assessment

The differential impact of the pandemic and quarantine measure on women/girls and men/boys will be assessed, across the relevant sectors and particularly in employment and livelihoods, commerce and manufacturing, agriculture, health, education, and water/sanitation. The analysis will cross-reference against the baseline data on gender inequality (in levels of poverty, employment, income, participation in agriculture, access to basic services). The assessment will address protection concerns such as domestic violence which is increasing as a result of Covid19. Needs will be identified for targeted measures needed across all sectors to respond to the specific challenges and needs of women/girls, including social protection and safety nets measures.

Child Protection Issues

As a result of the pandemic, children are impacted by three factors: the direct health impacts of COVID-19 (parents dying etc), the measures required to contain the virus (including school closure and stay at home restrictions), and the longer-term effects of economic hardship. As a result of these factors, there is an increase in the risk of violence, neglect and abuse of children. It puts stress on parents and care givers who may already be anxious due to loss of jobs and fears of ill health. The CRNA will assess the psychosocial impacts on children including disruption of services that support children within schools and childcare institutions. It will assess the disruptions in birth registration; negative coping strategies adopted by families which may include child labor and child marriage; increased numbers of child separation from parents; weakening of existing governance and services for child rights monitoring; increases in gender-based violence; disruptions or gaps in mental health and psycho-social support (MHPSS) services, disruptions and gaps in services for children needing alternative care or for children newly entering care; etc. Needs will be identified for targeted measures to respond to these areas—for example, the use of new platforms for social services (strengthening online, phone or other digital platforms for support), communication campaigns and outreach, capacity building for the social service workforce, and increased costs for governance and coordination of the promotive, preventative and treatment services are some which can be anticipated.

Annex II: Key links to Resources and Tools available in English, Spanish and French.

Weblinks to PDNA Guidance

- <http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/pdna.html>
- <https://www.gfdr.org/en/pdna-volume-b>
- https://ec.europa.eu/fpi/what-we-do/recovery-and-peacebuilding-assessments-and-post-disaster-needs-assessments_en

PDNA Online training course:

- <https://unatlas.learn.taleo.net/learncenter.asp?id=%31%37%38%34%31%30&sessionid=3-22BB9DCD-7AAB-4889-9810-716373EC1CD7&page=125>
- <https://olc.worldbank.org/content/post-disaster-needs-assessment-pdna-online-training>
- <https://agora.unicef.org/course/info.php?id=21745>

Weblink to RPBA guidance:

- www.recoveryandpeacebuilding.org