

**IASC  
Cluster Working Group on  
Early Recovery**

**Background Paper for CWGER Workshop  
8–9 June 2006**

**Clarification, Challenges and Report Back**

**“Early Recovery is recovery that begins early in a humanitarian setting  
and is guided by development principles.”**

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## 1 SUMMARY

Following a period of consultation and contribution from members of the Cluster Working Group on Early Recovery (CWGER) of the Inter-Agency Standing Committee, this background paper provides further clarification of the nature of Early Recovery (ER), the work of the CWGER, and summary of challenges related to early recovery. The document concludes with reports on work carried out during the first 6 months of 2006 in the areas of global capacity development, natural disasters, roll-out in three post-conflict countries, and the identification of lessons learned.

This paper defines Early Recovery as recovery that begins early in a humanitarian setting and is guided by development principles. This is achieved through a multi-dimensional process – encompassing livelihoods, shelter, governance, environment, and social dimensions, including the reintegration of displaced populations – that stabilizes human security and addresses underlying risks that contributed to the crisis.

This paper serves as a background paper for the forthcoming CWGER workshop on the 8 and 9 of June in Geneva. The objectives of the workshop are:

- To improve shared understanding of ER and the work of the CWGER
- To examine and clarify the role of the CWGER
- To agree on an achievable implementation plan for the second half of the year.

The workshop will be a facilitated process, during which a priority will be given to exchange and interaction of participants. The expected outcomes of the workshop will be:

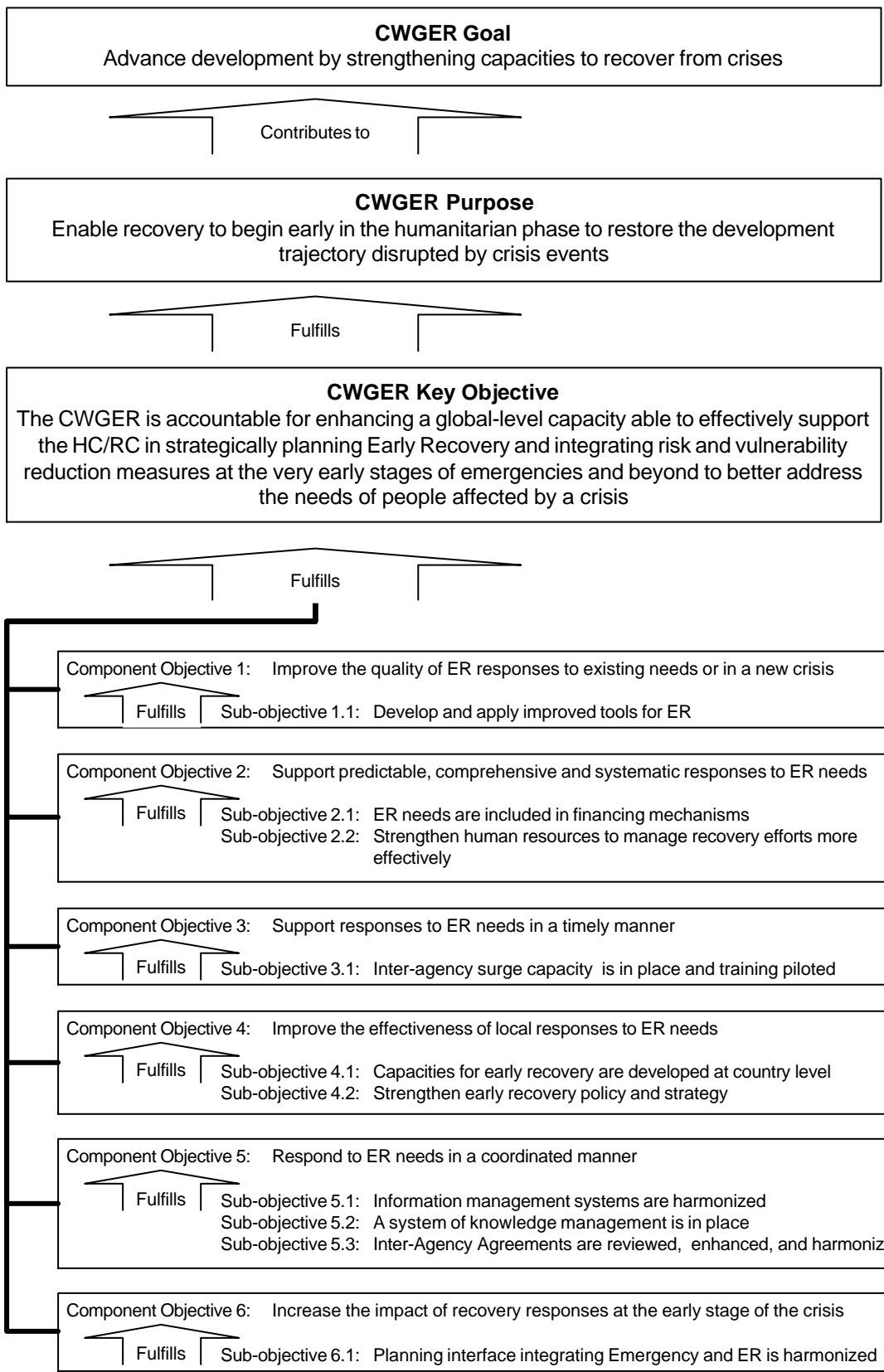
- Clarity on ER issues
- A sense of ownership of the Cluster by the members
- Agreement on a plan of action for the Cluster lead, Cluster focal points and Cluster members

The workshop will also serve as an opportunity to jointly review the coming 6 months of the CWGER work plan (July – December 2006) by building on experiences in DRC, Liberia and Uganda, and lessons learned from the response to the Pakistan earthquake..

The objectives of the CWGER – as agreed upon by the group at the beginning of the year - are displayed on the next page. It is suggested that the work planning exercise for the coming months is based on these objectives and focused on the proposed sub-objective level and on achieving the proposed component objectives.

Participants of the workshop are asked to familiarize themselves with the objectives of the CWGER as displayed in the table on page 4 and the definition and scope of Early Recovery as outlined in this paper.

## 1.1 CWGER Objectives



ER Early recovery  
CWGER Cluster Working Group on Early Recovery

HC/RC Humanitarian Coordinator/Resident Coordinator

## 2 INTRODUCTION

The Humanitarian Response Review and other recent reform initiatives have highlighted the need to improve the predictability, timeliness, and effectiveness of a response to humanitarian crises. The reviews have suggested to focus on strengthening leadership and accountability by setting up 'clusters' of humanitarian response in 9 key areas.

Early Recovery was identified as a key cluster and subsequently the IASC Cluster Working Group on Early Recovery (CWGER) was formed at the global level, consisting of 18 UN and non-UN members<sup>1</sup> from the humanitarian and developmental communities<sup>2</sup>.

The members are committed to:

- Develop and operationalize common cluster services, tools, strategies, and products; and
- Actively contribute to and support the achievements of cluster objectives.

In 2005, the CWGER conducted a mapping and analysis of existing capacities for early recovery among cluster members. The following areas were identified as gaps that need to be addressed on a priority basis:

- Development of tools and methods;
- Fast, predictable mobilization of technical expertise through rapid deployment capacity;
- Integrated programming of humanitarian and recovery-related interventions;
- Knowledge management; and
- Inter-agency agreements for CWGER members.

The CWGER work plan of 2006 has been developed by focusing on these key issues, however, implementation of the work plan has been felt challenging by cluster members. The main challenge is well summarized by one cluster member: *"We are facing challenges in understanding what the cluster approach meant practically; linking it to existing systems/approaches; putting into practice its principles and concepts; engaging our own staff (both HQ and field); and finding resources to carry out planned activities. The challenges have felt even bigger when trying to roll out the cluster approach at country level."*

The planned workshop on the 8 / 9 of June responds to the requests of several agencies to have an in-depth discussion about the role of the CWGER and to review and adjust the work plan for the second half of 2006..

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<sup>1</sup> Membership of the CWGER is expanding with the addition of OHCHR, which will ensure integration of human rights across early recovery interventions.

<sup>2</sup> They include: FAO, ICRC, IFRC, IOM, OCHA (including its Internal Displacement Division), OHCHR, UNDP (Cluster lead), UNFPA, UNHCR, UNICEF, WFP, WHO, as well as ILO, the ISDR Secretariat, UNDGO, UNEP, UN-HABITAT, and UNV. The last six, though not members of the IASC, were invited to join in view of their work in early recovery.

### 3 CLARIFICATION OF EARLY RECOVERY

Recent discussion of CWGER members have recommended the need to clarify the definition, scope and role of early recovery and create a common understanding of early recovery at the global level that can systematically and coherently be communicated to field level clusters.

#### 3.1.1 *Defining Early Recovery*

**Early Recovery is recovery that begins early in a humanitarian setting and is guided by development principles.**

**This is achieved through a multi-dimensional process – encompassing livelihoods, shelter, governance, environment and social dimensions, including the reintegration of displaced populations – that stabilizes human security and addresses underlying risks that contributed to the crisis.**

In practice, Early Recovery (ER) means:

- Working on/preparing for recovery as soon as possible during the humanitarian phase (assessment, planning, resource mobilization, implementation);
- Influencing the way humanitarian assistance is administered, to avoid dependencies and the rebuilding of risk;
- Supporting spontaneous recovery initiatives of the affected population;
- Establishing the basis for longer-term recovery.

Recovery must be a nationally owned process, with the fullest possible engagement of national and local authorities in the planning, execution, and monitoring of recovery actions. Particularly in post-conflict settings, Recovery activities are jointly identified with the State and are critical to building state legitimacy and public trust.

The focus of **recovery programmes** is on communities, systems, institutions – bolstering household self-reliance (e.g., through early restoration of livelihoods), re-establishing state functions, and rebuilding economic and social capital. Programmes are driven by the need to stabilize and restore state capacities to manage and direct the development phase.

The delivery of recovery services takes place through the rebuilding/restoring/reinforcing of national and local systems, including the identification and training (or re-training) of personnel. Inter-agency coordination is assured through the Resident Coordinator system. This work is lead by the Resident Coordinator, supported by the UN Country Team.

***ER occurs in parallel to humanitarian activities, but its objectives, mechanisms and expertise are different.*** Thus, there are opportunities to advocate for mainstreaming recovery perspectives within humanitarian relief.

#### 3.1.2 *Early Recovery responsibilities*

Inter-agency coordination in the humanitarian phase is assured through the Humanitarian Coordinator (HC) and the IASC. The main ER actors at national level are governments who have the lead role for all post crisis activities, and civil society institutions. They should be supported rather than substituted by:

- Development actors;
- Humanitarian actors – Humanitarian and development actors are often one and the same, with double mandates (e.g., UNICEF, the WHO, the Red Cross Movement, Oxfam, etc.).

There is also a need to ensure links and cohesion between early recovery activities of UN agencies within the IASC context and the broader recovery efforts being undertaken within the UNDG framework.

### 3.1.3 *Clusters and Sectors*

A 'sector' is a specific area of humanitarian activity. A 'cluster' is a group of organisations and other stakeholders working together to address needs in one of these specific areas.

The key differences between these two approaches is accountability, and the responsibility of cluster leads to act as the 'provider of last resort'. The IASC recognizes that the latter, as it relates to complex clusters, needs to be applied in variable ways. It is possible to 'provide education' or 'provide health', but no one agency can 'provide recovery'.

The cluster approach is part of the Humanitarian Response Reform agenda. The cluster approach was initially designed to address the problem of 'gaps', i.e., areas where agencies were failing to work together to address common sectoral issues.

### 3.1.4 *The role of the **global** Cluster Working Group on Early Recovery (CWGER)*

This group at the global level strengthens system-wide technical capacity and preparedness for ER.

The CWGER provides an opportunity to bring both humanitarian and development agencies together, including the Red Cross Movement and INGOs. . At the country level, the cluster approach aims to bring a cluster of relevant agencies together to achieve effective and coordinated ER assistance.

While the global-level clusters – their composition and designated lead agencies – are already firmly defined, it is important to emphasize that the cluster approach should be applied in the field in a flexible manner in line with the country-specific context.

CWGER has the important role to advocate for ER whenever possible as early recovery is often misunderstood and / or under-supported, either because it fails to create interest or because it is not tackled in an appropriate manner. In order to fulfil the early recovery requirements, international organizations need to strengthen their capacity in the field and take on activities in ER.

Resources need to be mobilized at the global level and the Cluster Appeal needs to address donor concerns about prioritization, comprehensiveness, benchmarks, and impact.

### 3.1.5 *When to initiate and role out an early Recovery cluster **in country/in the field***

At the in country level, the cluster leadership approach can be activated based on the following criteria:

- a major emergency in a country (a new crisis or dramatic deteriorations of an existing situation);
- the HC/RC with the Country Team requests the cluster activation;
- when humanitarian action in a country is considered inadequate, with gaps existing in response.

The IASC Principals decided that the cluster approach will be applied to all new major emergencies, starting January 2006. In addition, the cluster leadership approach is being rolled out to a limited number of existing emergencies, currently DRC, Liberia, Uganda and Somalia.

However, the field level cluster does not have to mechanically reproduce the set up and structure of the global early recovery cluster.. The early recovery cluster structure should be

set up with a degree of flexibility, based on the existing capacities and strengths of UN Country Teams, IASC partners, and the national institutions in the country.

The country IASC (or UNCT) will review the existing capacity and mechanisms to identify a suitable set-up, so that it does not impose itself on or duplicate the existing functioning mechanisms. While the IASC could decide that an ER cluster will not add value at this point, the basic principle is that there should be no gap in response capacity and/or coordination.

Development actors should be deployed earlier (a) to strategize, plan for, prepare or implement recovery programmes; and (b) to ensure humanitarian programming 'does no harm'.

**Resource mobilisation:** At country level, the early recovery cluster should consider strengthening the ER components of existing mechanisms for mobilizing resources, such as the CAP, as well as consider credible alternative mechanisms.

**When to exit:** Until now, the global-level debate has not yet defined the exact role of the humanitarian clusters **beyond the emergency phase**. However, it is expected that some cluster will continue while others stop working. The suggested practice is that the country IASC will decide in coordination with UNDG at what point ER moves to a coordination arrangement applicable for broader transition and recovery, with the government playing the lead role. UNDG and the global are still discussing this issue.

## 4 LESSONS LEARNED FROM IMPLEMENTING THE CLUSTER APPROACH

### 4.1 In disaster settings

#### **General**

- Advocacy is needed to develop a coherent understanding of ER, as well as to raise its priority.
- In coordination with government agencies, there needs to be more effort to link the central level structures with local and community organizations, and establish links with other local actors, such as NGOs and CSOs.
- The UN system's programme prioritizes the restoration of livelihoods of the poorest and most vulnerable. However, governments' rehabilitation and reconstruction plans prioritize physical infrastructure works and do not include support to assist the rehabilitation of those most in need.
- Efforts to step up community-based early warning and preparedness must be increased and made an integral part of any recovery, reconstruction, and development plan.
- When local governments and decentralized institutions possess good organizational capacity and the tools and resources required to support risk reduction activities, then response and recovery is faster. This local organizational capacity must be maintained and enhanced, as it also reduces human and material losses.
- Existing/traditional coordination mechanisms and systems need support in order to become effective enough to address numerous actors at the grassroots and civil society level. This will also reduce confusion and overlap of function.
- There is a need to harmonize, update, and disseminate preparedness and response protocols and plans in coordination with government agencies, UN system agencies, NGOs, and civil society organizations, as well as ensuring the participation of specialized personnel in response, recovery, rehabilitation, and reconstruction processes. Periodic testing and validation of these plans may add to the effectiveness of the response and recovery efforts.



- Information systems that go beyond the relief/response phase and into the recovery, rehabilitation, and reconstruction are essential if risk reduction and ‘build-back-better’ elements are to be included in the reconstruction plans.
- For months after a disaster, humanitarian needs exist simultaneously with ER priorities. A response to humanitarian need will therefore run in parallel with the recovery and rehabilitation activities.

### ***Cluster approach***

- There needs to be more guidance from agency headquarters on the implementation of the cluster approach in order to reduce confusion about role, function, and relations with governments and other clusters at global, country, and field level.
- As cluster lead, UNDP needs to assume a strong leadership and coordination role during the assessment, priority setting, and strategic planning stage of the ER process.
- The CWGER is instrumental in the monitoring, strengthening, elaboration, and adoption of guiding principles for recovery.
- More emphasis needs to be placed on avoiding a high turnover of cluster heads and ensuring their leadership skills.
- Leading a cluster demands the availability of dedicated resources and a team of people that can support essential functions, such as setting up and maintaining field-based clusters; soliciting information from cluster members on progress in ER; and information management.
- It must be remembered that CWGER members were primarily accountable to their own agency and not to the cluster lead.
- The CWGER needs clear cluster activation procedures, and a predefined exit strategy should guide its termination.
- The CWGER should be established systematically and include strategic linkages with government authorities in order to be able to identify entry points for supporting policy and programmes in accordance with ER priorities identified during the needs assessment process.

### ***Tools***

Building on the ER needs assessment process, standard assessment methodologies need to be developed.

### ***Resource mobilization***

The ER framework can be used as a tool to mobilize resources, such as in an early briefing with the government and the donor community.

## **4.2 In roll-out countries**

***(the ER cluster working group will identify these lessons during the workshop)***

## 5 CHALLENGES

The objective of the Early Recovery Cluster is to improve the predictability, timeliness, effectiveness, and efficiency of humanitarian and development-related action from the early phases of the humanitarian response to a crisis. Generating self-sustaining, nationally owned, and *resilient* processes for post-crisis political and economic management is a complex problem. It is now possible to identify the key challenges faced in the next period.

The IASC, through the CWGER, has a role in assisting countries in addressing these challenges. The following approach is reflected in the work of the CWGER, as are the issues of gender and youth.

### 5.1.1 *Situational Challenges*

#### **Challenge 1: Prioritizing recovery**

While emergency relief is vital to mitigate loss of life and suffering, it does not address the underlying causes that brought about the disaster, nor does it automatically stimulate rapid recovery. In some cases, humanitarian assistance has exacerbated vulnerability by creating dependencies and hampering the self-help initiative of the affected population. Similarly, well-meaning humanitarian actions may actually detract from recovery actions unless there is coordination between them.

#### **Challenge 2: Institutional capacity**

Major disasters may negatively affect the capacity of authorities at the national and local level. Damage to public buildings and infrastructure and the loss of life of civil servants reduce a government's ability to assess, plan, and implement ER interventions in a proactive and timely manner. This can result in delays in the start-up of the recovery process.

#### **Challenge 3: The tyranny of rush**

Societies affected by a major disaster tend to seek rapid and visible solutions to restore normalcy, often at the cost of more sustainable and durable solutions that address the causes of the disaster. This rush can work against opportunities for change, risk reduction, and sustainable development.

#### **Challenge 4: Livelihoods and risk**

The affected population usually engages in spontaneous recovery efforts as soon as the conditions permit, in an attempt to restore its livelihoods. These spontaneous and vital contributions may aggravate the conditions of risk that created the disaster in the first place. ER support mechanisms can provide guidance on, for example, existing risk levels, improved rebuilding techniques, and policies that guarantee a more equitable and participatory recovery process.

#### **Challenge 5: Secondary threats**

Secondary threats need to be considered early in the recovery process to ensure appropriate planning and the continued safety of the population.

### 5.1.2 *Institutional Challenges*

#### **Challenge 1: Institutional relationships**

**State Actors:** CWGER must be sensitive to the way it interacts with national and state actors at all levels of authority, not just with the central government, as our involvement can give or undermine the legitimacy of political actors.

**Humanitarian Coordinator / Resident Coordinator (HC/RC):** Integrated support structures for the HC/RC functions are clearly desirable and provision must be made to accommodate

different competency profiles. Often staff competencies required for coordination of recovery differ significantly from those required during humanitarian coordination.

**OCHA:** The cluster lead, UNDP, needs to establish a coordination mechanism for recovery. Currently, UN Country Teams are developing their own, ad hoc solutions. In some cases, the mandate of the OCHA office is extended into the recovery period, sometimes resulting in a confusion of roles, mandates, and funding.

**UNDGO:** The CWGER needs to coordinate closely with UNDGO on issues related to the move from an internationally-driven coordination of ER action during the immediate post-conflict or post-disaster period, to a coordination of recovery led by the government with the support of the RC and UNDGO.

**IFIs:** A common understanding and agreement between the UN and the World Bank on their respective roles, comparative advantages, and areas for closer relationships is needed. This is particularly true with regard to the management of multi-donor trust funds, as recent experience indicates that these are not designed optimally for funding immediate post-conflict or post-disaster needs.

**DPKO:** The review of the Integrated Mission Planning Process affords the UN a unique opportunity to strengthen impact in post-conflict settings. The CWGER will work with DPKO and other parts of the UN at field level to address challenges to good coordination, linkages between various missions and IASC planning processes, and shared common services.

**PBSO:** The new peace building reforms, in particular the Peace Building Support Office (PBSO), can impact positively through CWGER on the attention, strategic direction, and funding devoted to recovery programmes.

**Red Cross Movement:** Both the ICRC and IFRC are standing members of the CWGER. More work needs to be done to move towards closer planning and implementation. It is of paramount importance to retain the collaborative relationships developed during the humanitarian phase whilst building relations with governments during the recovery phase.

**NGOs:** Progress has been made in the CWGER's outreach with NGOs. It is expected that, as the implementation progresses, the CWGER members will ensure full engagement of relevant NGOs. The CWGER should also engage earlier with INGOs, national NGOs, and civil society. NGO coordination remains a challenge for the design and the implementation of recovery programmes.

**ISDR:** The work of the CWGER needs to be formally integrated into the broader UN system policy of disaster reduction. The International Strategy for Disaster Reduction (ISDR), has adopted a broad framework for managing and reducing natural disaster risks. The Hyogo Framework of Action identifies post-disaster recovery as one of the three key strategic goals to reduce disaster risk by "integrating disaster risk reduction efforts in post-disaster recovery and rehabilitation processes".

**Donors:** While humanitarian funding is far from sufficient, funding for recovery programmes is even more problematic. Although commitment has clearly been made by OCHA to allow the CAP to be used as an appeal mechanism for ER activities and surge capacity for RC Office coordination support, donor response to ER programmes is still scarce and a challenge for CWGER.

### ***Challenge 2: UN system policy and strategy on recovery***

While early recovery has been defined a key cluster in 2005, early recovery issues have not yet been mainstreamed into UN agencies. Currently, early recovery issues are understood and dealt with only by a number of selected actors (i.e International Recovery Platform (IRP)) and consequently, ER interventions have remained ad hoc and unpredictable in character and impact.

Addressing this challenge requires a solid body of expanded UN system policy and strategy that is evidence-based, understood, and accepted by both donor and programme countries,

with a definition of the scope of ER, good practices and documented tools, and norms and standards.

### ***Challenge 3: Post-disaster recovery assessment and planning***

Under the coordination of OCHA, there are well-known and accepted procedures and mechanisms for the provision of immediate life-saving humanitarian assistance. No such procedures and mechanisms exist in support of the early recovery of local economies and their urban centres in the aftermath of disasters. There is not yet a unified tool in place to ensure that data collected on damage and losses informs ER planning and the economic impact assessments necessary to secure reconstruction financing.

Important opportunities for establishing linkages and taking advantage of synergies between humanitarian and recovery information exist and should be further explored (i.e., similar requirements for baseline information required for humanitarian, ER, and reconstruction purposes). A needs assessment methodology comparable to the Post-Conflict Needs Assessment (PCNA – developed by UNDG and the World Bank) is currently in development to fill this important gap.

### ***Challenge 4: Post-disaster recovery coordination***

In the humanitarian assistance phase, the UN system often takes on a strong coordination role. However, governments usually resume full coordination responsibilities in the post-disaster recovery process. The UN system role in recovery is, thus, to support and build government capacity to coordinate, rather than to substitute for that capacity. Since recovery processes typically continue for several years, this constitutes an enormous challenge for UN Country Teams, which require additional resources for coordination over long periods.

There are a number of mechanisms to support the HC/RC in the humanitarian coordination function. However, recovery coordination is strengthened only on a case-by-case basis through support from UNDP-BCPR, from the DGO, and from specialized agencies in their particular sectors.

In addition, the UN system has encountered difficulties in adequately addressing coordination issues with IFIs in the early recovery period, given that HC/RCs are fully preoccupied with coordinating humanitarian assistance. UN recovery support to governments must be substantive to be able to add value to strategy setting and planning in key sectors such as livelihoods, governance, environment, and shelter, and strengthening capacities at the national and local levels.

### ***Challenge 5: Post-disaster recovery capacities***

A key challenge when supporting post-disaster recovery is the lack of predictable surge capacity within the UN system, both in terms of the human resources as well as the knowledge of post-disaster recovery tools and approaches.

There is no system-wide approach to support the RC and UNCT in recovery. Therefore, UN capacities in disaster risk management and recovery will have to concentrate to support the RC and UNCT in high-risk countries, for example, through the roll-out of National Disaster Reduction Advisors. Whilst this will help, the deployment of surge capacity is still a requirement in the case of major large-scale disasters.

All too often, recovery interventions are standalone programmes, implemented in parallel to the on-going development portfolio as though no disaster had happened. Thus, when major disasters completely reconfigure the development context in a country, it must be ensured that existing UN system planning mechanisms are revised.

### ***Challenge 6: Resource mobilization for post-disaster recovery***

There is a fundamental gap in the capacity of the international system to support post-disaster recovery due to the absence of appropriate resource mobilization mechanisms.

In recent major natural disasters, recovery components have been included in the humanitarian Flash Appeal. Whilst this has enabled the mobilization of an increasing volume

of resources for individual agencies for recovery, this practice also presents a number of disadvantages, such as the short implementation period granted for flash appeal projects, which correspond with the planning horizon of ER interventions.

#### ***Challenge 7: Post-conflict strategic planning***

The logic behind the Post-Conflict Needs Assessment methodology that was jointly developed by UNDP, the World Bank, and the UNDG, includes a comprehensive situation analysis and assessment of needs. This cuts across the governance, security, economic, and social dimensions, and comprises an analysis of conflict and/or disaster risk. This strategic planning process should reflect the priorities of the host country as determined by national actors themselves.

#### ***Challenge 8: Post-conflict stabilisation***

The strategic planning exercise will identify the priorities and define the sequence of specific interventions that are required to stabilize security, economic activity, social structures, and governance mechanisms.

Externally-led implementation includes the development of the medium- to long-term capacity of the state to implement basic social and economic programmes. National actors need to be taking the lead at the earliest stages of the recovery process. This implies encouraging their involvement whilst building their capacity to carry out a dedicated role.

#### ***Challenge 9: Integrating key guiding principles of capacity development and crisis risk reduction and prevention***

Whereas a lot of international support has been provided for building physical or economic infrastructure in post-conflict situations, not enough has been invested in building an 'infrastructure for peace'. Years of conflict erodes institutional mechanisms that help facilitate consensus around contentious issues through the participation of multiple stakeholders. The absence of such national resources can lead to a relapse into conflict.

The recovery period offers unique opportunities to build for peace consolidation, non-violent conflict resolution, and disaster risk reduction. 'Building back better' is a key concept of recovery work, as is getting countries on track to reach longer-term development goals such as the MDGs.

The challenge for post-crisis response is to ensure that humanitarian agencies, within rights-based approaches, do no harm and do not maintain causes for conflict or disaster risk, or create dependency.

### **5.1.3 Gender Challenges**

Most crises cause a significant change in gender relations and roles, and gender inequalities are often exacerbated during crisis situations, particularly armed conflict. Women tend to be more vulnerable to the short and longer-term impacts of natural disasters and complex emergencies. In their communities or in displacement camps, women and girls are vulnerable to gender-based violence and exploitation, thus their protection is an important issue. Crises can also create opportunities for women to assume new roles in their families and communities. As men and boys are mobilised as combatants, killed or captured, women and girls often remain as the sole providers and protectors for their families, sometimes with some older traditional leaders.

In this perspective, there is an acute need to carry out systematically, as early and thoroughly as possible in an emergency situation, a gender analysis that covers all categories of a given beneficiary population, with sex-disaggregated data. A gender analysis can indeed increase significantly the relevance, effectiveness, and impact of humanitarian aid. It enables field workers to better assess local needs, vulnerabilities and capacities, as the basis for designing more appropriate programmes. It also highlights opportunities and resources among women and other affected persons. Gender analysis needs to be further translated into implementation, monitoring and evaluation.

Gender analysis furthermore helps linking humanitarian aid with longer-term development assistance. Using a gender perspective supports international commitments made by UN agencies, other international organisations and the European Commission, in the overall framework of the Gender Equality policy adopted i.e. as one of the objectives of the Millennium Development Goals. Promoting gender equality is both a means for achieving better results in humanitarian assistance, as well as an end in itself.

During the early recovery phase the same problems continue to exist and will need to be addressed as early as possible. Likewise, the possibilities for women to assume new roles should be vigorously explored and, depending on the nature and circumstances of these new roles, translated into interventions by the relevant agencies. UNFPA will discuss with individual agencies participating in the CWGER how this can be done in the context of the development of the different methodologies/ tools and report back to the CWGER as a whole on the total package proposed for Gender Mainstreaming in Early Recovery.

## 6 IMPLEMENTING EARLY RECOVERY: REPORT BACK

This section reports on the work of the CWGER over the last 6 months (December 2005 – May 2006).

### 6.1 Global capacity development

**Cluster Management:** The generic TORs for Cluster Leads have been disseminated. The generic IASC Cluster Guidance Package is in the process of development (currently incorporating INGO and RC comments and a revised draft will also be circulated to the field).

**Information Management:** All cluster members met on 28 April to discuss the overall information management needs under OCHA's aegis. OCHA is organizing a workshop on information management on 7-8 June, which will look at overall information management issues, including as support to the cluster approach.

**Knowledge Management:** UNDP is creating a dedicated website for the CWGER that will allow us to share tools and guidelines and collaboratively document, analyse, and learn from experiences. A monthly information update for cluster members is produced which provides a summary of recent missions and meetings, highlights key dates coming up, and provides details of ER activities at global and country level.

**Natural Disaster Assessment Tools:** Following a January meeting in Rome organized by the International Recovery Platform (IRP), terms of reference have been prepared for the development of two tools to assess post-disaster recovery needs and damage. This will be modelled to a degree on the post-conflict needs assessment method developed by UNDP and the World Bank.

**Food Security:** FAO shared with the CWGER the Integrated Food Security and Humanitarian Phase Classification (IFSHPC) developed by the Food Security Analysis Unit - Somalia (FSAU). This tool may serve as a possible approach in linking complex food security analysis to action, using a set of standard categories and criteria for classifying the severity of food insecurity. The tool could contribute to ensuring that humanitarian response and livelihoods support is more relevant and proportionate to need within and between countries and to increasing the accountability of aid agencies and donors.

**Livelihoods and Income Generation:** FAO currently develops a framework for emergency / early rehabilitation response, which applies mainly in sudden onset disasters. With a view to addressing both immediate and longer-term priorities for restoring sustainable livelihoods, the framework suggests what needs to be done and what resources can be drawn upon in the preparatory phase, on arrival at the site of the emergency and on return to capital.

**Community-driven assessment tools:** UNDP is developing a tool for conducting baseline and impact assessments at the community level. The CWGER will conduct a peer-review of the tool, and advise its use for assessing needs and impact in an ER context.

**Shelter, Property and Land:** UN-HABITAT is developing a methodology for land and property situational analysis, which can be applied in ER situations. The tool is being piloted in Uganda to assess its potential for understanding disputes over land and resources, assessing the resources available to deal with disputes, and considering models for dispute resolution.

**Surge Capacity:** Under the umbrella of the UNDP Regional Programme on Capacity Building for Sustainable Recovery and Risk Reduction, a regional planning meeting for developing surge capacity for ER was held in March for selected Tsunami and non-Tsunami affected countries in Asia. A set of training modules for UNDP Country Offices will now be developed.

**Case Studies in Support of Recovery:** Under the auspices of the IRP, examples of best practices and lessons learned have been compiled to allow for a comparative analysis. This

will feed into the development of tools, methodologies, and guidelines for field staff and will be published soon.

## **6.2 Natural disasters**

IASC partners decided to apply the general principles of the humanitarian cluster approach in the aftermath of three recent natural disasters: the earthquake in Pakistan in October 2005; Tropical Cyclone Stan in Guatemala in October 2005; and flooding in Bolivia following heavy rains in January/March 2006.

In all three cases, UNDP chaired the newly established CWGER, which took the lead in coordinating the preparation of ER components for the OCHA-coordinated Flash Appeals. The clusters also spearheaded the development of strategic planning frameworks under the direction of national government authorities.

The framework development processes were the result of contributions from cluster member agencies. The frameworks targeted a recovery process that would transform as it repaired, and that rehabilitation and reconstruction would address the root causes of the respective disasters.

### **6.2.1 *Pakistan***

It has been generally acknowledged that there was insufficient guidance from agency headquarters on the implementation of the cluster approach. This resulted in an inconsistent understanding of the approach by the Pakistan Country Team with respect to core cluster functions, the relationship between clusters and government authorities, and the rapport between clusters at the global, country and field level. In the case of the Early Recovery Cluster, this was compounded by the subordinate priority which was assigned to early recovery efforts in the overall humanitarian response.

### **6.2.2 *Guatemala***

In order to provide an immediate response to the needs derived from the disaster, the UN System, in coordination with the Guatemalan authorities, prepared a Flash Appeal for an amount of US\$ 31 million. Both, the preparation of the Flash Appeal and the implementation of the response and early recovery activities were coordinated in an early application of the humanitarian cluster approach.

### **6.2.3 *Bolivia***

In view of the widespread damage and the potential, negative long-term effects, the Government of Bolivia, and the UN, embarked in a process to ensure that recovery would serve to transform as it repaired, and that rehabilitation and reconstruction would address the root causes of the disaster, in parallel with meeting the humanitarian needs that persisted given the large territorial scope of the disaster. A Strategic Framework was developed under the direction of the Government of Bolivia, with the participation of all UN agencies on the ground. It was a case of a 'spontaneous' application of the cluster approach, based on the common goal of sustainable recovery and a common understanding of the disaster and the local conditions and capacities for recovery.

## **6.3 Update on CWGER roll-out countries (post-conflict)**

The CWGER will focus primarily on new emergencies and on situations where improvements in ER can make a significant difference. The IASC has emphasized the importance of a cautious and incremental approach to roll-out, with good management of the process and clearer guidance from HQs.



The IASC has endorsed the Democratic Republic of the Congo, Uganda, and Liberia as the first countries. It has recently (April 2006) endorsed Somalia as an additional country for cluster roll-out. The HC/RC for Somalia has confirmed the appropriateness of the cluster application, where a cluster-like model had been already in place.

The IASC also agreed to explore a possible cluster application in Colombia and decided to field an IASC mission to determine needs, explore the feasibility of the cluster approach, and discuss and explain the benefits of this approach. Nepal was also considered, but it was agreed that a cluster approach would be premature.

#### 6.3.1 *Democratic Republic of Congo*

The CWGER (otherwise known as the Return and Reintegration Group) has a role to play in supporting the HC/RC to prepare a phased transition of coordination arrangements from emergency to longer-term recovery and development. In the DRC, this transition will require some rationalization of existing inter-agency coordination mechanisms.

The CWGER is directly supporting transitional activities included in the third chapter of the Action Plan. It is active in providing programmatic inputs for the development of the Rural Recovery Programme and, in collaboration with UNHCR, is currently in the process of developing a joint reintegration/recovery programme based in South Kivu.

Furthermore, since its inception in 2005, the CWGER has undertaken a mapping of reintegration/post-conflict/poverty reduction activities. It has also developed a UN common strategy on reintegration that outlines the main principles and strategies surrounding the issue of the 3Rs. In parallel, the CWGER has attempted to create an inter-ministerial commission to act as the main government interlocutor on reintegration issues. Given the upcoming elections, this issue will need to be raised again.

#### 6.3.2 *Liberia*

The focus for the early recovery cluster, as defined by the IASC Country Team, will be on three key areas, namely: basic rehabilitation of vital infrastructure; income-generation, job creation and skills development initiatives, especially among the youth; and support for transitional justice. The Humanitarian Information Centre (HIC) of OCHA has offered its services to support the evolving work of the Early Recovery Cluster, which is especially valuable particularly in light of the HIC's transition to UNDP and eventually to the Government.

An IASC meeting held on 1 May 2006 identified the need for the early recovery cluster to ensure that NGO input for and involvement in the Early Recovery Cluster is integral to cluster; Include support for national dialogue, constitution-making, transitional justice and early reform of the justice system; Take steps to ensure that the geographic locations of the Norwegian Refugee Council Information Counselling and Legal Advice (ICLA) project are complementary to initiatives proposed by the Rule of Law Taskforce; Ensure that property issues are properly addressed, including UNMIL Civil Affairs section and other relevant units; Ensure early recovery initiatives are progressively integrated within a nationally defined and owned framework and strategy; See that cross-cutting themes are integrated into the Cluster whenever possible; and ensure work carried out by the Early Recovery Cluster complements that undertaken by the other clusters.

UNDP Liberia with the financial support of BCPR is presently recruiting an Early Recovery Support Officer, who, with an officer from the Reintegration, Rehabilitation and Recovery (RRR) Section of UNMIL, will bring together relevant actors to focus attention on reconstruction capacity-building and transitional justice efforts necessary for national recovery. UNDP Liberia and UNMIL RRR have agreed to collaborate on the basis of a modus operandi.

UNDP, UNHCR, WFP, UNICEF and UNMIL and donor agencies have prepared a Countywide gap analysis report to map-out and address the needs of cluster.

The "rule of Law Task Force" has since dissolved and all matters are now considered under the Liberia Reconstruction and Development Committee (LDRC) Governance and Rule of

Law pillar. The scope of and priorities of "rebuilding the rule of law Infrastructure" need to be defined for Liberia. Granted that land tenure and property rights are critical, the sheer magnitude of "access to justice" whether formal or through Alternative Dispute Resolution (ADR), remains a challenge.

In May, UNEP issued its 'Environmental Considerations of Human Displacement in Liberia: a guide for decision makers and practitioners'. This collaborative project between UNEP and UNHCR could be a useful tool in an ER context.

### 6.3.3 *Uganda*

The international community recently placed humanitarian issues in Uganda within a larger peace, security and reconciliation framework. Several member states have exerted pressure on the GoU to address the security, protection and assistance needs of people in the north. The SC's resolution 1653 of January 2006 stressed that member states in the Great Lakes Region have primary responsibility to protect their populations. The Ugandan government has agreed to ministerial level consultations in Kampala and Geneva to address four key issues: humanitarian assistance and return of IDPs, peace mediation, reconciliation and demobilization and reintegration of ex-combatants.

An inter-agency rapid needs assessment (RNA) composed of NGOs, local government, internally displaced people, and UN agencies was conducted in all districts in northern and north-eastern Uganda that have been affected by the Lord's Resistance Army (LRA) conflict. The goal is to obtain a representative picture at the parish level of the social and economic conditions, damage and loss patterns, and local capacities in conflict-affected districts.

The RNA process places a strong emphasis on priority outcomes – i.e. results – to be achieved during the first 18 months of the recovery process, both as a follow-on to the ongoing humanitarian assistance effort and an immediate underpinning of the return process. To this end, a Results Based Recovery Framework (RBRF) is developed.

In view of the strong linkages between return and early recovery, UNHCR and UNDP have decided to set up a joint Return and Recovery Unit (JRRU).

An Early Recovery Trust Fund has been created to provide a vehicle for donors to pool resources and coordinate their support to recovery programmes that will be developed by the UN guided by the National IDP policy.

## **7 IMPLEMENTING EARLY RECOVERY: REVISED WORK PLAN**

This section will plan the work of the CWGER during the next 6 months.

***(the ER cluster working group will revise the work plan by during the workshop)***