

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Camp Coordination and Camp Management
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

The Cluster Working Group on Camp Management and Camp Coordination (CCCM) is now fully functioning (albeit still with limited membership) and is submitting its first progress report to the IASC Principals with the following major achievements:

- A complete requirement study for up to three new emergencies of up to 500,000 displaced persons and a related capacity mapping and gap analysis comprising of the participating agencies/ organizations; and
- A road map on how to further strengthen the capacity of the cluster to handle new emergencies, support existing and long-standing IDP situations, and to further define and clarify the concepts underlying Camp Coordination and Camp Management.

These achievements notwithstanding, the cluster recognizes that it has to strengthen a number of areas in order to constitute a viable and sustainable response mechanism to displacement, such as:

- The need to broaden its membership and to bring in major players that enhance competence, experience, and capacities in the cluster, in particular with regard to displacement caused by natural disasters.
- To further define and clarify the CCCM concepts and guiding principles; and
- Mobilize resources so as to effectively manage the cluster at a global level (including stand-by capacities) and to respond to new emergencies as well as existing IDP situations.

The gap analysis demonstrates that unmet needs will rise steeply and proportionally, in those emergencies and scenarios where we are dealing with a proliferation of the number of camps. While the handling of one major new crisis in 2006 might be achievable, the emergence of numerous and concurrent crisis situations would certainly result in an overstretching of existing resources.

CCCM is the “software” on how to deliver protection and assistance in a camp environment. The cluster recognizes that it needs to continue to work conceptually as there is no universal common understanding of its guiding principles, and based thereon, the distribution of work and responsibilities. Cluster and concept might not even be relevant in all situations of displacement, in particular when Governments are administering camps and temporary settlements in compliance with internationally accepted standards of human rights and the provision of services and basic needs.

Finally, the CCCM cluster, as a cross-cutting work area, needs to position itself vis-à-vis other clusters and sectors that do not have its focus on a specific space and population, such as Protection, Water and Sanitation, etc.

Prepared by Cluster Working Group on Camp Coordination and Camp Management – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Early Recovery
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

The IASC Cluster Working Group on Early Recovery (CWGER), consisting of 17 partners from both the humanitarian and developmental communities and with UNDP as the cluster lead, aims to enhance the global capacity for more effectively supporting Humanitarian/Resident Coordinators in strategically planning early recovery and integrating risk and vulnerability reduction measures at the very early stages of emergencies and beyond. “Early recovery” has been defined as a multi-dimensional process - encompassing livelihoods, shelter, governance, environment, and social dimensions, including the reintegration of displaced populations - that stabilizes human security and lays the foundations of a transformation process that integrates risks reduction at the very early stages of humanitarian action.

An assessment of existing capacities among member agencies has been carried out and included in this report. Based on this, critical gaps in the global system-wide capacity in early recovery were identified. These are focused on the need to strengthen strategic planning capacity, including tools/methodologies, financing mechanisms, predictable surge capacity, training, information management, knowledge management, and inter-agency cooperation agreements/mechanisms. Furthermore, the CWGER identified priority sectors where strategic planning capacity needs particular enhancement, for each of which an appropriate focal point agency is designated.

Since receiving the endorsement of its approach by the IASC Principals in September, the CWGER engaged itself in a process of further prioritisation among its initial actionable recommendations and developed an implementation plan for 2006 (included in this report), focused on the above-listed critical capacity gaps at the global level. The CWGER had an initial experience of applying its key principles to the early recovery process following the South Asia earthquake, and has incorporated into its work plan important lessons learned. Furthermore, given the multi-dimensional nature of early recovery, relevant cross-cutting issues (e.g., disaster risk management, environment, human rights, gender, and youth) are already integrated in the work plan.

Staff and financial requirements necessary to support the planned work will, to the extent possible, be provided through maximum use of existing resources within the cluster members. However, the CWGER estimates that for 2006, a modest level of additional resources will be required, estimated at US\$2.415 million, to enable gradual application of the cluster's approach. These include the resources to support preparedness for rapid deployment of surge capacity and the development of cluster capacity. For the cluster to be able to deliver the planned system upgrade in early recovery, the mobilization of these resources is urgently needed.

Since September 2005, the CWGER has made headway in strengthening partnerships particularly in the areas of protection and human rights as well as larger recovery and development. It is now closely cooperating with UNDGO, which participates in the CWGER on behalf of the UNDG/ECHA Working Group on Transition Issues. Consultations were also held with the Cluster Working Group on Protection, OHCHR, as well as the NGO consortia. With respect to the development of capacities for post-disaster recovery, the CWGER is underpinned by the partnerships and workplan already established by the International Recovery Platform (IRP) that includes many CWGER members as well as others such as the Asian Disaster Reduction Center (ADRC) and the World Bank. The IRP has core resources from UNDP and ILO and has mobilized key additional resources from the Governments of Japan, Switzerland and Italy. Partnerships with international financial institutions remain a challenge, despite some progress on the field level and in the context of the IRP.

It should also be stressed that early recovery in itself is a cross-cutting issue, which must be integrated into other initiatives, and the CWGER will continue its "mainstreaming" efforts across other IASC clusters.

The CWGER's work is a dynamic, evolving process. This is a progress (not final) report of the cluster, delineating the achievements during the reporting period of September to December 2005. There are still outstanding issues and challenges, which the CWGER will continue to address.

Prepared by Cluster Working Group on Early Recovery – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Emergency Shelter
Executive Summary and Table of Cost Estimates**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

1.1 How to improve humanitarian response in Emergency Shelter

The framework for improving humanitarian response in emergency shelter is guided by the principles of predictability, effectiveness, timeliness, responsibility and accountability, which have been highlighted in the IASC Principals' meeting of 12 September 2005. Following the Principals' meeting, the permanent Emergency Shelter Cluster Working Group was formed. To this end, the members of the cluster met on 28 September, 11 October, 12 October, 26 October, 2 November, 9 November and 30 November 2005. Participants were drawn from UNHCR, UNICEF, Catholic Relief Services (CRS) (representing ICVA/SCHR/InterAction), ICRC, IFRC, IOM, OCHA, UN-HABITAT, OHCHR, IASC, UNDP, and WFP as well as NRC and Care International. UNHCR has been endorsed as the cluster lead for emergency shelter in complex emergencies; the same role for natural disasters will be decided at a later stage.

The report is structured along the broad outline provided in paragraph 21 of the Summary Records of the IASC Principals' Meeting of 12 September. It begins with outlining three key elements that must be addressed during the next phase in order to improve effectiveness and predictability in this sector, vis-à-vis (a) increasing the number of qualified professionals available for rapid deployment, (b) strengthening of stockpiles of shelter and related NFIs, and (c) developing an emergency shelter strategy and guidelines and tools for assessments, intervention and monitoring. It also reviews capacities and gaps vis-à-vis all these elements and assesses global resource requirements for addressing these gaps.

1.2 Capacities and Gaps

The mapping of the global gap in the emergency shelter sector needs to consider the key issues of personnel, stockpiling of NFI associated with shelter, including long-term agreements with suppliers, logistics and training arrangements (please refer to page 5 of Final report). A capacity mapping matrix has been developed for this purpose (please refer to Annex 2 of the Final

report). This matrix has proven useful in identifying capacities and gaps using the target figure of a new emergency of up to 500,000 people and is based on the agreed global resource requirements.

1.3 Non-UN actor involvement

To date the involvement of the non-UN actors in the cluster has been strong and has included IFRC, IOM, Care International and CRS, representing ICVA / SCHR / Interaction. The ICRC is also participating in the discussions on clusters in the form of exchange of technical and planning information. However, the ICRC has decided not to play a role in the clusters as such (i.e. is not a "cluster member"), but has stated its readiness to work with this new system. While the cluster has been working in the spirit of collaboration thus far, it does recognize that there is a need to increase NGO participation at the global level, which mirrors cooperation at the field level. Fruitful discussions with representatives of a range of leading NGOs have taken place. We are currently exploring how to best structure this input in a manageable way. Agencies contacted and who have expressed an interest in contributing include Care International, NRC, CRS, World Vision, Oxfam, MSF Belgium, IRC, Save The Children (US), Caritas, Mercy Corps, CHF and ACTED. OFDA have also been included in the provisional discussions regarding expanding the non-UN participation. The importance of engaging with national partners in affected countries must also be borne in mind.

1.4 Cross-cutting issues

The report also addresses cross cutting issues related to human rights, age, gender, diversity, HIV/AIDS, environment and participatory approaches and makes explicit how important it is to incorporate these issues into emergency shelter activities. (please refer to Annex 3 of the Final report).

1.5 Co-ordinated Response Planning & Preparedness measures & Implementation Plan: Phased Introduction and Priority Recommendations for 2006

The coordinated response planning and preparedness measures proposed for the cluster include the phases of assessment, preparation for intervention, implementation and monitoring and reporting. The global cluster roles and responsibilities have been identified in the Outcome Statement of the IASC Principals' meeting of 12 September 2005 and have been detailed in Section VII of the Final report. The priority activities proposed for 2006 include preparation of a shelter strategy, including guidelines, standard operating procedures, monitoring indicators and reporting mechanisms; establishing standards; building stockpiles and augmenting staff capacity for rapid response; training and capacity building; risk mapping; and information management. These activities are subject to availability of resources, including dedicated staff and financial resources, for the cluster lead and participating agencies.

1.6 Outstanding issues

Key aspects that need clarification include issues of inter-cluster coordination, as well as those relating to linkages and operating and reporting procedures between national and global-level clusters. It is also unclear how exactly the cluster system will be operationalised and administered, vis-à-vis human financial resources. All aspects of accountability from the ERC through global to national clusters needs to be established, along with corresponding authority

and reporting lines. Broader guidance on coordination with bilateral assistance is also needed. (please refer to Section IX of the Final report).

1.7 Cluster-specific resource requirements

The dedicated human and financial resources required to put in place the global cluster preparedness measures and enhanced capacities would be approximately US\$ 1.5 million. This amount does not include the costing of pre-disaster purchasing and transportation costs for shelter and related NFIs and immediate staff deployment at the outset of the emergency estimated at approximately US\$ 33.9 million, which would be required for any one emergency affecting 500,000 persons (it should be noted that this amount would normally be included in the relevant CAP). Please refer to Annex 5 of the Final report.

Prepared by Cluster Working Group on Emergency Shelter – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Emergency Telecommunications
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 8 December 2005

I Executive Summary

In the context of the structure approved by the IASC Principals, the Emergency Telecommunications Cluster (ETC) has developed strategy elements and Planning & Preparedness measures to provide a more timely and effective Inter-Agency Emergency Telecommunications (IAET) response capability with clearly defined services. This work has been much aided by the experience gained through the IAET common service activation in five recent emergencies.

A plan for 2006 preparedness activities has been prepared, with resource estimates taken into account existing capacities (including non-UN actors, standby partners and the private sector). In addition, estimated funding requirements have been developed for three major (500,000 beneficiaries) emergencies in 2006, two of which could overlap. Inter-Agency service provision will be more predictable, effective timelier than that provided previously by multiple individual agencies. It targets most UN agencies and humanitarian partners and will especially benefit organizations with smaller operations.

The following issues are considered to be of particular importance:

- Execution of the 2006 ETC Preparedness Plan is critical for agencies to build the capacity, which currently does not exist, to respond to emergencies in a timely and effective manner. This plan will require funding of \$6,680,000 in 2006 and estimated additional funds of \$3,507,000 for recurring preparedness costs in 2007 and thereafter.
- The estimated ETC funding requirement per emergency, under the IASC planning assumptions, is \$3,255,000. This would cover equipment costs and 6 months recurring costs at five separate sites.
- Immediate funding for stock replenishment is essential to ensure availability of sufficient equipment stocks to respond to overlapping emergencies.

- Emergency Telecommunications (ET) infrastructure is capital-intensive and directly related to the number, locations, proximity and distribution of the humanitarian operational areas.

The final report of Emergency Telecommunications Cluster submitted to the IASC WG Meeting covers additional aspects such as the detailed preparedness plan, existing capacities and gaps as well as cross-cutting issues.

Prepared by Cluster Working Group on Emergency Telecommunications – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Health
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

Improving outcomes. The Humanitarian Health Cluster's strategy will be delivered through a Joint Initiative to Improve Humanitarian Health Outcomes consisting of a prioritised action package of 20 inter-related measures to strengthen: early warning, preparedness, capacity building, assessments and strategies, country-based management, review, reporting and lesson learning; and advocacy and resource mobilization. WHO is the designated lead for the Health Cluster.

Gaps. Though the overall health sector is not formally a gap area, it can benefit from improved humanitarian response performance. There are, in addition, some relatively neglected sub-sectoral areas especially in relation to mental health and psycho-social support, management of gender-based violence (GBV), and women's health. Action is in hand to address these areas.

Capacities for effective and predictable implementation will be strengthened through the internal readiness improvement plans of members, and agreements on delivering core commitments by them.

Response in selected emergencies. The Health Cluster performed relatively well in the response to the Pakistan Earthquake, especially in the areas of information management and situation reporting, coordination of service provision, and joint strategies and appeals.

Non-UN Actors involvement. At the global level, IASC Standing Invitees are considered to be an automatic part of the Health Cluster. In addition, six NGOs that specialize in health or are major humanitarian health players have also joined. There has also been substantial country level participation by NGOs in the Pakistan quake. The Cluster is actively promoting NGO inclusion through creating an enabling environment for their participation.

Future working modalities of the Humanitarian Health Cluster envisage criteria for new members and standing invitees, a steering committee, and a cluster facilitation cell to draw down technical expertise for the specific activities of the 2006 Work Plan.

Cross Cutting Issues. The Health Cluster is committed to integrate cross cutting issues, especially gender concerns, and HIV/AIDS. A workshop on gender and health is proposed during 2006. A special programme on "HIV/AIDS in Populations of Humanitarian Concern" developed with UNAIDS involvement will be brought alongside the Health Cluster.

The Health Cluster has established communication with the Nutrition and Water and Sanitation Clusters and joint work in relevant areas is under discussion.

Response Planning and Preparedness Measures. These are included as specific actions in the twenty-point Joint Initiative to Improve Humanitarian Health Outcomes. In particular, recognizing that human resources are an urgent and serious constraint, a common international "Health Emergency Action Response Network (HEAR - NET)" has been initiated with 32 agencies attending a pilot induction course held in Geneva in November.

Plan for phased Introduction. The Health Cluster prefers to catalyse a steady and systematic improvement in delivering humanitarian health outcomes across the spectrum of crises and disasters. However, if the wider IASC process decides that a focus on certain countries or emergencies is necessary, the Humanitarian Health Cluster will play its full role, alongside the other Clusters and in association with the concerned Country Teams. This is in addition to emerging practice (following the South Asia earthquake), that the Cluster approach would be the default model for organizing international assistance in future major disasters.

What we would like to achieve in a year's time. The 2006 Work Plan of the Joint Initiative has 11 outputs consisting of defined products and services that can be delivered at a cost of approx US\$4.25 million. In addition, the cost of providing benchmarked healthcare for a moderate-to-serious crisis-affected population of 500,000 is US\$8.3 million for the first three months (per capita US\$5.5 per beneficiary per month).

Prepared by Cluster Working Group on Health – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Logistics
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

1.1 How to Improve Humanitarian Response in the Cluster Area

On 12 September 2005, the IASC endorsed the proposal to designate WFP as the Logistics Cluster lead agency, with primary managerial responsibility and accountability for logistics.

In the IASC Principals' meeting of 12 September 2005, Cluster Leads were divided into three categories according to their product delivery: service provision, relief and assistance to beneficiaries and broad range of cross-cutting issues. The Logistics Cluster Lead falls within the category of service provision, namely a service to UN and NGO entities.

It is acknowledged that any and all parties involved in responding to an emergency shall be free to identify and flag the issue of a supply chain problem possibly requiring lead cluster assistance, reporting the existence of any such problems to the Resident/Humanitarian Coordinator.

1.2 Capacities and Gaps

With a view to improving surge capacity, the Logistics Working Group identified areas where improvements were needed (sub-groups were formed to look at each issue), particularly to ensure better logistics preparedness and response, and to facilitate improved interagency interoperability through the pooling of resources.

1.3 Response in Selected Existing Emergencies

N/A

1.4 Cross-Cutting Issues

The Logistics Cluster has developed its workplan on the assumption that other sectors (shelter, water and sanitation, food, health) will manage their own logistics as part of an integrated supply chain approach in most circumstances. This assumption needs to be verified as it has obvious budgetary implications. The Cluster lead would provide inter-agency logistics services as a “last resort” when the size and magnitude of the logistics challenges require more robust inter-agency coordination and action. Requests from other agencies/cluster leads, vetted through the HC/CT, would be the basis of considering providing such “last resort” services.

1.5 Response Planning and Preparedness Measures

(a) Generic criteria for applying the Logistics Cluster concept have been developed and agreed. The Logistics Cluster Working Group shall agree on the protocol for requesting support of the Logistics Cluster Lead Agency and logistics common services (such as UNJLC and UNHAS).

(b) While the preparedness and contingency planning of the individual agencies is relatively strong, integration needs to be strengthened and logistics aspects included to ensure better inter-agency planning. The Logistics Cluster Working Group has identified actions needed for improved humanitarian contingency planning for both man made and natural disasters.

(c) The Humanitarian Response Network (HRN) initiative is based on existing inter-agency work to develop a global network of logistics facilities from which to launch emergency response operations. The overall aim is to provide significantly better integrated supplies information and coordination to both preparedness initiatives and responses to large-scale emergencies. In particular, NGOs without the capacity to build on-site warehouses would capitalise on this initiative.

(d) The Humanitarian Response Review (HRR) has recommended to “expand global mapping of relief stocks”, through which agencies are to report on “quantity, values, geographical positioning, availability and access” of its stockpiles of relief goods. The Logistics Cluster has decided to use the Register of Emergency Stockpiles as a base for the stockpile mapping exercise, and agreed to collaborate on the up-dating of data and to include quantities of goods in stocks. The Cluster has also recommended to list in the Register the most frequently stocked items and to establish common NFI denominators for each sector. The respective Cluster Working Groups are to provide their inputs on the common NFI denominators. The preparedness for, and use of, integrated Cluster sector stockpiles will be coordinated by the Logistics Cluster.

(e) There exists a need for the UN agencies to assess and act instantly in large-scale emergencies. The Inter-Agency Logistics Response Team (LRT) concept is based on the need to improve coordinated response time. A fully self-sustaining LRT will be deployed within hours of any large-scale emergency and such team will have the expertise and training to ensure that they are able to act decisively. In essence, the LRT would initiate active logistics operations, thus setting the stage and giving the UN time to activate its machinery and bring the necessary resources to the operation. It is acknowledged that inter-agency staff in the LRT may be required to undertake activities for which their parent agencies are the Cluster lead, concurrent

to their logistics related activities. This will ensure streamlined and efficient use of the Cluster concept and assist in inter-operability between the Clusters themselves.

(f) In order to ensure that the Logistics Cluster is prepared and able to meet any eventuality, the Lead Agency shall immediately establish a Support Cell. The rationale for such a Support Cell is that several actions need to be taken in advance of a large-scale emergency and inter-operability between the members of the Cluster needs to be established to facilitate a streamlined and efficient response. It is acknowledged that all staff members attached to the Support Cell will undertake tasks exclusively for the benefit of the inter-agency Logistics Cluster and for the interoperability of each other Cluster. The functions and terms of reference of such staff members will be determined by consensus of the Logistics Cluster Working Group.

(g) The establishment of humanitarian logistics priorities is essential to improve the efficiency of humanitarian assistance. This is particularly true in the case of bottlenecks. When the concept of using common transport is applied, the Logistics Cluster recognises that procedures should be established to ensure correct and objective sharing of the available assets.

(h) It is acknowledged that use of Military and Civil Defence Assets (MCDA) should be strictly in accordance with the prescribed guidelines. An awareness campaign is needed within the humanitarian community and with donors to recommend the correct use of MCDA. It is acknowledged by the Logistics Cluster that experts to manage MCDA air assets need to be deployed at the onset of a large-scale natural disaster.

(i) The problem of airfield congestion during large-scale natural disasters is common. The consequent delays to arrival of rescue teams and relief commodities cause loss of life and a waste of resources. The Logistics Cluster recommends the establishment of a system and procedures to create a UN Air Management System at the onset of large-scale emergencies.

(j) The UNJLC is considered to be an integral part of the Logistics Cluster and will continue to execute its well established and agreed function of coordination, information sharing, preparedness planning and cargo prioritisation as and when required. It is envisaged that UNJLC's particular expertise may be called upon by the Logistics Cluster, or other Cluster Leads, and with the approval of the IASC.

1.6 Plan for a Phased Introduction and Recommendations for 2006 Implementation

While certain actions can be taken before the end of 2005, the major efforts to comply with the recommendations of the Cluster should take place during the first semester 2006. Actions should be consolidated and practiced during the second half of 2006. A phased implementation of the recommendations of the Cluster is set out in the matrix attached to the Report.

1.7 Recommendations on Outstanding Cluster Specific Issues

The Logistics Cluster identified major gaps in the availability, readiness and skills of logistics experts at the onset of large-scale emergencies. The Cluster members agreed that logistics is mostly undervalued and under-resourced. Therefore it should be considered to augment logistics staff and introduce specific common training programmes to broaden the field of expertise and improve responsiveness. It is proposed to deploy an inter-agency Logistics Response Team (LRT) at the onset of large-scale emergencies. Mechanics and procedures for smooth integration of such teams in the existing on-site structures have to be developed. Additionally, the Logistics

Cluster recommends improvement in the availability of ICT and other equipment to support the logistics operations in the early deployment phase.

1.8 Budget and Fund-Raising

Improving humanitarian responsiveness is not possible without making the necessary investments in recruitment, training and procurement of necessary equipment. Additionally, the pre-positioning of vehicles will require important investments. Sufficient budgets should be made available to allow unimpeded and independent deployment of teams and equipment at the onset of large-scale emergencies.

Prepared by Cluster Working Group on Logistics – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Nutrition
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 8 December 2005

I Executive Summary

1.1 How to improve humanitarian response in Nutrition

Predictable, accountable, and effective humanitarian response in the Nutrition Cluster will be improved through the following strategic approaches:

- Recognizing the critical role that nutrition plays in survival and development and demonstrating inter-sectoral action to eliminate and mitigate the effects of under nutrition.
- Establishing linkages not only among Clusters, but also with agency focal points naturally mandated to lead in specific areas (e.g. UNHCR/Refugees, WFP/Food, UNICEF/Education, FAO/Food and Agricultural Livelihoods).
- Replicating and strengthening the cluster approach at country level while allowing the cluster to form according to in-country capacity, with the ultimate objective to build national capacity to respond to humanitarian crises.
- Supporting the national clusters to act within existing decentralized structures (e.g. UN/IASC Country Team, Humanitarian Coordinator, etc.), while concurrently supporting the global cluster to identify gaps and mobilize action when additional capacity and resources are required.
- Establishing mechanisms to draw attention and funding to countries that are in acute, as well as, a perpetual state of emergency nutritional status.

1.2 Cluster Participation

The Global Nutrition Cluster has held 5 teleconferences since September, and one face-to-face meeting on December 5-7, 2005. Inter-cluster coordination has taken place with the Cluster Chairs of Health and Water and Sanitation.

The Nutrition Cluster currently consists of 10 actively participating agencies, including 2 NGOs and the Red Cross Movement.

We would like to see added participation of key emergency nutrition NGOs, technical institutions, bilaterals, and, as appropriate, liaison with existing emergency nutrition working groups such as the UN Standing Committee on Nutrition (SCN). The Cluster has identified the following criteria for participation in the Cluster:

- Organizations should work in at least 2 continents.
- Organizations should demonstrate significant and recognized expertise or commitment to Nutrition.
- Organizations must commit to consistent participation in the Cluster.

Specific consideration is required with regard to the participation and role of SCN, which will be explored by the Chair of the Nutrition Cluster.

1.3 Capacities and Gaps

An initial capacity and gap assessment was presented in the August 22, 2005 Nutrition Cluster Working Group report and has been used as an indicative guide to propose priority actions. In addition, the Cluster has documented, presented and discussed lessons learned from the Pakistan response, which have informed the identification of activities articulated in the implementation plan. A more comprehensive gap analysis is a planned activity in the 2006 implementation plan.

Existing capacity has been recognized and identified, both within individual agencies and NGOs as well as within numerous working groups on emergency nutrition, including the UN Standing Committee on Nutrition (SCN), Emergency Nutrition Network (ENN), etc. When addressing gaps, the Cluster has been cognizant to build on the significant work that already exists in emergency Nutrition and to identify ways to maximize the impact of existing tools, structures, etc.

Preliminary gaps have been identified in the areas of: Cluster Coordination, Emergency Preparedness and Response Triggers, Assessment, Monitoring and Surveillance, Capacity Building, Supply, Norms and Policies, Infant and Young Child Feeding, Supplementary Feeding, Therapeutic Feeding, Micronutrients, and Nutrition and HIV.

1.4 Preparedness and Response

The Cluster recognizes the need to focus first on macro issues that will yield scale up and systematic improvements in nutrition humanitarian response. As such, we have identified 5 priority working areas where immediate action is critical for an improved response in 2006:

- *Cluster Coordination* (e.g. information exchange, capacity building of coordinators, etc.).
- *Capacity Building* (e.g. capacity building of the Cluster, stand-by arrangements and surge capacity).
- *Emergency Preparedness and Response Triggers* (e.g. classification systems for nutrition emergencies, country profiles).

- *Assessment, Monitoring and Surveillance* (e.g. standardized assessment tools, Health and Nutrition tracking system).
- *Supply* (e.g. systems for pre-positioned supplies, supply fact sheets, etc).

These 5 working areas are part of a wider conceptual framework that includes norms and policies as well as the technical areas mentioned in section 1.3 above. An implementation plan that addresses the wider conceptual framework will be considered as part of second phase approach (e.g. 2007 and beyond).

1.5 Additional Cluster Issues/Decisions

During the Nutrition Cluster face-to-face meeting on December 5-7, 2005, several key issues were raised and decisions made:

- It was recognized that Food Security is an integral dimension of Nutrition, and as such must be considered and integrated in assessments and early warning systems.
- Urgent guidance is requested from IASC to clarify the mechanisms of accountability and reporting of individual agencies (UN and non-UN) participating in the clusters at national and global level, as well as the mechanisms of accountability between national and global clusters.
- In particular, urgent guidance is requested from the IASC to establish a mechanism for global clusters to act when national clusters are not adequately responding in the area of emergency nutrition.

1.6 Next Steps

Assuming resources are in place to commence, the Cluster is prepared to begin implementation of the workplan on January 1, 2006. The Cluster has agreed to hold monthly teleconferences to coordinate and update on progress, with additional teleconferences, as crises require. The Cluster will also hold quarterly face-to-face meetings to monitor and modify the implementation plan as necessary.

Prepared by Cluster Working Group on Nutrition – December 2005

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Protection
Executive Summary**

12 December 2005
Hosted by OCHA
Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

1.1 Introduction

Subsequent to the September meeting of IASC Principals, the Protection Cluster Working Group (WG) met on 7, 21 and 31 October. The meetings were chaired by UNHCR. Participants included: OCHA, OHCHR, UNDP, UNFPA, UN-HABITAT, UNMAS, UNICEF, UNRWA, WFP, the RSG-IDPs, ICRC, NRC, Human Rights Watch, InterAction and ICVA. It will be recalled that in advance of the September meeting of the IASC Principals, the WG focused on primary UN managerial responsibility and accountability for the protection of the internally displaced and affected populations in complex emergencies. However, the WG also recognized the need to address the broader dimension of the protection response and this was the focus of its discussions in October.

1.2 Improving the Protection Response in Humanitarian Emergencies

The WG recommends a number of different options to the Principals for the designation of the cluster lead for protection depending on the nature of the situation that provoked the need for a humanitarian response.

(a) Protection of IDPs and affected populations¹ in complex emergencies

As agreed at the IASC Principals' meeting on 12 September 2005, as cluster lead, UNHCR should as a rule assume primary managerial responsibility and accountability for the protection of the internally displaced persons and affected populations in complex emergency situations

¹ For the purpose of this framework, affected populations comprise the following categories of persons: host communities where internally displaced persons are living; host communities in areas of return of internally displaced persons; and persons or communities at risk of displacement if their protection problems are not addressed.

(see Annex 1). This recommendation is subject to the understanding that UNHCR's involvement in the protection of the internally displaced should not and could not be undertaken in a manner that might undermine the right to asylum or the protection of refugees in countries facing a situation of internal displacement. In such circumstances, the protection-mandated agencies (OHCHR, UNICEF and UNHCR) will consult closely and propose in a timely manner to the HC/RC (through the Country Team) an alternative agency for the assumption of managerial responsibility and accountability for the protection of the internally displaced.

(b) Protection in natural and human-made disasters and in regard to other situations/groups requiring a protection response

The WG considered it important that a mechanism be established for the protection of all persons displaced as a result of, or affected by, natural and human-made disasters as well as for populations/persons facing acute protection needs that require an international response (even if no displacement has occurred). In such situations, the WG recommends the following options:

- Under the overall leadership of the HC/RC, the three protection-mandated agencies will consult closely and agree which of the three would assume the role of Cluster Lead for protection, either on the basis of existing arrangements or after conducting a common assessment to determine the required operational capacity.
- In the unusual event that none of the three protection mandated agencies are able to assume the lead role, the fall-back option would be to strengthen the capacity of the HC/RC to define an overall strategy and programme to enhance protection, in close collaboration with the focal point agencies (see below).

The WG recognizes that the relationship between the accountability for the protection of internally displaced persons and affected populations in complex emergencies and accountability for the protection needs of other populations may pose coordination challenges at the country level that will need to be addressed on a case-by-case basis. The protection cluster will strive, in so far as is possible, to avoid the duplication of cluster structures and in principle agree to have one protection cluster lead that will coordinate the overall protection response for all populations with the assistance of the other protection-mandated agencies.

(c) “Areas of Responsibility” and “Focal Point” Agencies

In the interests of further ensuring predictability and accountability, the WG agreed that the protection response would benefit from being divided into overarching and generally applicable “areas of responsibility” under the coordination of the cluster lead. The WG has defined nine such areas and their associated activities (found in Annex 2).

The WG also agreed that, under the coordination and primary responsibility of the cluster lead, it was important to identify “focal point” agencies (including in some situations the cluster lead) that would assume responsibility and accountability for these specific areas of responsibility in accordance with their expertise. Under the coordination of the cluster lead, the “focal point” agency would be responsible for ensuring an effective response, in its particular area(s) of responsibility, in collaboration with other participating agencies.

1.3 Capacities and Gaps

Annex 4 provides an overview of the protection capacity that exists at the global level within the cluster and among standby partners, to the extent to which the WG has been able to map this. Mapping the protection capacity and gaps in countries to be selected for priority implementation of the cluster approach awaits a decision by the IASC Principals on country selection, but several agencies have started reviewing their operations.

1.4 Response in Selected Existing Emergencies

The WG has not yet addressed issues concerning support to ongoing emergencies and awaits a final decision by the IASC Principals on the modalities, priorities and timing for unrolling the cluster approach in ongoing emergencies.

1.5 Non-UN Actor Involvement

A key feature of the WG's discussions has been the involvement of non-UN actors, in particular ICRC and NGOs. Increased NGO (and continued ICRC) participation in the activities of the WG at the global level is envisaged in the actionable recommendations and will be pursued by the Chair.

1.6 Cross-Cutting Issues

The WG recognises that all humanitarian actors share responsibility for ensuring that activities in each cluster and other areas of the humanitarian response are carried out with "a protection lens". Each of the Cluster Working Groups and Cluster Leads are responsible for ensuring that the protection concerns related to their respective clusters are addressed. Furthermore, at their September meeting, the IASC Principals requested the Clusters to incorporate several cross-cutting issues, including gender, age and diversity, HIV/AIDS and human rights, into their work.

In addition, the WG has identified several issues that it believes are of concern to all clusters and warrant discussion at the inter-cluster level. These include the need to establish a mechanism for systematic reporting by all cluster leads to the HC/RC on the implementation of the cluster strategy; to ensure that protection and other needs of IDPs and other groups with specific protection needs are properly reflected in humanitarian and development strategy instruments; the need to establish measures for ensuring staff security at the field level; and the need to better address the impunity of those involved in violence against and intimidation of field staff.

1.7 Response Planning and Preparedness Measures

The generic roles and responsibilities of the cluster lead in response planning are outlined in the Outcome Document agreed by the IASC Principals on 12 September 2005. Additional guidance with regard to the protection of internally displaced persons is provided in the Framework for Primary UN Managerial Responsibility and Accountability for the Protection of Internally Displaced Persons and Affected Populations in Complex Emergencies (Annex 1). As concerns

preparedness measures, among the actionable recommendations identified by the WG is the need to increase the global standby protection capacity among members of the WG (particularly focal point agencies) in order to respond to two or three new emergencies of up to 500,000 beneficiaries each during 2006.

1.8 Plan for a Phased Introduction and Recommendations for 2006 Implementation

As per the actionable recommendations (see Annex 3), priority actions for 2006 will be undertaken in the following areas:

- Establishment and effective functioning of the protection cluster at the global level.
- Systematic attention to protection in needs assessments and strategy development.
- Improved and systematic protection coordination.
- Increased and meaningful presence on the ground.
- Enhanced monitoring, reporting and response.
- Effective early-warning and response.
- Enhanced training and capacity development.

1.9 Recommendations on Outstanding Cluster-Specific Issues

The WG identified a number of outstanding cluster-specific issues that require further consideration, notably: the need to review cross-cutting issues with other clusters (including HIV/AIDS issues, responsibility for care and maintenance for IDPs in situations of protracted displacement etc.); development of standards and guidelines for registration; establishing criteria for when displacement ends; elaboration of terms of reference of the cluster support cell.

INTER-AGENCY STANDING COMMITTEE
PRINCIPALS MEETING

**Cluster Working Group on
Water and Sanitation
Executive Summary**

12 December 2005

Hosted by OCHA

Palais des Nations, Geneva

Circulated 7 December 2005

I Executive Summary

The outcomes of the Water & Sanitation Cluster Working Group (WASH CWG), particularly the Implementation Plan for 2006 presents a minimum package of core activities and budget to create a catalytic competency with operational mechanisms for wider capacity development, preparedness, predictability and response capability with accountability and an effective working framework for future humanitarian crises.

For the WASH CWG to be successful in ensuring the above, it needs to fully assess all current and potential capacity in the sector at all levels, identify critical gaps and build sufficient catalytic capacity at critical levels to equip and enable others to address future challenges. It must also provide support and leadership, including for coordination in the interim years until such sufficient catalytic capacity and capability is developed.

In the context of the above challenge and in follow-up to its appointment as lead agency for Water and Sanitation, UNICEF called a meeting of all key stakeholders in the sector with a vested interest and proven capacity in dealing with or supporting humanitarian response programmes. The meeting took place on 15th August 2005 in Oxford, UK (hosted by OXFAM) and was attended by nine organizations representing INGOs and the UN. At that meeting, participants further endorsed the importance and urgency of creating an effective cluster approach to demonstrate positive results in terms of improving humanitarian water, sanitation and hygiene response in emergency situations and beyond. The meeting also stressed the importance of hygiene in all emergency response programmes and thus recommended that the cluster's title be expanded to include hygiene i.e. "Water, Sanitation & Hygiene Cluster Working Group" (WASH CWG).

1.1 How to Improve Humanitarian Response - summary of proposed strategy

Strategy Concept

- Create a minimum critical core capacity within the CWG to initiate support and leadership for a wider capacity development role both internally and externally. This strategy should be time bound to around two- to three- years, and have a clearly defined phased exit strategy, as appropriate core-capacity is developed at pertinent levels (country, regional and global).
- Develop an innovative approach to leadership through strategic partnerships and use of specialized institutions (at global, regional and country levels) to build critical mass of **catalytic** core capacity for further development of capacity at critical levels on its/their own (e.g. through training of trainers), including stand-by surge capacity arrangements at all levels; tools; technologies; etc.
- Create synergy through strategic planned intra- and inter-sectoral linkages and convergence of key sector activities and the efficient use of existing capacities of partner organizations, specialized institutions and the public and private sectors.
- Develop a clear exit phased-strategy as appropriate catalytic capacity is developed at pertinent levels.
- Plan for, and link emergency response activities to longer-term development initiatives to ensure greater potential for local sustainability and the achievements of the Millennium Development Goals.

1.2 Implementation Plan

Developed at Oxford meeting, the key elements includes:

1) Assessing Sector Capacities:

- Aim: To identify available and deployable resources across the whole of the IASC WASH Cluster membership, including a mapping process to identify where critical gaps and weaknesses exist.

2) Strengthening Surge Capacity:

- Aim: To ensure greater preparedness for rapid deployment of technical expertise is in place, including the establishment of emergency personnel rosters and developing inter-agency stand-by arrangements.

3) Training and Orientation:

- Aim: To identify where greatest needs and skills upgrading is needed at international, regional and national levels. And by enhancing support for relevant training options to build sector preparedness and response capacity.

4) Strengthening Coordination:

- Aim: To ensure that agreements on the coordination function and requirements are in place during humanitarian crises and matched with core competencies for an effective coordinated response.

5) Development of Supply Assistance:

- Aim: To research and share information on emergency supply specifications and performance, including standard items and equipment kits for compatibility and product development. And review emerging technologies with potential for application in emergencies.

6) Standard Setting and Performance Indicators:

- Aim: To improve services delivery performance and suitability through a greater understanding of technical performance standards and ensuring their consistent application.

7) Monitoring and Advocacy:

- Aim: To ensure that appropriate monitoring mechanisms are in place to measure / review impact and progress against implementation plans, and commission sector lessons learned exercises for informing future preparedness planning.

8) Resource Mobilization

- Aim: To ensure that resource needs are properly identified and that funding strategies are in place to meet needs in a timely manner.

1.3 Capacity and Gaps

Although there are numerous government, non-government, international, UN and private sector stakeholders who are either actively involved in, or have a vested interest in humanitarian response issues - their individual or combined capacities have never been systematically assessed nor mapped. To address this, the WASH CWG is currently finalizing the design of a capacity mapping questionnaire (including for personnel, training, supplies, technologies, etc.) for initial use at the global level and scheduled to commence analysis in mid-January. Moreover, this mapping exercise is scheduled to be extended to priority countries and geographic regions in the first quarter of 2006. Once completed, a capacity matrix will be made available to all pertinent stakeholders, at all levels, for decision making in planning, deployment, training, etc. This matrix will be used by the WASH CWG to determine specific capacity development needs and specific training requirements.

1.4 Response in Selected Existing Emergencies

The newly formed WASH CWG draws from over thirty years of experience and lessons learned in emergencies and are continuing to draw on the recent lessons from the tsunami and the current South Asia earthquake humanitarian response and ongoing emergencies in Sudan (Darfur), Uganda, Liberia, the DRC and elsewhere.

Although the South Asia humanitarian response has been, by default, a piloting ground for the cluster approach it has, nonetheless provided a valuable testing ground for learning on what works and what does not work and why. Although the WASH CWG at the global level is closely monitoring operations on the ground and is involved in providing support regarding standards, methodology, systems development for surge capacity, etc. - it nonetheless fully recognizes and accepted that the cluster approach needs to be country-led.

In Pakistan, UNICEF has taken up the challenge of leadership and has formed an effective local cluster working group. Although the sector experienced initial shortfalls in capacity (among all partners) and difficulties in getting in urgently needed supplies, the response capacity and leadership is now functioning relatively smoothly, whereby:

- **Coordination has improves overall effectiveness, making best use of scarce resources and helping to reach agreement on where the gaps are, what needs to be done, by whom and with what resources.**
- **Information is being shared among all partners through the senior coordinator (UNICEF).**

- **Participating agencies are beginning to pool supplies (water purification, sanitation).**
- **Where capacity is scarce and the problems enormous, in case of Pakistan, priorities have been set within the existing resources.**
- **Government is now actively participating in cluster meetings and sector coordination.**
- **The enhanced coordinated response in water supply and sanitation has improved Government's relationship with international response agencies and makes cluster management easier.**

Likewise, UNICEF is taking on leadership roles in Uganda, the DRC and Liberia even though it has limited resources.

1.5 Non-UN Actors Involvement

The WASH CWG is made up largely of international NGOs and of the ICRC and IFRC, and it is hoped that this membership will be extended to include bilaterals, key learning- and specialized- institutions, representatives from high-risk countries and the private sector.

Currently, the IASC Cluster Working Group on Water, Sanitation and Hygiene includes representatives from Action Contre la Faim, IASC Secretariat, Inter Action, ICRC, IFRC, IRC, MSF, MSF Belgium, OXFAM and RedR, as well as UNHCR, WFP, WHO and UNICEF. Invitations were extended to a wide range of sector related organizations and agencies with a vested interest in emergencies informing them that membership of the cluster working group is voluntary and that all IASC member agencies were eligible.

1.6 Cross-Cutting Issues

Maximum health and social benefits are realized when convergence of water supply, sanitation and hygiene programmes are coordinated and integrated with other key sectoral programmes. Diarrhoeal disease is best tackled, for example, through a combination of preventive and curative interventions involving inputs from the health, education and nutrition sectors and that of water, sanitation and hygiene. Work on cross-cutting issues is planned for early 2006 and will include, in addition to the above linkages, an examination of ways to address:

- Rights-based programming.
- Working with governments & affected populations.
- Gender.
- Ensuring linkages to longer-term development.
- Evidence-based advocacy and programme design.
- Learning-based approaches guided by effective knowledge management.

1.7 Response Planning and Preparedness

As mentioned earlier, a lot of effort has gone into the preparation of the draft **Implementation Plan** and matrix of responsibility. However, more consultation is needed among the cluster partners regarding responsibilities, resource needs, implications for each of the organizations and other matters before a final consensus is reached. This, and several other related issues will be addressed in a joint workshop tentatively planned for late January 2006.

1.8 Plan for Phased Introduction and Recommendations for 2006 Implementation

As mentioned earlier, significant work against the Implementation Plan has already begun. However, priorities and phasing have now been identified and agreed upon by the CWG, these include priorities for the December 2005 through end March 2006:

- Capacity mapping of all cluster member organizations (and other institutions) at global level to determine their capacities, critical gaps and specific training needs, including how, where and by whom it may be done.
- Capacity mapping of four high risk countries (D.R. Congo, Uganda and Liberia) and two geographic regions to determine existing capacity, critical gaps and what training and other support are needed.
- Review current protocols for sector coordination at global, national and sub-national levels and develop/update for improved coordination.
- Review current standards, technologies, kits and logistical arrangements for supplies and equipment and take necessary corrective action.
- Review present capacity of supplies and equipment of all key partners to meet major emergency needs.
- Review performance indicators an update as needed and based on SPHERE standards.

1.9 Recommendations on Outstanding Cluster-Specific Issues

We now need to further examine some key challenges, including:

- How to achieve universal buy-in when moving so fast? Ensuring tangible, useful outputs – members need to see value and have time to analyze the implications.
- How to enhance coordination for predictability without creating additional bureaucracy? It is therefore important to keep the CWG work-plan focused on critical/priority activities - shift actions to country / regional level.
- How to strengthen the role of the CWG in enhancing rapid deployment of sector professionals? Further discussion on feasibility of global rosters, standby agreements and recruitment service provision, which will be a major issue at the upcoming Surge Capacity Meeting planned for January 2006 (with key NGO partners).