

62nd IASC WORKING GROUP

RETREAT on “Better Humanitarian Response”

6-7 September

New York (hosted 2005 by UNDP)

Venue: Harrison Centre, Glen Cove, New York

**REPORT FROM THE CLUSTER WORKING GROUP ON
REINTEGRATION AND RECOVERY**

August 2005

EXECUTIVE SUMMARY

The Cluster Working Group on Reintegration and Recovery (CWGRR), chaired by UNDP, consists of UNICEF, UNHCR, FAO, WFP, WHO, OCHA (including IDD), UNFPA, IOM, IFRC, ICRC, UN-Habitat, UNEP, ILO, UNV, and ISDR¹.

Scope of the CWGRR - Recognizing that reintegration and recovery is not a cluster *per se* but a multi-dimensional process, the CWGRR agreed to focus on “early recovery” within the humanitarian context, covering both natural disaster and conflict situations. An initial working definition of “early recovery” is provided in the report, focused on stabilising the situation from the economic, governance, social and security perspectives and laying the basic foundation of a transformation process that integrates risk reduction at the very early stages of the response.

Roles/Responsibilities of the Lead Agency - Building on OCHA’s concept note², the CWGRR further defined the role of the lead agency as being managerially accountable for developing the capacity of the cluster (knowledge management in support of early planning, mapping of capacities, organization of cluster functions and responsibilities, capacity development, partnership development, surge or stand-by capacity, coordination with other clusters, and resource mobilization) and for facilitating and speeding up the operational response of the cluster (strategy development, deployment of response, monitoring, and advocacy). The CWGRR agreed that the lead agency is responsible for ensuring that appropriate actions are taken by appropriate actors (as opposed to undertaking all necessary actions itself) to ensure the rapid, coherent, and all-inclusive deployment of the response to a specific crisis.

Actionable Recommendation and Implementation Plan – In order to promote coordinated and complementary humanitarian and recovery-related interventions and to accelerate the impact of development activities within this context, the CWGRR recommended the eleven-

¹ The last five are not part of the IASC but were invited to participate, given their strong relevance.

² “Developing Cluster Responsibilities and Accountability – A Concept Note,” 11 July 2005.

step concrete actions, aimed at establishing a Working Group for Early Recovery as the “early recovery hub.” It is to serve as the single repository of tools, instruments, methods and approaches for different types of crisis and be accountable for ensuring cluster development and operational functioning mentioned above. The CWGRR recommended that this single hub be supported by the two technical and operational platforms, one for natural disasters (building on the existing International Recovery Platform) and the other for conflict (to be established), with the participation of the current CWGRR members as well as international financial institutions and NGOs. The work of these platforms will be organized through a phased approach, focusing first on identifying the priority themes/clusters and *critical gaps* in early recovery and facilitating knowledge management, training, and inter-agency partnerships. It is recommended that such a structure is constituted immediately upon endorsement by the IASC and develops its detailed implementation plan by December 2005.

The CWGRR has adopted an approach of building on past/ongoing efforts and closely coordinating with other relevant mechanisms/initiatives. In this regard, the CWGRR recognized its potentially important link with the UNDG and recommended further dialogue with the UNDO to clarify the scope of collaboration and the respective roles. The CWGRR also flagged the need for coordinating closely with the ongoing discussions over the Peacebuilding Commission/Support Office. Furthermore, recognizing the cross-cutting nature of early recovery, the CWGRR stressed the need to take the results from the other cluster groups into account in its future work.

Lead Agency for Early Recovery - The CWGRR recommended, on a near-consensus basis, UNDP for this role; all the participating agencies (both IASC and non-IASC) have confirmed their support for this recommendation, with the exception of the Red Cross Movement that declined to pronounce itself on the ground of their independent nature. UNDP confirmed its willingness to serve in this capacity, if so designated by the IASC.

Basis for Future Efforts - Attached to the report are four annexes that reflect the rich substance of the group’s discussions and will serve as an excellent basis for the CWGRR’s continuing work in the future. Important headway has already been made towards identifying a common working definition of “early recovery” and priority elements within it, mapping our current capacities for early recovery interventions, and analyzing the critical gaps.

Table of Contents

Executive Summary	1
I. Scope of the Cluster Working Group on Reintegration and Recovery (CWGRR)	4
II. Process Adopted by the CWGRR.....	4
III. Initial Working Definition of Early Recovery	5
IV. Structure of the Report	5
V. Acknowledgments	6
VI. Roles and Responsibilities of the Lead Agency for Early Recovery	6
<i>General Considerations:.....</i>	<i>6</i>
<i>Cluster development responsibilities:.....</i>	<i>7</i>
<i>Operational Responsibilities:</i>	<i>8</i>
VII. Actionable Recommendations for Improving Predictability, Speed and Effectiveness of International Humanitarian Response.....	8
VIII. Recommendation of the IASC Lead Agency for Early Recovery on a Global Basis	12
IX. Implementation Plan for Short, Medium and Long-term Actionable Recommendations and Options	13
Annex 1: Illustration of Early Recovery in Conflict Situations	14
Annex 2: Analysis of Gaps and Actionable Recommendations	16
Analysis of Gaps and Actionable Recommendations for Natural Disasters	16
Annex 3: Initial Mapping of Agencies' Operational Capacities	32
Annex 4: List of Participants.....	42

I. SCOPE OF THE CLUSTER WORKING GROUP ON REINTEGRATION AND RECOVERY (CWGRR)

1. UNDP, in its capacity as the temporary Chair, convened the first meeting of the CWGRR on 21 July 2005 which was attended by the following IASC members: ICRC, IFRC, IOM, FAO, UNDP, UNFPA, UNHCR, UNICEF, UNOCHA, WFP, and WHO.

2. The following non-IASC organisations and units were invited to participate given their important role in respect of recovery: IDD-OCHA, ISDR, ILO, UNHABITAT, UNEP, and UNV.

3. A consensus was reached *on the scope* of the CWGRR, which can be summarised as follows:

- Reintegration and Recovery (“R&R”) is not a cluster but *a process*, which is multi-dimensional, i.e., economic, governance, security and social dimensions.
- Reintegration is an important component of this process.
- The CWGRR will focus on major capacity gaps in R&R within the humanitarian context.
- The focus of the CWGRR will thus be *on early recovery*.
- A working definition of early recovery will be proposed to initiate the discussion, while the CWGRR clearly agreed that early recovery can not be confused with recovery and reconstruction which are medium to long-term undertakings.
- The main differences between conflict and natural disaster situations will need to be addressed by the CWGRR.
- Important past and ongoing initiatives will be taken into consideration in identifying the main gaps (such as the UNDG/ECHA Working Group on Transitions Issues, the International Recovery Platform, the Humanitarian Response Review, discussions on the Peace Building Commission and Peace Building Support office, etc.)

II. PROCESS ADOPTED BY THE CWGRR

4. As agreed during the meeting on 21 July, UNDP submitted to the CWGRR a draft concept paper on 29 July outlining the major elements of early recovery in natural disasters and conflict situations and a matrix for consolidating the main capacities and identifying the main gaps. Comments on the draft concept note and the matrixes completed were received from all the members with a few exceptions and were circulated to all the members.

5. During period 3 August – 11 August, one-to-one consultations were held by UNDP with 15 members of the group.

6. The CWGRR reconvened in plenary on 15 August to discuss a first outline of the main gaps identified and the main recommendations made by the members during the consultations and through the written contributions received that far.

7. As agreed during that meeting, three draft documents were circulated to the CWGRR on 17 August. They are: (1) main gaps and actionable recommendations for natural disasters and conflict situations; (2) main responsibilities and functions of the Lead Agency; and (3) an implementation plan. The CWGRR reconvened again in plenary on 18 August and agreed to provide to UNDP final comments by 22 August at 11: 00 am, enabling UNDP to submit the final version of the Report to the IASC Secretariat by close of business on 22 August.

III. INITIAL WORKING DEFINITION OF EARLY RECOVERY

8. A working definition of early recovery has been further elaborated upon based on the concept note circulated to the CWGRR. On this basis the CWGRR has developed an Illustration of Early Recovery in Conflict Situations, which is attached as Annex 1, and for better clarifying the scope of the CWGRR, early recovery can be framed as follows:

- Early recovery is multi-dimensional process within a humanitarian context
- Early recovery aims at *stabilising* during a critical period of time the situation *from the economic, governance, security and social view point*, and at *laying the basic foundation of a transformation process which integrates risk reduction at the very early stages of the response*³ *efforts to that effect*
- This in turn requires comprehensive, consolidated and complementary humanitarian and recovery-related interventions and the acceleration of the impact of development activities
- Early recovery spans over a period of at least 12 months from the outset of a crisis, and in the case of conflict situations is irrespective of the existence of a Peace Agreement or the establishment of a Peace Keeping Operation

IV. STRUCTURE OF THE REPORT

9. The report of the CWGRR is the consolidated executive summary of the contributions and discussions that have taken place during period 21 July - 22 August 2005. As agreed during the IASC meeting held on 12 July, the report is organised as follows:

- Role and responsibilities of the Lead Agency at the global level
- Actionable recommendations for improving predictability, speed and effectiveness of international humanitarian response

³ National capacity is here understood to encompass national institutions, civil society organisations and community-based organisations

- Recommendation of the IASC agency which should be the lead for early recovery on a global basis
- Implementation plan for short, medium and long-term actionable recommendations and prepare options if there is no consensus.

10. In order not to lose the richness of the discussions with, and contributions made by, the members of the CWGRR the annexes are to be considered as an integral part of report. They indeed present an illustration of early recovery in conflict situations, a consolidated analysis of the gaps and 49 concrete recommendations, and an initial mapping of the capacities.

V. ACKNOWLEDGMENTS

11. UNDP would like to thank all the members of the CWGRR for their active and constructive cooperation and contributions.

12. UNDP would like to express its deepest appreciation to ILO for releasing two colleagues in support of the CWGRR and for their active and valuable support to UNDP in this process.

VI. ROLES AND RESPONSIBILITIES OF THE LEAD AGENCY FOR EARLY RECOVERY

General Considerations:

13. The CWGRR endorsed the concept note circulated on 11 July 2005 by the IASC Secretariat⁴ as the overall framework for identifying the roles and responsibilities of the Lead Agency, and for clarifying the roles and responsibilities of the cluster *at the global level*.

14. The CWGRR has thus endorsed the concept that the Lead Agency will have at the global level, a *dual managerial responsibility* for which it has to be accountable for: (1) develop the capacity of the cluster; and (2) facilitate and speed up the operational response of the cluster.

15. The CWGRR also endorsed the fact that the role of the Lead Agency at the global level should not necessarily be that of undertaking all the required development and operational actions, but rather of ensuring that the appropriate actions are taken to enable the rapid, coherent and all-inclusive deployment of the response to a specific crisis.

16. The roles and responsibilities at the global level of the Lead Agency for Early Recovery are thus organised in relation to its expected cluster development responsibilities and its expected operational responsibilities as follows:

⁴ Developing Cluster Responsibilities and Accountability – A Concept Note

Cluster development responsibilities:

17. ***Knowledge Management in support of early planning:*** ensure and facilitate the documentation and dissemination of lessons learned and best practices, the definition of typologies of crisis, crisis scenarios, and vulnerabilities, the consolidation of indicators for assessing impact, the consistency and coherence in the programmatic approaches adopted, the development of tools and methodologies based on a thorough analysis of existing gaps for early recovery, and the development of generic performance standards and benchmarks
18. ***Mapping of capacities:*** facilitate and ensure that the mapping exercise⁵ initiated by the CWGRR is further consolidated and expanded to include NGOs and other organisations as appropriate, to further sharpen its focus in relation to early recovery
19. ***Organisation of cluster functions and responsibilities:*** facilitate and ensure that the members of the cluster have clearly assigned responsibilities and functions including for specific clusters, themes or issues based on their comparative advantage for contributing to the long-term development of the cluster capacity, and/or for contributing effectively to the deployment of a rapid response
20. ***Capacity development:*** ensure and facilitate the identification of critical training gaps, the development of corresponding training modules, the inclusion of these training modules in existing training facilities and the mobilisation of resources for training
21. ***Partnership development:*** ensure and facilitate the mapping of existing inter-agency arrangements in technical clusters most relevant to early recovery, the identification of gaps, and the further development of critical inter-agency partnerships with the objective of fostering fully coordinated humanitarian and recovery-related responses and/or of accelerating the impact of development activities in specific technical fields.
22. ***Surge or stand-by capacity:*** ensure and facilitate the identification of critical gaps in terms of surge and/or stand-by capacity, the development of an inter-agency roster for deploying surge capacity based on existing strengths⁶, the mobilisation of resources to finance the early deployment of surge capacity when needed, and the development of inter-agency agreements for staff secondment and deployment
23. ***Coordination with other clusters:*** ensure and facilitate a constant liaison and coordination with other clusters in order to ensure the most cost-effective use of human, technical and financial resources
24. ***Resource Mobilisation:*** ensure and facilitate the development of innovative approaches to finance in a more appropriate and predictable manner the funding of humanitarian and early recovery related responses, and increase financial support for early capacity development interventions

⁵ Attached as Annex 4

⁶ Norwegian Refugee Council (NRC), Danish Refugee Council (DRC), and UN Volunteers (UNV).

Operational Responsibilities:

25. **Strategy development:** ensure that a cluster implementation plan is finalised in a timely, comprehensive, coherent and all-inclusive manner to enable the deployment of the rapid response, including needs assessments, priority setting and performance standards, the distribution of roles between the members of clusters, and the coordination with the other clusters to ensure cost-effective responses

26. **Deployment of the response:** ensure and facilitate the designation of the member of the cluster that will operationally lead the response according to his comparative advantage in light of the nature of the crisis and/or the specific country in which the crisis occurs

27. **Monitoring:** ensure and facilitate the monitoring of the rapid response against the implementation plan and the ongoing assessment of impact, and the timely reporting on progress

28. **Advocacy:** ensure and facilitate the identification of core advocacy concerns and contribute to broader advocacy initiatives

VII. ACTIONABLE RECOMMENDATIONS FOR IMPROVING PREDICTABILITY, SPEED AND EFFECTIVENESS OF INTERNATIONAL HUMANITARIAN RESPONSE

Main strategic considerations:

29. The Humanitarian Response Review (HRR) has noted a broad level of commitment throughout the humanitarian community to address the concerns over humanitarian performance. We should thus constantly keep in mind that this process launched by the IASC is about the people, for the people and with the people affected by natural disasters and conflicts. Further, we should keep in mind that within this context, the CWGRR has clearly identified two strategic objectives for early recovery: *strengthen consolidated, comprehensive and complementary joint humanitarian and recovery-related responses*; and *accelerate the impact of development activities within this context*. The CWGRR felt indeed that this is essentially needed for ensuring a more coherent, comprehensive and all-inclusive approach for *stabilising the situation from the economic, governance, social and security points of view*, and for *laying the basic foundation of a transformation process⁷ that integrates risk reduction measures in the response to a crisis at the very early stages*.

30. The proposed Lead Agency functions at the global level outlined earlier describe as far as possible generic functions that are valid for natural disasters and conflict situations (as well as eventually for complex crisis and fragile states, though these have not been examined in detail in the present exercise). At the same time the CWGRR recognises that the existing institutional frameworks and status of development of instruments and operational capacities in both situations are different.

31. In the case of natural disasters, an International Recovery Platform (IRP) was launched in Kobe, Japan in January 2005 by IFRC, ILO, ISDR Secretariat, OCHA,

⁷ “Build Back Better”

UNDP, World Bank, Asian Disaster Reduction Centre and the Government of Japan, in order to address the gap in the international system's capacity to address post-disaster recovery concerns. In other words, an inter-agency technical group already exists, with defined focal points, an action plan and assigned resources. Its creation, however, responds to the fact that many necessary instruments for post-disaster recovery, such as a widely accepted post-disaster assessment methodology simply do not exist.

32. In the case of conflicts, a large number of atomised policy and strategy inter-agency initiatives and institutional mechanisms are in place or are being developed in relation to Humanitarian Response, Peace Building, Transition and Poverty Reduction. Also through or in parallel to these policy and strategy initiatives, a large number of tools and instruments have been developed ***which are not necessarily geared towards addressing the main operational and programmatic gaps*** identified by the CWGRR and for enhancing coherent, all-inclusive, practical, flexible and well resourced early recovery responses at the global level. Moreover, it is extremely important that the field perspective, realities and experience are taken into consideration for enhancing the rapid response capacity at global level on one hand, and for contributing to the establishment of the Peace Building Support Office, and the ongoing work on fragile states and poverty reduction (OECD/DAC and Millennium project) on the other hand. There is however no technical and operational mechanism in place for ensuring this on a predictable, evidence-based, coherent, flexible and practical manner which could in a phased approach support the enhancement of our collective rapid response capacity for early recovery at the global level.

33. This difference has important implications for the CWGRR. Indeed, given the imperative to integrate risk reduction into early recovery, the approaches, operational responses, tools and mechanism will have to relate to fundamentally differentiated policy and strategy frameworks that have been developed at the global level for disaster risk management (Hyogo Framework of Action, UN International Strategy for Disaster Reduction) on the one hand and for conflict (IASC, UNDG/ECHA and the Peace Building Commission) on the other hand.

34. Also the strategies, operational and programmatic responses will need to be tailored to different types of crisis and scenarios, depending on the specific mix of natural disaster, conflict, natural disaster and conflict, and other risks present. There is not a generic set of crisis recovery strategies, programmatic and operational approaches, tools and instruments, that can be applied indiscriminately anywhere (from recovery after a hurricane in the Caribbean to recovery after a conflict in southern Sudan).

35. Therefore, while different sets of instruments can be developed for natural disasters and conflict situations in the context of the different policy and strategy frameworks mentioned above, they should be considered as a menu of options from which specific and appropriate approaches, operational and programmatic responses, partnerships, tools, and mechanisms can be drawn down for each specific context. At the same time some important support systems such as surge capacity, training, knowledge management, and information management systems could be further

strengthened on a common basis in order to entice greater coherence and cost effectiveness.

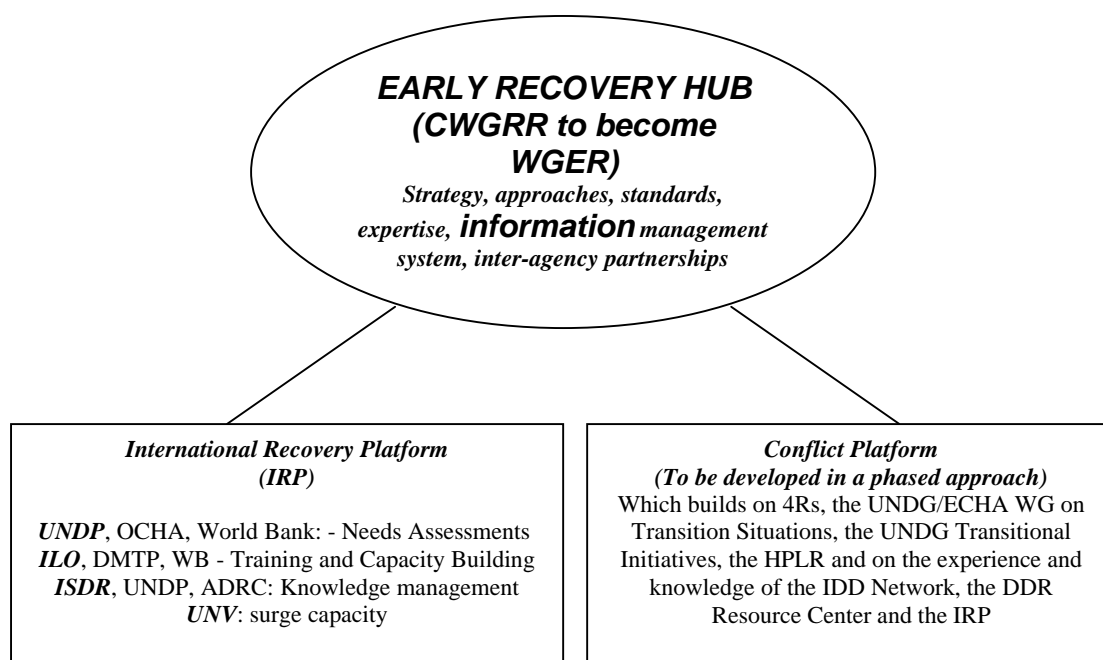
Actionable Recommendation 1:

The above considerations call for *an architecture* with the following characteristics:

- The CWGRR should continue its work as a *single early recovery hub* spanning different kinds of crisis that is *accountable* to the **IASC** for ensuring the development of the cluster capacity and its operational functions mentioned above
- A single repository of tools, instruments, methods and approaches for different types of crisis
- A differentiated development of the activities in the natural disasters and conflicts spheres recognizing the different institutional frameworks and levels of development

Actionable Recommendation 2:

The architecture could be as follows:



Actionable Recommendation 3:

In recognition of the important role it can play in ensuring effective and complementary humanitarian and recovery-related responses and for accelerating the impact of development actors within this context, the CWGRR considered the possibility of a hybrid architecture where it is linked to both the IASC and the UNDG. As no consensus could be reached, the CWGRR decided to focus at this time on the recommendations under the direct purview of the IASC. The CWGRR

recommends the IASC Principles to consider the appropriate modality of relationship between the CWGRR and UNDG and, as appropriate, engage UNDG in policy-level consultations.

Actionable Recommendation 4:

For Natural Disasters, the CWGRR will build on the activities of the IRP. Within the IRP the overall lead agency is UNDP, while for capacity development activities specific lead agencies have already been defined, such as ILO on training and capacity building, ADRC (Asian Disaster Reduction Centre) on knowledge management, and UNV for surge capacity. The IRP has a Secretariat in Kobe and hubs in Geneva and Turin.

Actionable Recommendation 5:

The CWGRR will work with and through the IRP to address a number of the proposed *Lead Agency development capacity functions*: documentation of best practice and lessons learned; training and capacity building; development of operational tools, such as the proposed Post-Disaster Recovery Needs Assessment and Damage and Loss Information Management System, and the inter-agency roster of consultants.

Actionable Recommendation 6:

The CWGRR recommends that its work be closely coordinated also with the past/ongoing efforts on the security and political sides of the UN system, in particular the ongoing discussions over the Integrated Missions and the Peace Building Commission/Support Office. While the CWGRR's work needs to be informed by and progress within the larger context of the developments on these initiatives, the CWGRR also recognizes the useful insights and added-value inputs that it can bring to the ongoing debates. The CWGRR also wishes to highlight that its work is essential also in situations where there is no Integrated Mission.

Actionable Recommendation 7:

The CWGRR recommends that a technical and operational platform similar to the IRP be established for conflict situations.

Actionable Recommendation 8:

Representation and participation of NGOs and international financial institutions should be secured

Actionable Recommendation 9:

This technical and operational platform (the conflict platform⁸) will support the CWGRR in developing the longer-term capacity and the operational functions of the cluster. This support will include informing and facilitating the preparation of coherent, multi-dimensional, and all-inclusive early recovery strategies; organising

⁸ For lack of better title for now

the timely deployment of highly qualified and certified expertise; developing integrated programmatic and operational approaches; developing inter-agency partnerships; providing practical, systematically applied and coherent support to the field, including through knowledge management and training, informing and facilitating resources mobilisation.

Actionable Recommendation 10:

The CWGRR recommends a phased-approach for establishing and organising this technical and operational platform

Actionable Recommendation 11:

To that effect and as starting point, the CWGRR should concentrate its efforts on 1) identifying the priority themes or clusters which are the most relevant and feasible for further development at this stage across the various dimensions of the early recovery process; 2) identifying critical gaps, and 3) knowledge management, training, and inter-agency partnerships.

VIII. RECOMMENDATION OF THE IASC LEAD AGENCY FOR EARLY RECOVERY ON A GLOBAL BASIS

36. By 22 August 2005, the following IASC members of the CWGRR pledged their support to UNDP as Lead Agency for early recovery: FAO, IOM, UNHCR, UNICEF, OCHA, UNFPA, WFP, and WHO.

37. ICRC communicated its position as follows:

“As you are aware the ICRC participates in IASC meetings in its quality as "standing invitee". It is willing to engage the UN system in a constructive and open dialogue and is willing to engage the UN system within the framework of its mandate and responsibilities, as closely as possible. When the UN system wants to confer lead agency status to one of its agencies for a specific cluster approach, it is not up to an independent agency working outside the UN system to express an opinion in this regard. We believe this is very much an internal matter for the UN to decide. The ICRC remains ready to engage in an open dialogue with any cluster lead agency designated for cluster co-ordination among UN agencies in line with its current contributions to the IASC process”.

38. IFRC that has actively participated in the CWGRR has not expressed its institutional position on the lead agency.

39. The following non IASC members that have participated in the CWGRR have pledged their support to UNDP as Lead Agency: IDD/OCHA, ILO, ISDR, UNEP, and UNHABITAT.

40. It should be noted that no alternative was put forward to the designation of UNDP as Lead Agency for the Early Recovery Cluster. Also, UNDP confirmed its willingness to assume the Lead Agency Role and Responsibilities for developing the capacity of the cluster and for supporting its operational response

IX. IMPLEMENTATION PLAN FOR SHORT, MEDIUM AND LONG-TERM ACTIONABLE RECOMMENDATIONS AND OPTIONS

Short-Term:

41. The roles and responsibilities of the Lead Agency for Early Recovery should be validated and finalised by the IASC Working Group in light of the Roles and Responsibilities of the Lead Agency attributed to the other clusters.
42. The relationship of the Lead Agency towards UNDG should be clarified by the IASC
43. The establishment of a single Early Recovery Hub, the Working Group on Early Recovery (WGER), should be validated by the IASC Working Group and endorsed by the IASC Principals.

Medium-Term:

44. Upon review by the IASC Working Group and endorsement by the Principals, the WGER should immediately reconvene to agree on priority actions, including the distinction between required actions in the area of natural disasters and conflicts for its further work based on the recommendations formulated by the CWGRR.
45. Representation of NGOs and relevant international organisations should be secured.
46. The Lead Agency will consolidate the human, technical and financial support it needs in support of the functioning of the WGER.
47. The WGER will prepare, by December 2005, a plan of action with realistic deliverables for implementation in the short and medium term, allowing for a phased approach.
48. The Lead Agency will seek endorsement and financial support by the donor community, in coordination with the ERC's resource mobilisation initiatives on the overall humanitarian upgrading efforts.

ANNEX 1: ILLUSTRATION OF EARLY RECOVERY IN CONFLICT SITUATIONS⁹

<i>Security</i>	<i>Governance</i>	<i>Economic</i>	<i>Social</i>
<p>Mapping for and de-mining to ensure humanitarian access</p> <p>Mine/UXO risks awareness</p> <p>Programme for developing national capacities and partnership for Mine Action developed, and operational mechanisms in place.</p> <p>Training of security/defence forces and judiciary to enhance protection of war-affected populations (human rights, humanitarian principles, guiding principles for IDPs, gender, and gender-based violence, HIV/AIDS)</p> <p>Disarmament and stockpiling of heavy and small arms</p> <p>Programme developed for the</p>	<p>Emergency budgetary support for allowing the early functioning of public administration functions at national, sub-national and local levels</p> <p>Restore national capacity for basic fiduciary and financial management commensurate with internationally accepted standards of transparency and accountability.</p> <p>Restore national capacity and partnership development for basic economic and financial governance (including for natural resources management)</p> <p>Start Conflict Analysis process, and national capacity development for</p>	<p>Rapid temporary employment generation programmes to monetise the local economy (environment regeneration, cleaning of rubble, labour-based infrastructure rehabilitation etc...)</p> <p>Rehabilitation of small scale infrastructure, which enables circulation of goods and people (secondary and tertiary roads, market places etc...)</p> <p>Immediate protection of remaining, and rehabilitation of, productive assets (crops, livestock, fisheries, irrigation, land etc...)</p>	<p>Basic restoration of social infrastructure allowing for the quick resumption of primary social services (schools, health facilities, water and sanitation)¹⁰</p> <p>Programme developed for assisting communities in addressing their recovery needs and the specific vulnerabilities of displaced people in a peaceful, secure, affordable and equitable manner, and operational mechanisms in place</p> <p>Restore national capacity for basic shelter planning and management linked to land management and property rights</p> <p>Psycho-social and</p>

⁹ This illustration has been composed and finalised with the contributions of the CWGRR. It attempts to capture the most strategic interventions, which could contribute to stabilise the situation in a conflict situation, while initiating the basic ground work for the transformation process to “build-back-better”. These strategic interventions offer the opportunity at an early stage for joint humanitarian and recovery-related responses, and for accelerating the impact by development actors.

¹⁰ Restoration of basic health facilities should aim at improving the quality, access and coverage of essential health care services including mental and reproductive health services. These interventions should include support to community health services and community mobilisation activities

<p>demobilisation and reintegration of ex-combatants and operational mechanisms in place.</p> <p>Access to flexible and mobile justice and conflict resolution mechanisms</p> <p>Plans developed for security and justice cluster reform</p> <p>Initial surveys for property restitution and land management</p>	<p>conflict sensitive leadership and management</p> <p>Restore national capacity for basic aid coordination comprising inclusive decision making, monitoring and oversight mechanisms</p> <p>Start national capacity and partnership development for restoring basic security, good governance, rule of law, and inclusive local governance systems</p> <p>Restore national capacity for basic natural resources management</p>	<p>Nutrition stabilisation and food security</p> <p>Start planning for sustainable agricultural production, food security, and safety nets</p> <p>Restore national capacity for basic local economic development</p> <p>Restore national capacity for basic vocational training</p> <p>Start planning for sustained access to means of production, income and employment generation opportunities</p> <p>Start planning for sustained access to micro finance systems</p>	<p>post-trauma counselling</p> <p>Risks mitigation measures in place to prevent potential and rapid increase of HIV/AIDS prevalence</p> <p>Youth survey developed and implemented to inform the planning and implementation process for recovery</p>
--	---	---	--

Cross cutting issues: human rights, reconciliation, culture of peace, justice, equity, special vulnerabilities, HIV/AIDS, gender and gender-based violence, and management of expectations through timely and effective media campaigns

ANNEX 2: ANALYSIS OF GAPS AND ACTIONABLE RECOMMENDATIONS

Introduction:

The actionable recommendations are based on an analysis of the gaps identified by the members of the CWGRR. The actionable recommendations are thus organised according to the main gaps identified for natural disasters and conflicts. During the consultations held during period 21 July – 22 August, many members (if not all) of the Cluster Working Group reiterated the need to build on previous inter-agency processes dealing with transition, recovery and poverty. Also members of the Cluster Working Group highlighted the importance of placing this exercise within the broader framework of ongoing UN Reforms. Without attempting to address in detail all the relevant issues emanating from these various initiatives, this analysis and actionable recommendations take into consideration most of their relevant aspects in respect of early recovery.

Analysis of Gaps and Actionable Recommendations for Natural Disasters

Development of policy and strategy on early recovery

1. While approaches, mechanisms, tools and systems for immediate humanitarian assistance (UNDAC, HIC, Flash Appeal, CHAP/CAP, HC etc.) as well as long-term reconstruction (ECLAC assessment, Consultative Group meetings, Multi-donor Trust Funds) are fairly well developed and accepted in the broad international system (UN system, Bretton Woods institutions, IFRC etc.) no such body of resources exists for early recovery. Clearly developed linkages and interfaces from early recovery *back* to humanitarian assistance and *forward* to long-term reconstruction are even harder to find. Even a clear definition, conceptualization and recognition of the early recovery phase, in itself, is still limited to networks such as the International Recovery Platform (IRP) and has not been mainstreamed either at the country or headquarters level. As a consequence, early recovery interventions remain *ad hoc* and unpredictable in character and impact.

2. This major gap lies at the intersection of both the humanitarian and development spheres, not only in the IASC system, but also in donor agencies and in the administrative structures of programme countries. Addressing the gap in terms of developing a solid body of expanded system policy and strategy that is understood and accepted by both donor and programme countries is therefore key to improving performance and predictability. Such policy and strategy needs to be evidence based on a clear definition of the scope of early recovery, the challenges faced, the best practices and lessons learned from past experiences, the documentation of tools and approaches that already exist and the development of norms and standards.

Recommendations

R.1.) The CWGRR should be formalized as a joint UNDG-IASC platform that brings together the key UN agencies involved from both the IASC and UNDG, together with the IFIs, IFRC and major NGOs. Apart from IASC and UNDG, the CWGRR should also inform the Inter-Agency Task Force of the International Strategy for Disaster Reduction (ISDR).

R.2.) In terms of post-disaster recovery, the IRP can be the key technical platform for the CWGRR, both in terms of best practice and lessons learned as well as the development of operational tools and approaches for capacity building and appropriate norms and standards.

Linking Recovery to Risk Management

3. The UN system has already adopted a broad framework for managing and reducing natural disaster risks entitled the Hyogo Framework of Action (HFA - adopted at the World Conference on Disaster Reduction, Kobe, January 2005) that identifies post-disaster recovery as one of the key opportunities to reduce disaster risk. In fact post-disaster recovery is one of the three strategic goals of the HFA, which prioritises “*integrating disaster risk reduction efforts in post disaster recovery and rehabilitation processes*”. UN system policy on recovery, therefore, needs to be formally integrated into broader UN system policy of disaster reduction.

4. Recently published reports such as UNDP’s *Reducing Disaster Risk: a Challenge for Development* and the World Bank’s *Global Natural Disaster Hotspots*, have provided solid quantitative evidence to show that the majority of disaster risk (both in terms of mortality as well as economic losses) is concentrated in a fairly small number of high risk, hotspots. In other words, the list of countries where a majority of large scale natural disasters occur will occur over the next decade, and where the UN will become involved in supporting post-disaster recovery can be clearly defined. This evidence is *key* in that it provides an imperative and obligation for the UN system to prioritise its efforts to reduce disaster risk in those countries on an ongoing basis *and* to build capacities in those countries for post-disaster recovery, recognizing that major disasters will happen and that the recovery process provides the major opportunity to reduce risks.

Recommendations

R.3.) The Resident Coordinator system should be strengthened in the group of 20 -25 very high disaster risk countries, both to build national capacities to reduce risks as well as to recover after major natural disasters. The deployment by UNDP of National Disaster Reduction Advisors to support the RC in those roles in those countries is an important first step in that direction on behalf of the ISDR system. The deployment of advisors by other UN agencies to work in clusters with the UNDP advisors in the same countries should be encouraged and will add critical gravity and synergy to that effort.

R.4.) In these high risk countries, the UN system, the national authorities, IFIs, IFRC and other relevant actors should work together to improve pre-disaster recovery planning. This involves the developing of likely disaster scenarios, dimensioning the impact and establishing roles and responsibilities for recovery.

R.5) The Global Risk Identification Programme (GRIP) recently launched by the ProVention Consortium, UNDP, World Bank, the InterAmerican Development Bank, OCHA Relief Web, UNEP-GRID, Munich Reinsurance and others to address another area of the HFA, will facilitate the consolidation of multi-hazard risk assessments in high risk countries and hotspots. Such national and sub-national multi-hazard risk assessment is key to informing the development of pre-disaster recovery planning.

Other relevant UN agencies, currently not involved in GRIP, such as FAO, should be encouraged to join this effort.

R.6) The IRP (through ILO) together with the UN Disaster Management Training Programme (DMTP), should also concentrate their efforts in training and capacity building in the same high risk countries, thus bringing to bear in a very synergistic way a range of UN system efforts in the context of the HFA. Such capacity building efforts should address both UN system as well as national capacities.

Coordination Responsibilities and Support for Early Recovery

5. In the context of the overall absence of system policy and strategy on post-disaster recovery, responsibilities for the overall coordination of recovery, at both headquarters as well as at the field level are insufficiently defined. At the same time, while the provision of humanitarian assistance and support to early recovery occur concurrently and should be mutually reinforcing there is similarly an insufficiently clear mechanism to co-ordinate both, although such mechanisms exist in specific clusters (for, example the twin track approach pioneered by FAO, WFP and IFAD). As a result the UN system is unable to adequately address recovery co-ordination issues with government and IFIs in the early recovery period given that the RC/HC is often fully occupied with coordinating humanitarian assistance. Similarly, well-meaning humanitarian actions may actually detract from recovery actions unless there is coordination between both.

6. In terms of coordination support, a number of mechanisms currently exist to support the RC / HC in humanitarian co-ordination. These include the deployment of UNDAC teams, the setting up of Humanitarian Information Centres (HIC) and the opening of OCHA offices (normally where an HC has been designated). No such formal mechanisms exist to support recovery. Coordination has been strengthened on a case by case basis through ad hoc support from UNDP, DGO and from specialized agencies in their particular clusters.

7. At the same time, early recovery co-ordination has important differences from humanitarian co-ordination. While early recovery begins concurrently with humanitarian assistance, recovery processes typically continue for several years. National governments usually assume the primordial role in recovery coordination, implying that the UN system role is to support and build government capacity to coordinate, rather than substitute for that capacity. Support to governments includes substantive support to strategy setting and planning in key sectors such as livelihoods, governance, environment and shelter, Therefore, to be able to add value the UN must provide substantive expertise in those sectors.

Recommendations

R.7) Given the interdependent nature of humanitarian assistance a single point of coordination should exist in the UN system at both headquarters and the field level. At the headquarters level this should be addressed by a joint mechanism between IASC and UNDG, with OCHA acting on behalf of IASC and UNDP on behalf of UNDG (or eventually another lead agency depending on the specific nature of the disaster and the country where it occurs). Once the humanitarian phase has wound down, UNDP should continue headquarters co-ordination on behalf of UNDG.

R.8) At the field level, the RC / HC function needs to explicitly include responsibilities for recovery co-ordination, enabling both humanitarian and recovery co-ordination to be brought together. Given the characteristics of recovery coordination described above, UNDP would normally support recovery co-ordination on behalf of the RC in the same way that OCHA supports humanitarian co-ordination.

Information Management

8. OCHA has developed and deploys tools for information management, following major natural disasters, notably UNDAC and HIC. However, currently no unified tool or mechanism exists to ensure that the information collected on damages and losses, in order to estimate relief needs, is then used to inform recovery planning and the economic impact assessments necessary to secure reconstruction financing. At the same time, much of the baseline information required is similar in all three cases (number of mortalities by local political-administrative unit, number of houses damaged / destroyed etc.)

9. Additionally, while in the humanitarian assistance phase, the UN often assumes an overall coordinating role, responsibility for recovery coordination is usually assumed by the government. However, HIC do not have a clearly defined role in strengthening government capacities in managing damage and loss information or for monitoring recovery activities. Meanwhile other agencies apply other information management tools for recovery planning and monitoring, such as the *DesInventar* tool used by UNDP to collate damage and loss data and the *DAD (Donor Assistance Database)* tool used to monitor and track recovery activities.

Recommendations

R.9) An integrated damage and loss information management tool, that can be used sequentially by UNDAC, governments, agencies involved in recovery assessments and IFIs carrying out economic impact assessments, should be developed to increase synergy between humanitarian, recovery and reconstruction actions, to avoid duplication of efforts and to improve data quality and availability. The IRP provides an appropriate framework for the development of such a tool, for piloting its application and for building the capacities for its use and mainstreaming in post-disaster contexts.

R.10) The recommendations of the *Technical Guidance Note on Development and the Humanitarian Information Centre*¹¹, should be broadly adopted and operationalised to ensure the integration of information management instruments from the humanitarian to the reconstruction phase.

Post-disaster Needs Assessments

10. Commonly accepted methodologies currently exist for assessing humanitarian needs (OCHA) as well as for measuring the economic impact of natural disasters (ECLAC methodology) in order to inform reconstruction planning and the provision of international loan finance by the IFIs. Similarly, many specialized agencies (ILO, FAO, UNEP, WFP, WHO etc...) have developed and applied assessment methodologies in their respective clusters. However, unlike in the post-conflict arena, no overall multi-sectoral assessment methodology comparable to the Post-Conflict Needs Assessment currently exists. As a result

¹¹ OCHA- UNDP, August 2005

both the recovery assessment process following natural disasters, as well as the follow-up preparation of recovery plans and programmes is currently fragmented and driven by cluster specific agency priorities.

11. Even where Joint Needs Assessments have been carried out by the UN system and the IFIs, such as after the recent Asia tsunami disasters, these have not been informed by a common methodological approach and framework. A coordinated programme of support to post-disaster recovery by the international system can only emerge if based on a common vision and assessment of recovery needs and priorities. This should provide the basis not only for more relevant and effective recovery programming, increasing synergy and reducing duplication, but also for an enhanced approach to resource mobilization.

Recommendations

R.11) A Post-Disaster Recovery Needs Assessment methodology should be developed to provide an overall framework for needs assessment and recovery planning, within which existing cluster specific assessment methodologies can be carried out. The IRP provides an appropriate framework for the development of such a methodology, for piloting its application and for building the capacities for its use and mainstreaming in post-disaster recovery operations.

R.12) Clear capacities currently exist in the different agencies to enable lead agency responsibilities to be clearly defined for developing the different clusters within the Post-Disaster Recovery Needs Assessment: FAO agricultural livelihoods, ILO employment; UNDP, governance and disaster risk management; UNEP, environment; UNFPA, gender (including gender-based violence) and data collection; UNHABITAT, shelter; UNICEF, Education, Child Protection, Water and Sanitation, WHO, health, etc.

R.13) The results of the assessment should enable the UN system, national governments and other partners to develop an evidence based Strategic Framework for Recovery that can provide the basis for cluster based programming and for resource mobilization.

Building Capacities

12. Concentrating UN capacities for disaster risk management and recovery to support the RC and UNCT in the most high-risk countries will go a long way towards addressing the current gap in capacity at the country level to support and co-ordinate post-disaster recovery. Nonetheless, in the case of major large scale disasters even those additional capacities will be exceeded, in areas such as post-disaster assessment, strategy formulation, programme development and both national and local level coordination.

13. One of the major current gaps in how the UN system deals with post-disaster recovery is the lack of predictable surge capacity, both in quantitative terms as well as in knowledge of post-disaster recovery tools and approaches. Individual agencies currently are able to mobilize expertise to the field, both staff and consultants to support different aspects, but there is no system wide approach that can support the RC and UNCT.

14. On the contrary, most agencies are able to access emergency funds to be able to deploy surge capacity and support assessment exercises, so that financial surge capacity, at least in the initial stages would not seem to be a gap.

Recommendations

R.14) The IRP mechanism should be used to develop a comprehensive inter-agency roster spanning the different aspects mentioned above (assessment, strategy formulation, coordination etc.). In addition deployment mechanisms, comparable to but not necessarily the same as the UNDAC system, should be developed to allow the expertise to be accessed by RCs, as soon as a disaster occurs.

R.15) A comprehensive training and capacity building programme should also be carried out through the IRP mechanism, in order to build the capacity of these teams, including in their gender approach, in different aspects of post-disaster recovery.

R.16) The use of UNVs constitutes an important existing mechanism for deploying surge capacity for post-disaster recovery that should be strengthened and further developed. Similarly partnerships with high risk medium income countries that possess considerable technical expertise in disaster recovery should also be used as a mechanism (both technical and financial) to develop the surge capacity.

Resource Mobilisation

15. A fundamental gap in the capacity of the international system to adequately support post-disaster recovery refers to the absence of appropriate resource mobilization mechanisms. In recent major natural disasters (Bam earthquake, Bangladesh floods, Asia tsunami) recovery components have been included in the humanitarian Flash Appeal. While this has enabled the mobilization of an increasing volume of resources for individual agencies for recovery it presents a number of disadvantages:

- The Flash Appeal was designed to resolve immediate humanitarian needs during the first six months after a disaster. While recovery, on the other hand, commences at an early stage, recovery needs go well beyond six months and support may be required over several years.
- Given that the Flash Appeal is launched in the first few days after a disaster, agencies are forced to include recovery components in the Appeal before needs assessments have been carried out, meaning that it is unlikely that either the volume or type of resources requested correspond to what is really required.
- If on the other hand agencies wait until after needs assessments are completed to mobilize resources for recovery, they find that most donor resources have already been committed in the Flash Appeal and that no “Recovery Appeal” exists. At the same time, while IFIs like the World Bank may be able to set up Multi Donor Trust Funds and hold Consultative Group meetings increasingly early after a disaster has occurred, the disbursement mechanisms involved mean that resources may not actually become available until months afterwards, and then only to those agencies that have standing agreements with the World Bank.
- Given the nature of the Flash Appeal, “attractive” clusters such as food or water and sanitation will receive significantly more donor attention than equally important

clusters such as employment and governance. Ultimately the mechanism encourages a competition between agencies for donor resources, both between as well as within clusters, rather than a unified UN system approach.

Recommendations

R.17) The CWGRR will have to develop proposals for a new approach to resource mobilization for post-disaster recovery, in consultation with UNDP, relevant donor bodies such as OECD DAC and the Good Humanitarian Donorship initiative to avoid the continuing distortion of the Flash Appeal mechanism and the problems mentioned above.

R.18) Some suggested that one alternative to be explored and refined could be to agree with donors that (a) only proposals for humanitarian needs are included in the initial Flash Appeal (b) nonetheless, a percentage of the resources captured in the Appeal are held back in a common fund for recovery (for example 40%) and for risk reduction (10% - a figure coherent with the current position of DFID and other donors). This money could then be released to support country Recovery Strategy proposals submitted by the RC on behalf of the UNCT based on the results of the Post-Disaster Recovery Needs Assessment.

Recovery Programming

16. The analysis carried out by the CWGRR has shown the existence of adequate agency capacities to support the development of recovery programming in most clusters. These capacities include but are not restricted to: UNDP (governance and disaster risk management); ILO (employment and non –agricultural livelihoods); FAO (agricultural and fishery livelihoods); Habitat (Shelter and infrastructure); UNEP (environment); WHO (health) and others. The development of recovery programming would follow on from a strategic framework agreed on the basis of a multi-cluster needs assessment.

17. Nonetheless, a challenge identified has been the need to ensure that existing country programmes are reoriented to address the recovery context. All too often, recovery programmes are developed as *stand alone* interventions, while existing country programmes continue as though no disaster had happened. Similarly, while a major disaster may have completely reconfigured the development context in a country and while the recovery may last years, there is no guarantee that existing UN system planning mechanisms are revised and modified to take into account the new context.

Recommendations

R.19) The CWGRR should assist UNDGO in the development of policy guidelines to ensure that CCA and UNDAF and specific agency programming frameworks are revised and reoriented in a timely manner to address recovery processes.

Analysis of Gaps and Actionable Recommendations for Conflict Situations

Policy and Strategy Development

18. Much progress has been made during the last four years for developing a UN System Policy and Strategy for addressing the challenges of Peace Building in a more integrated and effective manner. Integrated missions have been established in a number of crisis countries¹². More recently and in direct pursuance of the “In Larger Freedom” report, substantive progress is being made for establishing a Peace Building Commission and a Peace Building Support Office.

19. Important progress has also been made to translate major UN System policy and strategy directives into operational responses through inter-agency processes on transition and recovery, and poverty reduction. Some of these inter-agency processes have been institutionalized, while others were organized in respect of a specific task.

20. In March 2002, UNHCR, the World Bank and UNDP provided a *conceptual framework* -known as the 4Rs¹³ programming approach-for *bringing together humanitarian, transition and development approaches* throughout the *different stages of the reintegration* process in a structured manner similar to the institutionalized DDR process. The 4Rs is intended to serve as an overarching framework for institutional collaboration in the implementation of reintegration operations in conflict situations at the global level. It is designed to allow maximum flexibility for field operations to pursue country specific approaches with support from their Headquarters.¹⁴ An inter-agency 4Rs support group was established in Geneva for steering the *piloting of the framework* in four countries: Afghanistan, Eritrea, Sierra Leone and Sri Lanka. A large number of UN Agencies, International Organisations, and NGOs contributed to *operationalise* the framework in the pilot countries. The 4Rs Support Group has recently launched a review of the pilot in these countries. It is anticipated that the findings of this lessons learned exercise will shed important light on the current humanitarian review exercise, especially in respect of integrated planning, programming, financing and implementation for early recovery.

21. Further, and in order to *operationalise the institutionalized DDR process, integrated standards for DDR operations* are currently being finalized¹⁵ through an inter-agency process gathering 14 UN Organizations and Units, International Organizations and NGOs, under the chair of DPKO. They are to be launched in December 2005. Moreover an *inter-agency DDR resource center* is being established in New York¹⁶.

22. In September 2002, the UNDG and ECHA further established a working group on transition issues in situations from conflict to peace¹⁷ to respond to two sets of policy directives¹⁸. The report was issued in February 2004, and among its salient points *is the consensus reached*¹⁹ on the following:

¹² Report on Integrated Missions: Practical Perspectives and recommendations, Independent Study, April 2005

¹³ Repatriation, Reintegration, Rehabilitation and Reconstruction

¹⁴ 4Rs Working Document, January 2003

¹⁵ Based on the ISO methodology already used for harmonizing Mine Action operations

¹⁶ With the financial and technical support of IOM, UNDP and other organisations

¹⁷ The UNDG/ECHA Working Group consisted in 22 members including DPA, DPKO, the IASC Secretariat and the World Bank

¹⁸ Contained respectively under ECOSOC resolution E/2002/32 and Action point 14 in the Report of the Secretary-General (A/57/387/2002) in this respect. The first calls on the UN System to “address the funding and

QUOTE

- A **working definition of transition**: “For the UN transition refers to the period in a crisis when external assistance is most crucial in supporting and underpinning still fragile cease-fires or peace processes by helping to create the conditions for political stability, security, justice and social equity”
- The **overarching aim of transition is consolidating peace**. The foundation for consolidating peace consist in particular of the rapid establishment of security and stability, encompassing as appropriate various measures for reform of the apparatus of state and institutions of government. This would include systems of justice and transitional justice, rule of law, protection of human rights, reconciliation among communities, DDR and a social, legal and economic climate conducive to the safe voluntary return and reintegration of refugees and IDPs.
- While in the past, transition processes were largely regarded as sequential or a continuum from relief to development or even from conflict to peace, it is now increasingly recognized that **these facets exist simultaneously** at varying levels of intensity, susceptibility to reversals and opportunity
- A **single coherent strategy for all UN System actors** is imperative in transition contexts
- Such a strategy should be based on a **shared contextual analysis**, a **system-wide assessment of need**, and a clear identification of the potential role of the UN²⁰.
- **Promoting national ownership** of transition processes at central and community levels, including through capacity building is fundamental to a successful transition. The pace of government leadership might however be affected by its capacities or willingness to adhere to humanitarian principles and human rights law. In such cases, the UN must uphold its moral authority and maintain leadership of the humanitarian response.
- To facilitate such strategies there is a **need for practical and systematically – applied guidance**
- A headquarters mechanism comprising the secretariat of UNDG, ECHA and ECPS should be established to ensure that headquarters **support to UN Country teams remains coherent and timely**²¹
- Adequate and timely funding of UN’s response in transition situations including through the regular budget may under certain circumstances require a common, **dedicated multi-year funding facility**. UNQUOTE

23. Beyond these important points of consensus, the UNDG/ECHA working Group also clarified key conceptual issues such as its key characteristics and triggers, benchmarks indicating the need for transitional assistance and planning, an understanding of the interface

strategic planning gap between relief and development in the context of natural disaster and complex emergencies”. The second calls on UNDG to develop an implementation plan to strengthen the effectiveness of the organisation’s presence in developing countries and includes such features as ... integrated planning, budgeting, and resource mobilization tools for countries emerging from conflict” . The Cluster Working Group focused its attention on situations from conflict to peace. This focus was agreed because the UN System has a particularly critical role in post-conflict situations especially when the capacity of government is weak or its legitimacy contested or when there is a pressing need to use or create opportunities to build peace and prevent a return to conflict..

¹⁹ We understand that this consensus applies to UNDG members only, and that strong criticism was expressed by the G77 on some of the report conclusions. This section quotes the consensus on basic concepts and notions and not on the conclusions of the report which may not have been endorsed by all.

²⁰ A Conflict Analysis tool²⁰ and a Post-Conflict Needs Assessment Methodology ²⁰were accordingly developed with the financial and technical support of UNDP, UNDG, World Bank, GTZ and the Government of Germany .

²¹Ever since Integrated Missions have been established, and important progress is being made on the Peace Building Commission, the Peace Building Support Office, and ECHA and UNDP planning cells

between humanitarian and development interventions in transition situations and **a working definition of recovery**: “A recovery approach focuses on how best restore the capacity of the government and communities to rebuild and recover from crisis and to prevent relapses. In so doing recovery seeks not only to catalyse sustainable development activities but also to build upon earlier humanitarian programmes to ensure that their inputs become assets for development. Rather than an handover ... this transition is a process of identifying development needs and beginning the work of recovery as early as possible, drawing on existing development resources and creating new, appropriate and adapted resources for development to respond to the needs”²².

24. **Despite the progress made on all these fronts**, recent crises have still unveiled **important weaknesses** in terms of the predictability and coherence of the **operational response for early recovery** and which is of paramount importance in laying the foundations in terms of medium term and long term sustainable recovery and development. These have been confirmed through the consultation process undertaken through the CWGRR. They can be summarized as follows:

- **Planning for early recovery** needs **to start as soon as possible** and should be based on a **common understanding** of the multi-dimensions of each situation and contains a window of opportunity for conflict sensitive and risk reduction efforts
- Early planning needs to be **comprehensive, coordinated and all-inclusive** by bringing the humanitarian and development actors together in a predictable and consistent manner. There should be one clear, transparent and organized proposal for early recovery that is **tailored to the specific country situation**
- Human displacement is a major consequence of a crisis. While early recovery needs to be based on a thorough understanding of the population in terms of **age, gender, and diversity** and needs to take a **comprehensive view of needs**, it also needs to ensure that the **specific vulnerabilities and concerns of displaced people are addressed** which further requires more consolidated, complementary and comprehensive humanitarian and early recovery related responses.
- **Launching and deploying the recovery process** -irrespective of its short or long term planning horizon- needs to begin **while the basic human needs are being addressed**²³.
- The early recovery process should include **full participation of women in all aspects**²⁴
- **Development actors** should contribute to early and medium term recovery **by adapting** their programming tools and mechanisms to **accelerate impact**.
- **Self reliance approaches** and self reliance livelihoods approaches should be designed and implemented from the early stages of the emergency responses

²² Adapted from UNDP (DP-2002-14, Paragraph 48, Report of the undg ECHA Working Group on Transition Issues, February 2004, page 18

²³ Consideration of medium and long term impact of short term interventions can add value to the latter and depth to the former. In that way strategic investment in emergency, relief and recovery can contribute significantly to building foundations for development.

²⁴ In line with Security Council Resolution 1325 on Women, Peace and Security

Recommendations:

R.21) the initial benchmarks identified by the UNDG/ECHA Working Group for indicating the need for transitional assistance and planning should be further elaborated upon and **adapted to early recovery** according to a typology of crises (conflict, natural disasters, conflict and natural disasters, complex crises), and main crisis scenarios such areas in emergency, areas in transition and areas in development (which may coexist in the same country)

R.22) an inventory of existing tools approaches and methodologies (including impact assessment methodologies) should be undertaken to ensure the consistency and adequate coverage of diverse types of **early recovery responses** to crisis

R.23) the experience in using the conflict analysis tool²⁵ should be reviewed and a plan of action for widening its use in early recovery contexts should be elaborated.

R.24) the review of the 4Rs pilot should be used to further develop and advance the early implementation of more comprehensive and consolidated humanitarian and recovery related responses to address the early recovery needs of the communities in all their diversity while addressing the specific vulnerabilities of displaced people

R.25) a dynamic system of knowledge management, sharing and dissemination should be developed and maintained

R.26) an inventory of existing training modules should be undertaken in order to consolidate a set of generic training modules relevant to early recovery, including a training module on the guiding principles for Internal Displacement

R.27) staff training on specific aspects of early recovery (early warning, conflict analysis, impact assessment, early recovery planning, programming and implementation) should be consolidated and developed

R.28) certified recovery specialists, including in their gender approach, could be systematically deployed as members of, or for assisting, the UNDAC Team with the dedicated purpose of scoping out the likely needs/dimensions of future recovery, provide the basis for formulating the scope of subsequent needs assessment missions, and identify the national development capacity needs.

R.29) an Inter-Agency Roster of professional staff with expertise and knowledge of early recovery crisis situations should be established and maintained which builds on the existing strengths developed by NRC, DRC and UNV

R.30) a fund for rapid deployment of inter-agency surge capacity should be established and resourced for both training and operations

R.31) the CWGRR should establish an operational and technical platform for early recovery following and adapting the example and experience leading to the creation of the

²⁵ Developed by BCPR for the UNDG

IRP. The main responsibilities of this institutionalized and resourced platform will be to inform and facilitate the formation of comprehensive and inclusive early recovery strategies, facilitate the deployment of rapid, flexible and coherent responses, organize the mobilization of qualified surge expertise, provide practical and systematically applied support through knowledge management (including the documentation of tools and approaches, the development of norms and standards), and for developing inter-agency partnerships .

R.32) This institutionalized and resourced technical and operational platform should build on the work of the UNDG/ECHA Working Group on Transition Issues, the ensuing UNDG achievements on transition tools, the 4Rs review, the IDD network, the DDR Inter-Agency Resource Center, and the MDG project on fragile states. This platform could be organized around the main dimensions (security, governance, economic and social) of early recovery²⁶ and/or around specific themes or sectors across these various dimensions under the facilitation of specific members of the CWGRR. A process for agreeing on these areas²⁷, and for assigning specific responsibilities similar to the one undertaken through the International Recovery Platform should be conducted in the next coming weeks.

Linking Early Recovery to MDGs:

25. Commonly accepted methodologies currently exist for assessing and organising humanitarian needs (CHAP and CAP). The UNDG/ECHA Working Group on Transition recognized on the other hand that the Millennium Declaration provides an overall framework for transition planning covering every critical area of the UN's work, while the *Millennium Development Goals* (MDGs) should constitute the *organizing set of principles for the UN's programmatic response*²⁸. Some countries have started to use the MDG Goals for framing their early recovery and recovery interventions such as Angola and Sudan. Several other countries have instead adopted Transitional Frameworks for shaping their responses with or without explicit references to the MDG Goals.

26. More recently, the Millennium Development project recently strongly identified the need for MDG-based poverty reduction strategies²⁹.

Recommendations:

R.33) All these efforts need to come together for providing *practical, timely and systematically applied guidance and coherent support relevant to early recovery*³⁰. The Humanitarian and Development community has much to contribute to the consolidation and rationalization of these efforts.

R.34) The experience of the countries using the MDG framework and/or transitional frameworks for organizing their early recovery and recovery response should be reviewed, analysed and documented. This experience should feed into and

²⁶ An Illustration of these dimensions is provided as an Annex

²⁷ Which will need to take into consideration the work of the other IASC Cluster Working Groups put in place on the occasion of the HRR

²⁸ Report of the UNDG/ECHA Working Group on Transition Issues, February 2004, paragraph 68, page 28

²⁹ "Investing in Development-A practical Plan to achieve the Millennium Development Goals" Millennium Project, Report to the UN Secretary General, January 2005

³⁰ Consensus point of the UNDG ECHA Working Group on Transition

significantly accelerate the ongoing efforts launched by the Millennium project to *tailor MDG-Based poverty reduction strategies, which in turn* could become extremely useful for organizing a single coherent framework for early recovery.

Information Management System:

27. A Humanitarian Information Center (HIC) is now an expected component of any large scale emergency deployment along with other Humanitarian Common Services. The HIC is an information management service provider that develops information products and tools (including Geographic Information Systems) to be used by the humanitarian and development community to enhance planning and program implementation in crisis countries. While during the early phase of a crisis, the HIC prioritises the information needs of the humanitarian community efforts during the crisis should also focus on improving existing and generating new data for recovery. Illustrative areas where HIC can serve development actors include: tracking of population movements as a basis for recovery analysis, emergency contingency planning and disaster preparedness, financial tracking as a basis for aid coordination management support, land use GIS mapping for land and property management, monitoring of recovery indicators to contribute to MDG reporting etc...³¹.

28. Moreover, capacity development efforts are being conducted in most crisis countries for the collection, consolidation and analysis of data to monitor the achievements in respect of the Millennium Development Goals, and/or for the design of Poverty Reduction Strategies.

29. When PCNA are conducted, comprehensive data is collected. This data, tends to be lost after the assessment exercise as it does not always find an institutional niche to be vested, maintained and updated

Recommendations:

R.35) A comprehensive review of the information collected through various systems (HIC, MDG, population census) should be undertaken

R.36) Gaps in available data for early recovery and recovery planning should be determined

R.37) The standardization of information and data collection should be promoted, and in doing so desegregation of data by sex, age and specific vulnerabilities should be compulsory

R.38) Essential, comprehensive and compatible data sets disaggregated by age, sex and vulnerabilities aligned to the MDG should be consolidated.

R.39) The operationalisation of the technical note on “Development and Humanitarian and Information Center” should be pursued³²

³¹ Draft Technical Guidance Note “Development and the Humanitarian Information Center”, OCHA- UNDP, August 2005

National ownership and capacity building

30. National ownership for early recovery in conflict situations must be a general principle and a priority objective guiding international assistance efforts. Without such a focus, the main goal of consolidating a sustainable and just peace is unlikely to be achieved³³.

31. There is thus a wide recognition that national ownership from the very start of any recovery process is of crucial importance, and that national capacities should be strengthened to respond to crises and to prevent its future recurrence. There is further a general consensus around the notion of national capacities to encompass national institutions and civil society organizations. There is broad acknowledgement that strategic tools developed such as conflict analysis, Humanitarian assessments, are used in isolation of national capacities, and are not necessarily institutionalized in country.

32. There is further a wide recognition that national ownership and capacity development in conflict countries presents very specific challenges, as “the trauma of conflict and the circumstances leading to it are likely to have eroded the capacity of national actors to guide and manage complex transition situations. De facto countrywide sovereignty can also not necessarily be assumed. Effective state control may not extend to all areas or may be limited in those areas it does reach, and the legitimacy of transitional governmental bodies needs time to take root in transition situations”³⁴.

33. On the other hand, early recovery interventions are needed as soon as feasible in order to stabilize and improve the basic human conditions of the population and provide peace dividends and confidence building measures. The speed with which such programs need to be launched can affect the level of national ownership and extent of capacity building that will be undertaken. The optimum balance of efforts to strengthen national ownership and rapid early recovery interventions will depend on the specific country context.

Recommendations

R.40) The experience in terms of national ownership and capacity development in conflict situations (for example in Afghanistan, Timor Leste, Haiti and Sierra Leone) should be thoroughly documented and systematized in terms of the balance kept between delivering early recovery interventions, promoting national ownership, and building national capacities (including the development of innovative approaches).

R.41) An inventory of existing capacity assessment methodologies, including those for assessing the capacities of civil society organizations and community-based organizations, should be undertaken, and possibly adapted, and disseminated for use in conflict situations.

R.42) Basic capacity development interventions should be more systematically included in early recovery planning and in a more coherent manner across the various dimensions of the early recovery process. They should lay the basic foundations for medium and longer-terms capacity development efforts.

³³ The Transition from Relief to Development, Report of the Secretary general, Advance Unedited draft, June 2005

³⁴ The Transition from Relief to Development, Report of the Secretary General, Advance Unedited Draft

R.43) Basic capacity development interventions for conflict analysis, impact assessment, and for laying the basic ground work for future medium and longer –term needs assessments should be more systematically included in early recovery planning.

Coordination of Early Recovery Programming

34. While the provision of humanitarian and recovery assistance occur concurrently and should be mutually reinforcing there is no clear mechanism to ensure this on a predictable, coherent and all-inclusive basis, although such mechanisms exist in specific clusters. As a result the IASC System is unable to adequately address early recovery co-ordination issues with government and non -governmental actors given that the HC/RC is fully occupied with coordinating humanitarian assistance. Similarly, well-meaning humanitarian actions may actually detract from recovery actions unless there is coordination between both.

35. In terms of coordination support, a number of mechanisms currently exist to support the HC in humanitarian co-ordination. These include the CHAP/CAP, the deployment of UNDAC teams, the setting up of Humanitarian Information Centres (HIC) and the opening of OCHA offices (normally where an HC has been designated). No such formal mechanisms exist to support the RC in early recovery and recovery.

36. At the sectoral level, agencies and organizations have developed in-house specialized capacity to respond to the challenges of early recovery, through the creation of specialized units in their field of competence or through the creation of a bureau that addresses a broader spectrum of conflict and recovery issues. Most agencies have further developed Memorandum of Understanding to foster cooperation with other agencies in their- or complementary- field of competence in respect of early recovery. Also, some Agencies³⁵ have developed specific agreements around their central technical area of competence. These agreements aim to build an institutional chain of cumulative competence and comparative advantage with development and funding institutions enticing a greater coherence between, and integration of, humanitarian, recovery and development interventions.

Recommendations

R.44) Given the interdependent nature of humanitarian and recovery assistance a single point of coordination should exist at both headquarters and the field level.

R.45) At the field level, the HC/RC function needs to explicitly include responsibilities for early recovery co-ordination, enabling humanitarian and recovery efforts to be brought together at a much earlier stage. What is required to make this possible in terms of human, technical and financial means, including support to the RC needs to be further determined in consultation with UNDG. The recommendation³⁶ made for natural disasters situations should be assessed against its relevance for early recovery in conflict situations, adapted if need be, and pursued.

R.46) At the headquarters level this could be addressed by a joint mechanism between IASC and UNDG, with OCHA acting on behalf of IASC and UNDP on behalf of

³⁵ An good example of this kind of agreement is the twining agreement of WFP with FAO (technical assistance) and IFAD (Investment funding)

³⁶ Please refer to recommendation R.3)

UNDG (or eventually another lead agency depending on the specific nature of the crisis and the country where it occurs).

R.47) At the global level, the identification of priority clusters and the mapping of existing inter-agency cooperation agreements and approaches initiated by the CWGRR should be pursued with a view to determine on which basis to organise this (Clusters, dimensions or vulnerabilities,) and which kind of inter-agency cooperation needs to be further developed, institutionalized and resourced in specific technical fields for strengthening and increasing joint humanitarian and early recovery related programmatic and operational responses. The livelihood sector could be pioneered, and other sectors in the various dimensions of the early recovery process should be identified.

Resource mobilization

37. Adequate, timely and flexible funding is essential to meet enduring humanitarian, early recovery, and capacity development needs. Flash Appeals and CAP include early and recovery components limited to 6 and 12 months. The level of resources actually mobilised remains largely inadequate, and the time frame creates specific problems especially, but not exclusively, for capacity development. On the other hand, new approaches have been developed in the form of Transitional Appeals and Multi-Donor Trust Funds, which cannot necessarily be launched or put in place early enough. New avenues need to be explored to resource the early recovery needs in a more predictable and more comprehensive manner. Also, undue expectations are regularly created, through existing resource mobilization mechanisms

Recommendations

R.48) New avenues for greater predictability and flexibility should be identified and discussed with the donor community. For example, the recommendation³⁷ made in situations of natural disasters whereby certain percentages of the Flash Appeal and CAP will be systematically dedicated to early recovery and capacity development interventions in a more coherent manner could be assessed against its relevance and feasibility for conflict situations, be adapted if need be, and pursued.

R.49) A systematic analysis of the political and economic interest of the international community in each situation is needed to allow the UN to have a better understanding of possible constraints and challenges in regard of resources, political support, and medium to long-term commitment.

³⁷ Please refer to recommendation R.18)

ANNEX 3: INITIAL MAPPING OF AGENCIES’ OPERATIONAL CAPACITIES^{38 39}

(Conflict Situations)

		Functions in the early-recovery process					
	OPERATIONAL CLUSTERS	Knowledge and information management ⁴⁰	(Predictable) Surge capacity	Needs assessment ⁴¹ and data collection	Capacity building	Tools, guidelines	Recovery programming and implementation
Social dimension	Rehabilitation of health services ⁴²	WHO	WHO ⁴³	WHO, UNFPA ⁴⁴ , IOM ⁴⁵	WHO, UNFPA ⁴⁶	WHO, UNFPA	WHO, UNFPA ⁴⁷ , IOM ⁴⁸ , UNICEF ⁴⁹
	Psycho-social support						UNFPA ⁵⁰ , UNICEF
	Rehabilitation of education services	UNICEF	UNICEF	UNICEF	UNICEF	UNICEF	UNICEF ⁵¹
	Rehabilitation of infrastructures and social assets	UNDP	UNDP	IOM	UNDP		IOM
	Transitional shelters		UNHABITAT	UN-HABITAT	UNDP, IOM, UN-HABITAT		UN-HABITAT, ILO

³⁸ OCHA has a coordination role in humanitarian assistance activities: sectoral working groups, flash appeal, information management (ReliefWeb, IRIN, OCHA Online, Virtual OSOCC, and Humanitarian Information Centres), needs assessment for transition issues, IDD-IDP return and reintegration strategies, etc. As regards guidelines and tools, it provides UNDAC Field Manual, Inter-Agency Needs Assessment Form

³⁹ This map identifies agencies’ core capacities in main recovery operational sectors according to the information provided by them through the compilation of the matrixes.

⁴⁰ This refers to the agencies’ capacity of providing a system/tool that develops, gathers, organizes and disseminates relevant knowledge (guidelines, manuals, lessons learnt, best practices, databases, statistics, etc...) in the concerned technical area, including by administrating and moderating on-line fora.

⁴¹ Capacity of planning and undertaking needs assessment exercises jointly or not with other actors. OCHA coordinates inter-agency needs assessments.

⁴² HIV/AIDS risk prevention/mitigation and treatment.

⁴³ WHO stated that currently surge capacity is limited.

⁴⁴ UNFPA supports governments in data collection and needs assessment.

⁴⁵ IOM monitors health concerns of migrants.

⁴⁶ Education and awareness on HIV/STIs/SGBV to uniformed personnel, women and young girls, refugees and IDPs.

⁴⁷ UNFPA works on: gender sensitization and HIV/prevention and assists in health sector reform. UNFPA works mainly through INGOs and NGOs.

⁴⁸ IOM develop health programmes for migrants (medical evacuation, etc.).

⁴⁹ UNICEF expands support to vaccination and preventive health services.

⁵⁰ UNFPA works mainly through INGOs and NGOs.

⁵¹ Mainly programming: implementation is through INGOs and NGOs.

Background Document on Agenda Item: Cluster WG on Reintegration and Recovery

	Nutrition and food security	FAO, WFP (focused on emergency)	WFP	WFP ⁵² , FAO, UNICEF	WFP	WFP	FAO, WFP, UNICEF ⁵³
Economic dimension	(Non-agricultural and agricultural) livelihoods and employment recovery ⁵⁴		ILO, WFP, FAO, UNV	ILO, FAO, WFP	ILO FAO, WFP, UNV, UNFPA ⁵⁵	ILO, FAO, WFP	ILO, FAO ⁵⁶ , WFP, UNDP, IOM ⁵⁷ , UN-HABITAT ⁵⁸
	Rehabilitation of infrastructures and productive assets		ILO	ILO, IOM	ILO, WFP,	ILO ⁵⁹	ILO, IOM, FAO
	Enabling the environment for economic recovery ⁶⁰	UNDP	ILO	ILO	ILO, UNHCR ⁶¹	ILO, UNHCR ⁶²	ILO, UNDP, IOM
Governance	Institutional capacity ⁶³ development for participation in aid coordination and peace building	UNDP	UNV	UNDP, ILO	UNV, IOM		UNDP,
	Consensus building and partnerships development/strengthening ⁶⁴ for aid coordination and conflict sensitive development	UNDP	UNDP	UNDP, ILO ⁶⁵	ILO, UNDP	ILO, UNDP	UNDP, ILO
	Rehabilitation of social fabric and trust building	UNDP	UNDP	ILO	ILO	ILO	ILO
	Local governance development/strengthening	UNDP	UNV	UNDP, ILO ⁶⁶	ILO,	UNDP, ILO	UNDP, IOM, ILO

⁵² WFP participates also within PCNA and other joint missions.

⁵³ UNICEF supports infant and young child feeding, including breastfeeding and complementary feeding and, when necessary, support therapeutic and supplementary feeding programmes;

⁵⁴ Employment opportunities may last either for a short or a medium/long period. E.g. Cash-for-work and Food-for-work are employment schemes designed to last only a few months.

⁵⁵ Livelihood skills training and rehabilitation programmes for vulnerable groups.

⁵⁶ FAO manages the distribution of seeds, tools, fertilizers and fishing gear, crop and livestock protection, the reactivation of veterinary and other agricultural services, and repair of irrigation infrastructure and roads.

⁵⁷ IOM provides technical assistance for starting/expanding small enterprises and women's cooperatives.

⁵⁸ UN-HABITAT implements livelihoods support activities.

⁵⁹ ILO provides guidelines and technical advisory to mainstream labour-based approach in infrastructure rehabilitation.

⁶⁰ It involves the rehabilitation/strengthening of economic recovery support services, such as vocational training, employment services, Microfinance, business development/support services, etc.

⁶¹ A training manual and trainers' guide on *Introduction to Microfinance in Conflict-Affected Communities* has been used in several microfinance training workshops for UNHCR Headquarters staff, field staff (including partners), and Microfinance institutions.

⁶² Together with ILO, UNHCR has produced a training manual and trainers' guide on *Introduction to Microfinance in Conflict-Affected Communities*.

⁶³ Institutional capacities include for example: decision-making, planning, management, fiduciary and financial management, public administration, and monitoring at national and local level, in order to ensure ownership of the recovery processes.

⁶⁴ This process involves national/local authorities, CSOs, NGOs, CBOs, business sector, schools, universities, research centres, other institutions.

⁶⁵ ILO promotes social dialogue, particularly involving the governments and the associations of employers and workers, but also other relevant socio-economic actors at the national and local level.

⁶⁶ The Local Economic Recovery/Development approach (LED/LER), adopted by ILO, involves the strengthening of, and promoting the dialogue amongst, local authorities and relevant socio-economic actors at the local level, with a view to supporting a more inclusive and sustainable economic recovery/development process.

Background Document on Agenda Item: Cluster WG on Reintegration and Recovery

Security	Protection of war-affected populations ⁶⁷		UNV	UNFPA ⁶⁸	UNV, IDD/OCHA, UNFPA ⁶⁹		
	DDR of ex-combatants	UNDP	UNDP	UNDP	UNFPA ⁷⁰ UNDP	UNDP	IOM,UNDP
	De-mining		UNDP	UNDP	UNDP, UNICEF ⁷¹	UNDP	UNDP
	Rehabilitation of the judicial system	UNDP	UNDP	UNDP	UNDP		UNDP
	Land and property management						IOM ⁷²
Environment	Environment protection and environmental resources management	UNEP ⁷³	UNEP	UNEP ⁷⁴			UNEP

⁶⁷ It implies, for example, training of security and defense forces on human rights, humanitarian principles, gender and gender-based violence, guiding principles for IDPs.

⁶⁸ UNFPA supports governments in data collection and needs assessment.

⁶⁹ UNFPA provides training on sexual violence prevention and management, training for peacekeeping forces and national uniformed personnel. .

⁷⁰ Livelihood skills training and rehabilitation programmes for ex-combatants.

⁷¹ Lead in the organization of mine risk education.

⁷² IOM provides technical advice on property restitution/compensation issues.

⁷³ Various environmental databases available through <http://www.unep.net/>; Thematic portals include: [Climate change](#), [Freshwater](#), [GEO data portal](#), [Mountains](#), [Socioeconomic](#), [Urban environment](#)

⁷⁴ UNEP provides: Capacity building at national level for environmental managers to support environmental needs assessments and recovery projects; Strengthen capacity of authorities for environmental management and protection;

Cross-Cutting Issues

		Functions in the recovery process					
OPERATIONAL CLUSTERS		Knowledge and information management ⁷⁵	(Predictable) Surge capacity	Needs assessment and data collection ⁷⁶	Capacity building	Tools, guidelines	Recovery programming and implementation ⁷⁷
Human rights	Human rights promotion		UNV		UNV, IOM		
	Advocacy of human rights protection		UNV		UNV		IOM, UNHCR
Addressing specific vulnerable groups	DDR of ex-combatants				ILO, UNFPA ⁷⁸	ILO, UNICEF ⁷⁹	IOM, UNICEF ⁸⁰
	Addressing needs and protecting rights of specific vulnerable groups (Children, Youth, Women)	ILO, UNICEF	ILO, UNICEF	UNFPA ⁸¹ , IOM, UNHCR, UNICEF	ILO, UNICEF	ILO, UNICEF	UNFPA, IOM ⁸² , ILO, UNICEF
	Reintegration (IDPs, refugees, returnees)	UNHCR ⁸³ , IDD/OCHA, UNDP	UNHCR	UNHCR, IOM, ILO	UNHCR ⁸⁴ , IOM ⁸⁵ , ILO	UNHCR ⁸⁶ , IDD/OCHA, ILO,	UNHCR, IOM, ILO, UNDP

⁷⁵ This refers to the agencies' capacity of providing a system/tool that develops, gathers, organizes and disseminates relevant knowledge (guidelines, manuals, lessons learnt, best practices, databases, statistics, etc...) in the concerned technical area, including by administrating and moderating on-line fora.

⁷⁶ Capacity of planning and undertaking needs assessment exercises jointly or not with other actors.

⁷⁷ Capacity of designing recovery plans to be submitted to donors and governments.

⁷⁸ Livelihood skills training and rehabilitation programmes for ex-combatants.

⁷⁹ ILO and UNICEF are participating in the development of the Integrated DDR Standards (IDDRS).

⁸⁰ UNICEF initiates work on the release and reintegration of child combatants.

⁸¹ UNFPA supports governments in data collection and needs assessment.

⁸² **IOM provides technical assistance for starting/expanding small enterprises and women's cooperatives.**

⁸³ UNHCR's mandate does not include addressing the consequences and causes of displacement due to natural disasters, development projects or nuclear disasters. Extraordinarily, UNHCR has contributed to the UN System's efforts to respond to the 2004 Indian Ocean earthquake (tsunami) and has deployed technical experts (camp management and emergency shelter) to support UN Resident Coordinators in managing UN responses to natural disasters (e.g. Hurricane Mitch and latest earthquake in El Salvador). UNHCR staff can gather information and share experiences and best practices in the Web Portal on Durable Solutions for Displacement, which includes a discussion forum on reintegration and the 4Rs.

⁸⁴ UNHCR regularly conducts training workshops on reintegration and related issues (e.g. self-reliance, the 4Rs, etc.) for UNHCR staff, other UN agencies, NGO partners and local authorities

⁸⁵ Capacity building on migration tracking; Training for IDPs and host communities and/or returnees and return communities.

⁸⁶ Operational guidance on return, reintegration and/or the 4Rs is provided in the *Handbook for Voluntary Repatriation* (1996), the *Handbook for Repatriation and Reintegration Activities* (2004) and the *Handbook for Self-Reliance* (2005). The latter Handbook includes a CD-ROM prepared by the ILO that includes relevant ILO tools and resources on rebuilding conflict-affected communities.

(Natural Disaster Situations)

		Functions in the early-recovery process					
OPERATIONAL CLUSTERS		Knowledge and information management ⁸⁷	(Predictable) Surge capacity	Needs assessment and data collection ⁸⁸	Capacity building	Tools, guidelines	Recovery programming and implementation
Social dimension	Rehabilitation of Health services ⁸⁹	WHO	WHO (very limited), IFRC ⁹⁰	WHO, UNFPA ⁹¹ , IOM ⁹² , IFRC, UNICEF ⁹³	WHO, UNFPA ⁹⁴	WHO, UNFPA	WHO, UNFPA ⁹⁵ , IOM ⁹⁶ , UNICEF ⁹⁷ , IFRC
	Psycho-social support						UNFPA ⁹⁸ , UNICEF
	Rehabilitation of education services	UNICEF	UNICEF	UNICEF	UNICEF	UNICEF	UNICEF ⁹⁹
	Rehabilitation of infrastructures and social assets			IOM, UNICEF			IOM, UNICEF
	Transitional shelters		UNHABITAT, IFRC	UN-HABITAT, IFRC	UNDP, IOM, UN-HABITAT		UN-HABITAT, IFRC, ILO

⁸⁷ This refers to the agencies' capacity of providing a system/tool that develops, gathers, organizes and disseminates relevant knowledge (guidelines, manuals, lessons learnt, best practices, databases, statistics, etc...) in the concerned technical area, including by administrating and moderating on-line fora.

⁸⁸ Capacity of planning and undertaking needs assessment exercises jointly or not with other actors. OCHA coordinates inter-agency needs assessments.

⁸⁹ HIV/AIDS risk prevention/mitigation and treatment.

⁹⁰ The IFRC maintains a roster of specialists able to deploy quickly on emergency response units (ERU) and field assessment and coordination teams (FACT).

⁹¹ UNFPA supports governments in data collection and needs assessment.

⁹² IOM monitors health concerns of migrants.

⁹³ Needs assessment support capacity available in: Health, Nutrition, HIV-AIDS, Human Rights, Gender;

⁹⁴ Education and awareness on HIV/STIs/SGBV to uniformed personnel, women and young girls, refugees and IDPs.

⁹⁵ UNFPA works on: gender sensitization and HIV/prevention and assists in health sector reform. UNFPA works mainly through INGOs and NGOs.

⁹⁶ IOM develop health programmes for migrants (medical evacuation, etc.).

⁹⁷ UNICEF expands support to vaccination and preventive health services.

⁹⁸ UNFPA works mainly through INGOs and NGOs.

⁹⁹ Mainly programming: implementation is through INGOs and NGOs.

Background Document on Agenda Item: Cluster WG on Reintegration and Recovery

	Nutrition and food security	FAO, WFP (focused on emergency)	WFP	WFP ¹⁰⁰ , FAO, UNICEF	WFP	WFP	FAO, UNICEF ¹⁰¹
Economic dimension	(Non agricultural and agricultural) livelihoods & employment recovery ¹⁰²		ILO, WFP, FAO, UNV, IFRC	ILO, FAO, WFP, IFRC	ILO, FAO, WFP, UNV, UNFPA ¹⁰³	ILO, FAO, WFP	ILO, FAO ¹⁰⁴ , WFP, UNDP, IOM ¹⁰⁵ , UN-HABITAT ¹⁰⁶ , IFRC
	Rehabilitation of infrastructures and productive assets			IOM	WFP	ILO ¹⁰⁷	IOM, FAO
	Enabling the environment for economic recovery ¹⁰⁸		ILO	ILO	ILO	ILO	ILO, UNDP, IOM
Governance	Institutional capacity ¹⁰⁹ development/strengthening		UNV	UNDP, ILO	UNV, IOM, UNICEF ¹¹⁰		UNDP
	Consensus building and partnerships development/strengthening ¹¹¹			UNDP, ILO ¹¹²	ILO	ILO	UNDP, ILO
	Rehabilitation of social fabric and trust building			ILO	ILO	ILO	ILO
	Local governance development/strengthening		UNV	UNDP, ILO ¹¹³	UNDP, ILO	UNDP, ILO	UNDP, ILO, IOM
Disaster management	Risk prevention/mitigation, preparedness, response	IATF/DR (ISDR), UNDP (through IRP), IFRC ¹¹⁴		UNDP, UNHABITAT ¹¹⁶	ILO, UNDP/DMTP (through IRP),	UNDP, IFRC ¹¹⁷ , UNHABIT	

¹⁰⁰ WFP participates also within PCNA and other joint missions.

¹⁰¹ UNICEF supports infant and young child feeding, including breastfeeding and complementary feeding and, when necessary, support therapeutic and supplementary feeding programmes;

¹⁰² Employment opportunities may last either for a short or a medium/long period. E.g. Cash-for-work and Food-for-work are employment schemes designed to last only a few months.

¹⁰³ Livelihood skills training and rehabilitation programmes for vulnerable groups.

¹⁰⁴ FAO manages the distribution of seeds, tools, fertilizers and fishing gear, crop and livestock protection, the reactivation of veterinary and other agricultural services, and repair of irrigation infrastructure and roads.

¹⁰⁵ IOM provides technical assistance for starting/expanding small enterprises and women's cooperatives.

¹⁰⁶ UN-HABITAT implements livelihoods-support activities.

¹⁰⁷ ILO provides guidelines and technical advisory to mainstream labour-based approach in infrastructure rehabilitation.

¹⁰⁸ It involves the rehabilitation/strengthening of economic recovery support services, such as vocational training, employment services, Microfinance, business development/support services, etc.

¹⁰⁹ Institutional capacities include for example: decision-making, planning, management, fiduciary and financial management, public administration, and monitoring at national and local level, in order to ensure ownership of the recovery processes.

¹¹⁰ UNICEF is engaged in strengthening national capacity and engagement with Governments in building quality and inclusive education systems.

¹¹¹ This process involves national/local authorities, CSOs, NGOs, CBOs, business sector, schools, universities, research centres, other institutions.

¹¹² ILO promotes social dialogue, particularly involving the governments and the associations of employers and workers, but also other relevant socio-economic actors at the national and local level.

¹¹³ The Local Economic Recovery/Development approach (LED/LER), adopted by ILO, involves the strengthening of, and promoting the dialogue amongst, local authorities and relevant socio-economic actors at the local level, with a view to supporting a more inclusive and sustainable economic recovery/development process.

¹¹⁴ The Secretariat hosts an integrated disaster management information system (DMIS) available to all members of the Movement.

		UNHABITAT ¹¹⁵			IFRC,	AT	
Environment	Environmental protection and environmental resources management	UNEP ¹¹⁸		UNEP	UNEP ¹¹⁹		UNEP

¹¹⁵ UN-HABITAT developed the Disaster Management Programme (DMP) website <http://www.unhabitat.org/programmes/rdmu/>

¹¹⁶ UN-HABITAT in collaboration with UNDP/BCPR and the Working Group 3 IATF developed a webportal, the “Disaster Risk Assessment Portal” (<http://www.wg3dmportal.org/>) and it’s currently fundraising for a proposal of expanding it and collect tools and methodologies for needs assessment and damage assessment in post-crisis countries.

¹¹⁷ The IFRC uses a variety of guidelines and tools such as SPHERE, Vulnerability and Capacity Assessment, Better Programming Initiative and the Safer Access Framework (ICRC).

¹¹⁸ Various environmental databases available through <http://www.unep.net/>; Thematic portals include: [Climate change](#), [Freshwater](#), [GEO data portal](#), [Mountains](#), [Socioeconomic](#), [Urban environment](#)

¹¹⁹ UNEP provides: Capacity building at national level for environmental managers to support environmental needs assessments and recovery projects; Strengthen capacity of authorities for environmental management and protection.

Cross -Cutting Issues

		Functions in the recovery process					
OPERATIONAL CLUSTERS		Knowledge and information management ¹²⁰	(Predictable) Surge capacity	Needs assessment and data collection ¹²¹	Capacity building	Tools, guidelines	Recovery programming and implementation ¹²²
Addressing specific vulnerable groups	Addressing needs of specific vulnerable groups (Children, Youth, Women)	ILO, UNICEF	ILO, UNICEF	UNFPA ¹²³ , IOM, UNHCR, UNICEF	ILO, UNICEF	ILO, UNICEF	UNFPA, IOM ¹²⁴ , ILO, UNICEF
	Reintegration (IDPs, homeless)	IDD/OCHA		IOM, ILO	IOM ¹²⁵ , ILO	IDD/OCHA, ILO	IOM, ILO, FAO ¹²⁶

¹²⁰ This refers to the agencies' capacity of providing a system/tool that develops, gathers, organizes and disseminates relevant knowledge (guidelines, manuals, lessons learnt, best practices, databases, statistics, etc...) in the concerned technical area, including by administrating and moderating on-line fora.

¹²¹ Capacity of planning and undertaking needs assessment exercises jointly or not with other actors.

¹²² Capacity of designing recovery plans to be submitted to donors and governments.

¹²³ UNFPA supports governments in data collection and needs assessment.

¹²⁴ **IOM provides technical assistance for starting/expanding small enterprises and women's cooperatives.**

¹²⁵ Capacity building on migration tracking; Training for IDPs and host communities and/or returnees and return communities.

¹²⁶ Letter of agreement between FAO and UNHCR; cooperation at field level in targeting IDPs, refugees for agriculture-related resettlement programmes.

Map of Agencies' Crisis Response Capacity (HR and Funds)

Agency	EXISTENCE OF A CRISIS RESPONSE UNIT AND SIZE OF THE TEAM		Country level	AVAILABILITY OF A SPECIAL FUND FOR RAPID DEPLOYMENT OF EXPERTS
	HQ level			
	Crisis Response unit	Team members (Number)		
FAO	X		X	
IDD OCHA	X			
IFRC	X		X	X
ILO	X	5		X
IOM	X			
ISDR				
OCHA	X			
UNDP	X	100	X	X
UNEP				
UNFPA	X			
UN- HABITAT				
UNHCR	X		X	
UNICEF				
UNV				X
WFP	X			
WHO	X			

Map of Agencies' Presence in the Field

Agency	PERMANENT REPRESENTATION IN THE FIELD		AD HOC REPRESENTATION IN CRISIS SITUATIONS
	At the regional level	At the country level	At the country level
FAO	X	X	
IDD OCHA			X
IFRC	X	X	
ILO	X		
IOM	X		
ISDR			
OCHA			X
UNDP	X	X	
UNEP	X		
UNFPA	X		
UNHABITAT	X		
UNHCR	X	X	
UNICEF	X	X	
UNV	X	X	
WFP	X	X	
WHO	X	X	

ANNEX 4: LIST OF PARTICIPANTS

AGENCY	NAME	TITLE	E-MAIL	TELEPHONE
<i>IASC Members/Standing Invitees:</i>				
UNDP (chair)	James Rawley Andrew Maskrey Anne Marie Cluckers Jennifer Worrell Kayo Gotoh	Deputy Director Chief, Disaster Reduction Unit Chief, Transition Recovery Unit Senior Advisor, DRU Senior Advisor, Inter-Agency Liaison	james.w.rawley@undp.org andrew.maskrey@undp.org anne.marie.cluckers@undp.org jennifer.worrell@undp.org kayoko.gotoh@undp.org	(+41 22) 917 8302 (+41 22) 917 8229 (+41 22) 917 8704 (+41 22) 917 8506 (+41 22) 917 8299
UNICEF	Eric Laroche Paul Hulshoff Sigrid Kaag Philip Gerry Dyer * copy also inter-agency staff	Deputy Director, EMOPS Program Officer, Program Division Deputy Director, Program Division Sr. Program Officer, Program Division	elaroche@unicef.org phulshoff@unicef.org skaag@unicef.org pdyer@unicef.org	(+41 22) 909 5601 (+1 212) 326 7182 (+1 212) 326 7407 (+1 212) 326 7207
UNHCR	Pablo Mateu Felipe Camargo * copy also inter-agency staff	Chief, RLSS/DOS RLSS/DOS	mateu@unhcr.ch camargo@unhcr.ch	(+41 22) 739 8784 (+41 22) 739 7441
FAO	Richard China Dominique Burgeon	OiC, Emergency Operations&Rehabilitation Div. Adviser, NY Liaison Office	Richard.China@fao.org Dominique.burgeon@fao.org	(+39 06) 5705 5242 (+12 12) 963 0985
WFP	Nick Crawford Sarah Laughton	Head, Emergencies and Transitions Unit	nicholas.crawford@wfp.org Sarah.Laughton@wfp.org Sheila.Grudem@wfp.org Ariane.waldvogel@wfp.org	(+39 06) 6513 3122 (+39 06) 6513 3505
WHO	Mukesh Kapila Alessandro Loretta Tanja Sleuwenhoeck	Director, Policy, Strategy & Pship Dept Coordinator, HAC/PSP	kapilam@who.int lorettia@who.int sleuwenhoeck@who.int	(+41 22) 791 1984 (+41 22) 791 2750 (+41 22) 791 2727
OCHA	Hannah Entwisle Simon Bagshaw	Ass. Humanitarian Affairs Officer Protection Officer	entwisle@un.org bagshaw@un.org	(+41 22) 917 1155 (+41 22) 917 1543
UNFPA	Nina Sreenivasan	Humanitarian Liaison Officer	sreenivasan@unfpa.org	(+41 22) 917 8440
IOM	Amr Taha	Emergency & Post-Conflict Officer	ataha@iom.int	(+41 22) 717 9239

Background Document on Agenda Item: Cluster WG on Reintegration and Recovery

	Jeremy Haslam * copy also inter-agency staff	Emergency & Post-Conflict Officer	jhaslam@iom.int	(+41 22) 717 9458
OHCHR	(no reply – info copy emails)		stadjbakhsh@ohchr.org	(+41 22) 917 9307
IFRC	Cynthia Burton		cynthia.burton@ifrc.org	
ICRC	Thomas Gurtner Barbara Boyle Saidi	Head, Economic Security Unit Deputy Head	tgurtner@icrc.org bboylesaidi@icrc.org	(+41 22) 730 2794
World Bank				
InterAction	(no reply – info copy emails)		jbishop@interaction.org	
ICVA	(no reply – info copy emails)		ed.schenkenberg@icva.ch manisha@icva.ch	
SCHR	(no reply – info copy emails)		schr@ifrc.org	
<i>Other Organizations:</i>				
Habitat	Daniel Lewis Sylvie Lacroux Jaana Mioch Esteban Leon	Chief, Disaster, Post-conflict & Safety Section Director, Geneva Office Disaster, Post-Conflict & Safety Section	dan.lewis@unhabitat.org lacroux.unhabitat@unog.ch jaana.mioch@unhabitat.org Esteban.Leon@unhabitat.org	(+41 22) 9178468 (+254) 2062 4191
IDD/OCHA	Laketch Dirasse Ann-Marie Linde John Rogge	Deputy Director FRS Officer	dirasse@un.org linde@un.org rogge@un.org	(+41 22) 917 1618 (+41 22) 917 1604
UNEP	(no reply – info copy emails)		pasi.rinne@unep.ch	
UNV	(no reply – info copy emails)		Ramanathan.balakrishnan@unv.org	
ILO	Alfredo Lazarle Antonio Cruciani Donato Kiniger Francesca Battisin	Director Sr. S.E. Recovery Specialist Sr. Crisis Response Specialist	lazarte@ilo.org cruciani@ilo.org kiniger@ilo.org g7emp_recon@ilo.org	(+41 22) 799 8822 (+41 22) 799 8826 (+41 22) 799 6839 (+41 22) 799 7083
ISDR	Praveen Pardeshi	Sr. Advisor	pardeshi@un.org	(+41 22) 917 2794