

INTER-AGENCY STANDING COMMITTEE  
63<sup>RD</sup> WORKING GROUP MEETING

**Cluster Working Group on Water and Sanitation:  
Progress Report**

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## **Executive Summary**

Few issues matter more or are so fundamental to public health in emergencies than safe water and good sanitation. However, the irony is that prior to most catastrophes water and sanitation coverage is usually low and this, when coupled with poor health and nutrition status very often becomes the proverbial straw that breaks the camel's back in terms of coping strategies of families and communities living on the edge. Such silent emergencies waiting to happen are indeed more common than are generally acknowledged and therefore needs to have clear trigger indicators and be placed much higher on the development and human rights agendas of national governments, development agencies and donors alike.

We now have a very unique opportunity to redress these shortcomings through the cluster arrangement system, including the necessary cross-cutting and planning and management mechanisms to make this work. But, we need to be continually cognisant of common pitfalls that may derail this challenging but necessary process, including ensuring that all clusters receive the necessary resources and endorsements to enable them to effectively function and meet their minimum targets for 2006. This, undoubtedly calls for close attention to processes that fully engage all key stakeholders, which facilitates sufficient time for consensus building while at the same time moving steadily forward without undue delays - we need to slow down in order to accelerate. It also calls for a clear understanding, among all stakeholders, of the various protocols such as those governing coordination that needs to be adhered to, and to be clear on what each cluster should do, and equally important, what it should not do.

But, in moving forward we must draw from past experiences and lessons learned. The very fact that too often, most humanitarian crises catches the majority of national governments and response organizations unawares and unprepared is a clear indication that the longer-term development agenda has not adequately address many of the underlying causes and factors that contribute to such disastrous situations. Similarly, when disasters do strike, the humanitarian response is often far too isolated or de-linked

from the long-term development process, thus frequently introducing processes, technologies, institutional arrangements and fiscal regulations that run counter to sustainable development principles.

Furthermore, past lessons are frequently forgotten or not adequately applied, including the need for early warning systems, preparedness plans, contingency capacity, and priority for those most in need – who are too often left to the wrath of market forces or just plainly ignored. And despite the frequent call for inter-agency integrated-assessments, integrated planning, sector-wide approaches, sectoral linkages, convergence and goals of synergy and efficiency, relatively little attention has been given to this before and / or during many humanitarian crises. And sadly, the rationale to remove these terrible hindrances, and the courage and sound judgement with sensible rhetoric in support of this new paradigm shift has not always been matched with the necessary political will, financial and other resource needs or commitments to accountability.

It is within the above context that the Water, Sanitation and Hygiene Cluster Working Group (WASH CWG) came together to develop its three key drafts documents:

- **Framework for Accountability;**
- **Implementation Plan for 2006; and,**
- **Matrix of Responsibility.**

However, it must be strongly emphasised that despite the broad commitment to this important goal, the process of developing these documents has been somewhat rushed, especially as many organizations are preoccupied in responding to the South Asia earthquake and other humanitarian crises. We must, therefore, raise a flag of caution regarding the level of current commitment to the aforementioned documents and this progress report. This, therefore, requires more time to be given to allow each partner an opportunity to fully absorb the implications of this challenging commitment, both in light of their individual organization and that of the cluster as a whole. Although there is a reasonable air of confidence and overall commitment at the technical level to this new direction, we are nonetheless unclear on the actual commitments at higher levels of management in these organizations. Therefore, more time is required to ensure that we build mutual understanding and lasting commitments rather than risk losing the wider potential of developing a critical mass movement or alienate some key stakeholders through arbitrary deadlines or unnecessary haste. Furthermore, it is crucial that we widen the discussion on the design of this new approach to include, initially, the technical (but also policy) decision-makers in the donor community. And every effort should be made at country level to actively engage government, their partners and especially the affected populations in decision-making processes at that level.

The above mentioned outcomes of the WASH CWG, particularly the Implementation Plan for 2006 presents a minimum package of core activities and budget to create a catalytic competency with operational mechanisms for wider capacity development, preparedness, predictability and response capability with an effective working

framework for future humanitarian crises. It is not a panacea to past ills, nor is it the solution to all future humanitarian needs in water, sanitation and hygiene. But, it does provide a sound platform to establish a core capacity with workable operational mechanisms in the sector. This, therefore, calls for genuine commitment at the highest level of decision making within the IASC body to ensure that the cluster receives the necessary resources to tackle its core work-plan activities for 2006. Without such full commitment to these resource needs of slightly over \$10 million, it may be practically impossible to create the necessary critical mass of capacity and conditions, and to take critical actions to efficiently and effectively accelerate forward.

Priorities for the period mid-November '05 through end March '06 include:

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

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## Introduction

The IASC Working Group (date) stressed the urgent need for humanitarian reform and called for the establishment of a strengthened system by early 2006. While the humanitarian system can provide an effective response, as shown by the support to the tsunami affected countries, the response continues to be unpredictable. It is imperative that agencies learn to look beyond individual capacities in order to achieve greater and more effective response

Again, on the 12<sup>th</sup> July 2005 the *Ad Hoc* IASC Working Group met to decide the make-up of sector groups to be established and selected, from the IASC members, a chair (or lead agency) for each sector group. In the case of Water & Sanitation, UNICEF was appointed to lead that sector. The lead agency was charged with responsibility for convening the Cluster Working Group, facilitating its meetings and drafting its report to the IASC Working Group and Principals. Group membership was considered open to any other IASC members which: i) have demonstrated operational capacity in the sector; and ii) can devote adequate resources to effective participation in the sectoral group.

The Water & Sanitation Cluster Working Group was further guided by the “Outcome Statement” of the *Ad Hoc* IASC Principals’ Meeting, New York, 12<sup>th</sup> September 2005 with respect to the role of Cluster leads, particularly regarding paragraphs 9 to 14 in which clusters were asked to address the following priority actions between then and December 2005. These include:

9. The Cluster Lead, at the global level, will take all necessary actions to ensure adequate and effective responses to new crises, as well as to certain current crises (including essential support for local and national risk assessment, vulnerability reduction and preparedness).

10. The Cluster Lead is responsible for (a) taking forward capacity assessments and developing capacity within cluster, (b) securing and following up on commitments to contribute to these functions, and (c) sustaining mechanisms through which the cluster as a whole can deliver on its overall commitments, and the contribution of individual entities within it.

11. Functions at global level include up to date assessments of the overall needs for human, financial and institutional capacity in the cluster area, and in linkages with other cluster areas – including preparedness measures and long term planning, standards and best practices, advocacy and resource mobilization; review of currently available capacities and means for their utilization; taking action to ensure that vitally needed capacities and mechanisms (including rosters for surge capacity) are put in place (through training and system development) at local, national, regional and international levels as appropriate, with the use of existing resources where possible.

12. The Cluster Lead, at the Country Level, will take all necessary actions to ensure fulfillment of commonly accepted standards for timely, adequate and effective humanitarian action that achieves the required impact in relation to the specific cluster area. This must be done in ways that ensure the complementarities of the various stakeholders' actions, strengthen the involvement of national and local institutions, and make the best use of available resources for adequate and effective results - in ways that are well co-ordinated, do no harm and are complementary.

13. These obligations imply that the cluster lead would be responsible for (a) predictable action within the cluster for analysis of needs, addressing priorities and identifying gaps in the cluster area, (b) securing and following up on commitments from the cluster to contribute to responding to needs and filling the gaps, (c) sustaining mechanisms through which the cluster as a whole, and individual participants, both assesses its performance and delivers effectively.

14. The cluster lead ensures that needs assessments and responses are based on participatory and community based approaches which integrate cross cutting issues (such as human rights; gender, age and diversity; and HIV/AIDS), ensuring synergies and effective links with other clusters, risk reduction, monitoring and adjustment of the response, and acting as the provider of last resort.

## **I Strategy for Improving Humanitarian Response in Water & Sanitation**

The growing number, frequency and severity of emergencies particularly over the past two decades have highlighted the compelling importance of water, sanitation and hygiene to overall humanitarian responses. Ensuring a judicious mix of water, sanitation and hygiene interventions in these crises is critical to overall public health; good nutrition; children's education, especially girls; women and girls' privacy, dignity, safety; reducing tensions among affected populations and protecting the environment. Water, sanitation and hygiene are also critical to creating an enabling environment for those who deliver humanitarian response programmes.

However, the sector has not always received the attention and importance it deserves – very often too little support was made available far too late and this had resulted in an *ad hoc*, piece-meal, uncoordinated and ineffective response in many humanitarian crises. But, the renewed interest in the sector in recent years coupled with the sensible vision to create a coherent response capability through cluster arrangements provides a unique opportunity to address past constraints and weaknesses. The stage is now set for sound planning, preparedness and predictability; greater coherence to a system-wide approach; and, effective collaboration and coordination in current and future humanitarian crises. It also provides a framework for accelerated learning for future improvement and actions.

However, it would be folly to assume that this significant and long-awaited initiative will work without a significant increase of vitally needed resources to establish a critical mass of capacity, create more binding partnerships, develop collaborative and coordination mechanisms, develop supply assurances, early warning systems, greater accountability, etc. for timely and effective responses to future humanitarian crises.

In follow-up to its appointment as lead agency for the Water & Sanitation Cluster Working Group, and the cluster's challenging mandate, UNICEF called a meeting of all key stakeholders in the water and sanitation sector with a vested interest and proven capacity in dealing with or supporting humanitarian response programmes. The meeting took place on 15<sup>th</sup> August in Oxford, UK (hosted by OXFAM) and was attended by nine organizations representing INGOs and the UN . At that meeting, participants further endorsed the importance and urgency of creating an effective cluster approach to demonstrate positive results in terms of improving humanitarian water, sanitation and hygiene response in emergency situations (and beyond)

The meeting also stressed the importance of hygiene in all emergency response programmes and thus recommended that the cluster's title be expanded to include hygiene i.e. "Water, Sanitation & Hygiene Cluster Working Group" (WASH CWG).

### ***1.1 Key Outcomes of the Oxford Meeting:***

#### *Summary of Recommendations – Oxford Meeting*

1. A water, sanitation and hygiene (WASH) cluster group should be established to improve the sector response in emergencies and meet basic needs as quickly as possible. The group will meet at least twice a year with conference calls organised on a more regular basis.
2. UNICEF should lead the WASH cluster group and the membership should be open to both IASC participating agencies and others that are actively engaged in supporting water, sanitation and hygiene in emergencies.
3. The Water, Sanitation and Hygiene Cluster should be served by a small, dedicated *Secretariat or Working Team* located at UNICEF, New York. Capacity to support the CWG should be developed at central and regional level to support both emergency preparedness and response.
4. At the outset of a major emergency response, the Lead Agency shall be responsible for recruiting a dedicated senior coordinator. If the emergency response is a relatively small one, or if funds are not available for a dedicated coordinator, the Lead Agency shall identify a suitable coordinator from within its own staff or those of other agencies

5. During emergencies, additional staff dedicated to an **inter-agency WATSAN Rapid Response Team (WRRT)** should be considered. Members will have the prior agreement of their supervisor and will have been required to participate in joint training exercises with other team members
6. A **centralized expert database/roster** should be established; where major actors involved in the WATSAN sector can browse through it. The roster can include private consultants who would be trained jointly with the UN, NGO and bilateral technical experts
7. The lead agency will play a major role in providing emergency supplies to implementing partners that do not have sufficient capacity of their own, subject to funding availability.
8. The lead agency will have a responsibility as a provider of last resort in emergency water and sanitation provision, subject to funding on the basis of additionality
9. Agreement on a set of standards dealing with different aspects of water and sanitation in emergencies is urgently required. **The Minimum Standards in Water Supply, Sanitation and Hygiene Promotion set through the Sphere project provides the basis.** The cluster working group should review these standards, endorse them and establish effective systems to ensure that these are adhered to across the board in emergencies.
10. The Cluster Working Group should formally start to function as from October 2005 with an initial three month phase to develop core commitments, more detailed implementation plan, resource mobilisation plan and put a small team in place to serve the CWG.

In addition to the above recommendations, the Oxford meeting identified the main elements of a Framework for Accountability & Responsibility and further identified tentative allocation of key responsibilities to the various members.

Following the Oxford meeting, the WASH CWG moved swiftly to complete its draft **“Framework for Accountability and Responsibility”** (Annex 1). The WASH CWG further developed an **“Implementation Plan”** with timeline and responsibility matrix (Annex 2). This Plan identifies key areas where critical actions are needed to improve performance and predictability of humanitarian water supply, sanitation and hygiene promotion for emergency response programmes. The Plan further aims to address the longer term approach through systematically developing capacity that provides a stronger basis for more effective technical coordination, the identification of resources requirements, and a clearly defined preparedness for action plan in response to specific crises.



## **1.2 Key Elements of Implementation Plan:**

### **1. Assessing Sector Capacities:**

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

- National capacity of high risk countries mapped and updated;
- Key agencies capacity mapped at global level;
- Institutional capacity mapped;
- Role of GIS in mapping sector capacity determined.

### **2. Strengthening Surge Capacity:**

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

*Expected Outcomes include:*

- Effective system in place to operate standby agreements and secondments;
- WASH Rapid Response Team created and able to supply key senior water, sanitation and hygiene staff at outset of an emergency;
- Effective rapid recruitment service in place with ability to supply good quality water, sanitation and hygiene staff to agencies when required.

### **3. Training and Orientation:**

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

*Expected Outcomes include:*

- Strengthened preparedness and response through skills training and orientation.

### **4. Strengthening Coordination:**

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

*Expected Outcomes include:*

- More rapid and effective interventions.

## **5. Development of Supply Assistance:**

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

*Expected Outcomes include:*

- Improve supplies and equipment for emergencies;
- Reduce lead times for delivery of emergency supplies and equipment.

## **6. Standard Setting and Performance Indicators:**

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

*Expected Outcomes include:*

- Improved coordination and service delivery

## **7. Monitoring and Advocacy:**

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

*Expected Outcomes include:*

- Improve reaction time for emergencies;
- Improved, more consistent interventions in emergencies.

## **8. Resource Mobilization:**

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

*Expected Outcomes include:*

- Increased (and timely) funding for emergency WASH interventions;

**WASH CWG Secretariat:** The Oxford meeting called for the establishment of a dedicated Secretariat (or working team) to accelerate actions against the draft Implementation Plan and to coordinate activities with cluster member organizations. It envisioned a WASH CWG Secretariat being established and housed in UNICEF and consisting of a core group of four to five professionals with appropriate operational budget, administrative and office support. This core group would be complimented

through periodic secondments from cluster member organizations to address specific activities related to Implementation Plan and future annual plans.

As lead agency, the UNICEF Water, Sanitation & Hygiene Section is committed to housing the WASH Secretariat drawing on in-house experience, resources and additional human resources recruitment (including, where possible, the secondment from Cluster members), for specific delivery of outputs identified in the 2005/2006 Implementation Plan. Although the actual terms of reference for the Secretariat have not yet been developed, it may include some of the following (as adhered to in similar fora):

- Support the carrying out of the WASH CWG Implementation Plan, including monitoring and reporting on progress;
- Organise and facilitate the meetings and processes of the CWG Steering Committee, including through the preparation of analyses and papers for decision-making;
- Maintain updated knowledge of the WASH aspects of crises and disasters around the world, facilitate problem solving, and, if necessary, bring issues for resolution to the CWG Steering Committee;
- Maintain contact and liaison with the IASC Secretariat and with other key Clusters (especially Health, Nutrition, Education and Protection) wider arrangements and systems of the international humanitarian system such as UNDAC, CERF, CAPs, UNDAF, etc.
- Ensure that suitable partnership agreements are developed and maintained to address the core commitments and standards made by agencies for humanitarian WASH action;
- Act as operational coordinator and service organiser for agreed common core functions as indicated in the Implementation Plan (e.g. humanitarian WASH information management; dissemination of WASH alerts; maintenance of the emergency WASH personnel network/s and training; activation and deployment of joint WASH emergency assessment and response teams; and advocacy and resource mobilisation on behalf of member agencies;
- Support joint emergency WASH coordinators and teams in the field, including through a 24-hour emergency contact system;
- Despatch elements of the Secretariat, when appropriate - for example, within the context of a major disaster or crisis, to support emergency management at country level;
- Ensure that explicit attention is sought from the international community for external constraints such as lack of access (due to insecurity, obstruction, or non-co-operation by responsible parties) or limited resources that do not permit compliance with benchmarks and targets;
- Support overall sector advocacy and resources mobilization activities.

**WASH CWG Technical Steering Committee:** Although it is still too early to determine the overall governance of the WASH CWG, however it is envisioned that it would act somewhat as similar committees do, by:

- Ensuring the priorities and Implementation Plan for the Humanitarian WASH CWG are followed, and that the necessary resources are secured;
- Ensuring that water, sanitation and hygiene related assessments, reviews, and other information and analyses from the field are optimally used in key decision-making on planning, policies, strategies, advocacy etc. for effective humanitarian responses;
- Reviewing and formally endorsing recommended benchmarks, standards, and indicators for effective and efficient humanitarian WASH action;
- Ensuring consensus building and instituting decision making regarding addressing key challenges and gaps, constraints to delivering of effective and efficient humanitarian WASH programmes;
- Resolving problems, including difficulties in inter-agency co-operation and coordination;
- Guiding the WASH Cluster's response to dilemmas in the practice of principled humanitarian WASH action;
- Using appropriate professional and policy channels to highlight issues and circumstances that constrain delivery of WASH assistance to vulnerable populations,
- Providing encouragement and backing for partners facing complex field difficulties in the course of their implementing agreed policies and good practices;
- Advocating action to meet the WASH needs of neglected populations in crises;
- Ensuring the systematic peer review of policies and working practices of WASH Cluster members, including their declared internal self-improvement plans;
- Ensuring the review and assessment, in a spirit of mutual accountability, of the extent to which partnership agreements (to deliver specific core commitments by member agencies), have been realised;
- Providing oversight and approving, for submission to the CERC and IASC, the annual report of the WASH CWG on the extent to which improved humanitarian WASH outcomes have been attained.

## **II Capacities and Gaps**

Although there are numerous government, non-government, international, UN and private sector stakeholders who are either actively involved in, or have a vested interest in humanitarian response issues - their individual or combined capacities have never been systematically assessed nor mapped. However, plans are currently scheduled for mid-December to map capacities (initially at the global level) through using a

questionnaire. In early 2006, this mapping exercise will be extended to priority countries and geographic regions.

### **III Response in Selected Existing Emergencies**

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

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

### **IV Non-UN Actors Involvement**

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

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

### **V Inter-Sectoral Linkages & Cross-Cutting Issues**

Maximum health and social benefits are realized when convergence of water supply, sanitation and hygiene programmes are coordinated and/or integrated with other sectoral programmes. Diarrhoeal disease is best tackled, for example, through a combination of preventive and curative interventions involving inputs from the health, education and nutrition sectors and that of water, sanitation and hygiene. Increased use of safe water and sanitation facilities and improved hygiene practices contribute significantly to public health programmes in general. In addition, WASH interventions – such as improved sanitation for people living with HIV/AIDS and water supply and sanitation facilities in health posts – contribute to the quality of health programmes, as do agricultural inputs to productive uses of water which lead to improved nutrition and

economic gains, and increased perceived value of water, which encourages sustainability.

Although work is planned for early 2006 to address cross-cutting issues, perhaps a starting point may include preliminary guiding principles (these will obviously require further refinement and perhaps additional ones). They are:

- *Rights-based programming*: To promote human rights and to improve humanitarian response programme effectiveness - WASH strategies and programmes using rights-based approaches as a guiding framework.
- *Working with governments*: Through actively involving them in all aspects of humanitarian response design, delivery and management.
- *Working with affected populations*: Through ensuring that they are meaningfully engaged in the planning, delivery and management of services of humanitarian WASH responses.
- *Working with all partners*: Through encouraging greater coordination and collaboration, improve knowledge management, its use and sharing, and actively leverage resources for the water, sanitation and hygiene sector.
- *Gender*: Ensuring that women and girls are adequately engaged in key decision making regarding their specific practical and strategic gender needs regarding sanitation, hygiene and water in humanitarian crises.
- *Ensuring linkages to longer-term development*: Through ensuring that humanitarian response strategies support and not undermine longer-term sustainable development initiatives.
- *Evidence-based advocacy and programme design*: Ensuring that all humanitarian WASH programmes seek to ensure that their designs are based on the best available information and knowledge, and will ensure that advocacy is based on rigorously analyzed evidence.
- *Learning-based approaches guided by effective knowledge management*: Ensuring that all experiences are well documented, analysed and managed and that it feeds into key decision-making in planning, strategy development, management, policy decisions, advocacy, etc.

## **VI Response Planning & Preparedness Measures**

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

## **VII Plan: Phased Introduction & Recommendations for 2006 Implementation**

As mentioned earlier, some implementation work against the Implementation Plan has already begun. However, priorities and phasing have now been identified and set, together with a clear implementation schedule - pending sufficient resources – see Annex 2.

## **VIII Recommendations on Outstanding Cluster Specific Issues**

A decision has yet to been taken regarding the approval of staffing and funding of the WASH Humanitarian Response Secretariat and its proposed housing in UNICEF.

## 8.1 Cluster-Specific Resource Requirements

### 8.1.1 WASH CWG Budget Breakdown for Implementation Plan 2005-06

#	Description	Expected Results	Est. Cost US\$
1	Assessing Sector Capacities (2 high risk countries in 7 geographic regions = 14 countries)	<ol style="list-style-type: none"> <li>1. National capacity of high risk countries mapped;</li> <li>2. Capacity of key agencies mapped (global level);</li> <li>3. Capacity of Institutions mapped;</li> <li>4. Determine potential role of GIS in sector capacity mapping</li> </ol>	980,000
2	Strengthening Surge Capacity (minimum core capacity global, regional & 14 high risk countries)	<ol style="list-style-type: none"> <li>1. Effective system in place to operate standby agreements and secondments;</li> <li>2. WatSan RR team created and operational;</li> <li>3. Effective rapid recruitment service operational;</li> </ol>	3,700,000
3	Training & Orientation (regular staff of cluster organizations)	<ol style="list-style-type: none"> <li>1. Strengthened preparedness and response though skills training and orientation;</li> </ol>	1,950,000
4	Strengthening Coordination (global / reg. & 14 countries)	<ol style="list-style-type: none"> <li>2. Interventions more rapid and effective.</li> </ol>	1,120,000
5	Developing Supply Assistance	<ol style="list-style-type: none"> <li>1. Improved supplies and equipment for emergencies;</li> <li>2. Reduced lead time for delivery of S&amp;E.</li> </ol>	800,000
6	Standards Setting & Performance Indicators	<ol style="list-style-type: none"> <li>1. Improved coordination and services delivery.</li> </ol>	250,000
7	Monitoring & Advocacy	<ol style="list-style-type: none"> <li>1. Improved reaction time n emergencies;</li> <li>2. Improved, more consistent intervention quality in emergencies.</li> </ol>	250,000
8	Resource Mobilization	<ol style="list-style-type: none"> <li>1. Increased funding for emergency watsan interventions.</li> </ol>	150,000
	<b>Sub-total</b>		<b>9,200,000</b>
	Organizations' recovery (overhead) cost approx. average 10%		920,000
	<b>Grand total</b>		<b>10,120,000</b>



## **8.2 *Estimated Cost of Financing a New Emergency in 2006***

The following estimates are based on providing a package of water, sanitation and hygiene humanitarian assistance for three separate humanitarian crises during 2006, affecting approximately 500,000 people each and for a period of three months.

These indicative cost estimates for three potential emergencies in 2006, affecting on average 500,000 people each, are based on costing for countries within the lower ranking of economic development where service levels are considered basic. For higher levels of service, the costs will obviously be much more expensive. These costings covers the input of all cluster partners.

As well, it is important to recognise the complexity of getting water and sanitation services to populations where crises normally occur:

- Firstly, in most cases the infrastructure and institutional capacity are usually very weak and access to services low.
- Secondly, the supply and equipment component for water and sanitation emergencies is usually a high priority and a major need, especially in the early days of an emergency. Without them, it may be impossible to rehabilitate exiting services or develop new ones thus potentially contributing to serious public health risks.
- Thirdly, the physical environment and geographic location greatly affects costing: i.e. location of available water (surface, shallow or deep aquifers), or simply a total lack of it in situations where it may be necessary to transport water to the affected site – a very costly and unsustainable operation;
- Fourthly, weather conditions and physical terrain;
- Last but not least, sanitation, water and hygiene related disease prevention largely depends on a sound hygiene promotion strategy which usually takes time to roll out depending on local awareness, cultural beliefs and behaviours, understanding of disease transmission routes, their acceptance to change for safe behaviours, etc. – is usually a very challenging and time-consuming task.

Other assumptions include:

- The emergency has been sudden with little warning and no preparation;
- That between 50 - 60% of affected population does not have access to a safe basic water supply;
- That between 70-80% may require sanitation services;
- That 100% of affected population may need to be reached with hygiene promotion;
- That security is relatively good;
- That the country is landlocked requiring that approximately 75% of all supplies will have to be airlifted to site;

- 50% of all affected population will require water by tanker truck for 30 days;
- That local roads infrastructure and access to the affected population is relatively good;
- That weather conditions are not a major hindrance.

8.2.1 *Three New Emergencies in 2006 affecting approx. 500,000 people each*

#	Key Intervention	Indicative Cost US\$	Av. per capita US\$
1	Rapid Assessment (inter-agency) of water, sanitation and hygiene situation.	50,000	0.10
2	Preparation of Response Plan (phase 1)	20,000	0.04
3	Mobilization of emergency response staff (team) from both local institutions and external, including transportation and staff costs	1,380,000	2.76
4	Delivery of essential basic water and sanitation services (to sphere standards), including transport and equipment.	36,000,000	72.00
5	Hygiene promotion	1,600,000	3.20
6	Establish a effective coordination mechanism	200,000	0.40
7	Capacity building of essential local water, sanitation and hygiene institutions, including focal persons in locally affected populations.	650,000	1.30
8	Establishment of a local rapid response team for controlling diarrhoeal disease outbreaks.	250,000	0.50
9.	Establishing a systematic surveillance and monitoring system.	200,000	0.40
10	Documenting lessons learned, sharing of experiences and using for key decision-making, advocacy & action.	30,000	0.06
	Total: for one humanitarian crisis	40,330,000	Av. per capita = 80.66
	<b>Grand Total: for three humanitarian crises</b>	<b>120,990,000</b>	

Prepared by Cluster Working Group on Water and Sanitation – November 2005

## IX Implementation Plan for Water and Sanitation

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
Assessing sector capacities	National capacity of high risk countries mapped	1. Develop national capacity assessment format/checklist	Lead Agency <sup>2</sup>	3 months
		2. Organize designation of in-country agency/ies to conduct survey in each high risk country and follow up <sup>3</sup>	Lead Agency with input from CWG partners	6 months
		3. Collect surveys, collate into database and disseminate	Lead Agency	12 months
	National capacity of high risk countries updated and new countries mapped	4. Revise designation of agency/ies to conduct survey, follow up, collect and collate data	CWG	annually
	Key agencies' capacities mapped at global level	5. Design form to collect data on agencies' capacities and distribute form to each agency for completion	Lead Agency	3 months
		6. Collect forms and collate into a suitable database format.	Lead Agency	6 months
		7. Devise system to quantify/classify agency core strengths/capacity	Lead Agency with input from CWG partners	6 months
		8. Map agency key competencies at global level	Lead Agency	12 months
	Institutional capacity mapped	9. Elaborate simple questionnaire	Lead Agency	3 months
		10. Distribute questionnaires to participating agencies	Lead Agency	4 months

<sup>1</sup> Measured from time of acceptance of final implementation plan.

<sup>2</sup> Secretariat will conduct the tasks allocated to the 'Lead Agency'; hence funding for Secretariat is assumed.

<sup>3</sup> Selected in-country agency will consult widely to collect comprehensive data.

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
		11. Collect questionnaires, collate information and distribute resulting database	Lead Agency	8 months
	Determine the potential role of GIS in mapping sector capacity.	12. Investigate the potential role/uses of GIS to assist and improve mapping of sector capacity in liason with unggwig, UNOSAT and UNOCHA and disseminate report on findings	Lead Agency/UNHCR	8 months
		13. Conduct workshop to develop a workplan for the development of GIS activities	Lead Agency/UNHCR	12 months
<b>Strengthening surge capacity</b>	Effective system in place to operate standby agreements and secondments	14. Conduct workshop to share lessons learnt from existing standby agreements.	UNHCR	4 months
		15. Elaborate a generic set of policies, procedures and documentation to support the creation and implementation of standby agreements for the recruitment of emergency personnel at short notice.	Lead Agency	6 months
		16. Model MOU agreed by relevant agencies for the deployment of Watsan specialists from governments, NGO and private sector to emergency operations.	CWG	6 months
	Watsan Rapid Response Team created and supplying key senior watsan staff at the outset of an emergency	17. Elaborate operating procedures and composition of an Watsan Rapid Response Team (WRRT), possibly in a workshop forum.	Lead Agency	6 months
		18. Solicit funding from suitable donors for an WRRT.	Lead Agency	6 months
		19. Recruit initial WRRT, bringing additional staff into the pool of available emergency watsan expertise.	Lead Agency	12 months

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
	Effective rapid recruitment service supplying good quality watsan staff to agencies when required	20. Conduct initial joint training exercise for WRRT.	WRRT/Training agency	15 months
		21. Conduct consultative exercise (e.g. workshop or questionnaire survey) to determine agencies needs vis-à-vis an external rapid recruitment service	Lead Agency	3 months
		22. Produce TOR's for a more effective rapid recruitment service	Lead Agency	6 months
		23. Identify and engage service provider(s) for rapid recruitment service.	Lead Agency	9 months
		24. Monitor performance of service provision for first 12 months	Lead Agency	12-24 months
<b>Training and orientation</b>	Strengthened preparedness and response through skills training and orientation	25. Solicit funding for additional training activities.	Lead Agency	6 months & continuing
		26. Organize training for senior emergency coordinators <sup>4</sup> .	Lead Agency with Oxfam/RedR/IFRC	9 months
		27. Conduct study to determine agencies' training needs and identify potential training providers.	Lead Agency with Oxfam/IFRC/ICRC	3 months
		28. Produce training modules on key topics and begin delivery at HQ, regional and field locations.	Contracted service provider under supervision of Lead Agency	6 months
		29. Research and design a mentoring system for agency watsan staff, and present recommendations to all agencies.	Lead Agency/UNHCR	9 months

<sup>4</sup> Likely to be contracted out to suitable service provider.

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
		30. Implement mentoring system	All interested agencies, monitored by Lead Agency	12 months ++
<b>Strengthening Coordination</b>	Interventions more rapid and effective.	31. Elaborate protocols, in a consultative forum, to define the roles and responsibilities of the different actors (field and HQ) in an emergency.	CWG	6 months
		32. Solicit agreement of final protocols in the form of an MOU signed by all participating agencies.	Lead Agency	6-12 months
		33. Research areas of intervention where generic strategies are needed or would be useful and recommend to CWG	Lead Agency	6 months
		34. CWG to agree on areas where generic strategies are to be developed.	CWG	8 months
		35. Generic strategies developed.		12-18 months
		36. Recruit potential senior coordinators	Lead Agency	6 months
		37. Train senior coordinators	Lead Agency	12 months
<b>Development of supply assistance</b>	Improved supplies and equipment for emergencies	38. Map stockpiles (by modules/kits) and standby agreements, compile summary and distribute to IASC members.	Lead Agency	5 months
		39. Review stockpiles across agencies and across geographical regions and identify potential gaps.	CWG, chaired by Lead Agency	6 months
		40. Review UNICEF standard items for emergency stocks and revise as necessary.	UNICEF	6 months

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
	Reduced lead times for delivery of emergency supplies / equipment	41. Investigate ways to streamline release of stocks to partner agencies.	UNICEF	6 months
		42. Establish contact with Humanitarian Logistics Council, UNJLC and UNHAS in order to help identify logistics gaps and to tap into their advice and resources.	Lead Agency	6 months
Standard setting and performance indicators	Improved coordination and service delivery	43. Conduct rapid assessment of standards presently in use and their impact on implementation.	WHO/Oxfam	3 months
		44. Select standard(s) to be used in the field and decide whether to submit to a formal validation process.	CWG	6 months
		45. Begin implementation of a common set of standards in the field for emergency WatSan interventions.	Lead Agency	9 months
Monitoring and Advocacy	Improved reaction time for emergencies.	46. Design system to measure the of vulnerability of countries and their preparedness to respond to water and sanitation emergencies.	Lead Agency/MSF/WHO/Oxfam	6 months
		47. Single national agency in each high-risk country selected to be responsible for data collection.	Lead Agency	8 months
		48. Commence collection, collation, analysis and dissemination of data on countries' vulnerabilities and preparedness.	Selected national agencies and Lead Agency	12 months
	Improved, more consistent intervention quality in emergencies.	49. Devise performance indicators (with benchmarks) to measure the effectiveness and impact of interventions.	CWG	9 months
		50. Commence field monitoring based on standards, indicators and benchmarks selected.	Coordination bodies in the field, under supervision of Lead Agency	12 months

Main functional areas	Planned outcome	Tasks	Responsible agencies	Expected completion <sup>1</sup>
<b>Resource Mobilization</b>	Increased funding for emergency watsan interventions	51. Recruit dedicated position for fundraising.	Lead Agency	3 months
		52. Include dedicated emergency watsan lines systematically in CAP proposals.	Lead Agency	8 months →
		53. Prepare budget for additional preparedness (training, stockpiles, budget) and submit to donors	Lead Agency	3 months



## **X Framework for Accountability and Responsibility and Recommendations**

### *Summary of Recommendations*

1. A water, sanitation and hygiene (WASH) cluster group should be established to improve the sector response in emergencies and meet basic needs as quickly as possible. The group will meet at least twice a year with conference calls organised on a more regular basis.
2. UNICEF should lead the WASH cluster group and the membership should be open to both IASC participating agencies and others that are actively engaged in supporting water, sanitation and hygiene in emergencies.
3. The Water, Sanitation and Hygiene Cluster should be served by a small, dedicated *Secretariat or Working Team* located at UNICEF, New York. Capacity to support the CWG should be developed at central and regional level to support both emergency preparedness and response.
4. At the outset of a major emergency response, the Lead Agency shall be responsible for recruiting a dedicated senior coordinator. If the emergency response is a relatively small one, or if funds are not available for a dedicated coordinator, the Lead Agency shall identify a suitable coordinator from within its own staff or those of other agencies.
5. During emergencies, additional staff dedicated to an **inter-agency WATSAN Rapid Response Team (WRRT)** should be considered. Members will have the prior agreement of their supervisor and will have been required to participate in joint training exercises with other team members.
6. A **centralized expert database/roster** should be established; where major actors involved in the WATSAN sector can browse through it. The roster can include private consultants who would be trained jointly with the UN, NGO and bilateral technical experts.
7. The lead agency will play a major role in providing emergency supplies to implementing partners that do not have sufficient capacity of their own, subject to funding availability.
8. The lead agency will have a responsibility as a provider of last resort in emergency water and sanitation provision, subject to funding on the basis of additionality.

9. Agreement on a set of standards dealing with different aspects of water and sanitation in emergencies is urgently required. **The Minimum Standards in Water Supply, Sanitation and Hygiene Promotion set through the Sphere project provides the basis.** The cluster working group should review these standards, endorse them and establish effective systems to ensure that these are adhered to across the board in emergencies.
10. The Cluster Working Group should formally start to function as from October 2005 with an initial three month phase to develop core commitments, more detailed implementation plan, resource mobilisation plan and put a small team in place to serve the CWG.

### ***10.1 Introduction***

The inter-agency working cluster has stressed the urgent need for humanitarian reform and called for the establishment of a strengthened system by early 2006. While the humanitarian system can provide an effective response, as shown by the support to the tsunami affected countries, the response continues to be unpredictable. It is imperative that agencies learn to look beyond individual capacities in order to achieve greater and more effective response

The July 12 IASC-WG meeting decided which sectoral groups should be established and selected from among IASC members a chair for each of the groups. The chair would be responsible for convening the working group, facilitating its meetings, and drafting its report to the IASC Working Group and principals. Group membership was considered open to any other IASC members which: i) have demonstrated operational capacity in the sector; and ii) can devote adequate resources to effective participation in the sectoral group.

This paper outlines the water and sanitation working group's recommendation to the IASC Principals on UN agency designation for management and accountability for internally displaced and affected populations. It also indicates the specific roles and responsibilities of the designated agency as agreed by members of the interim working group.

### ***10.2 Lead Agency and Cluster Working Group***

UNICEF was nominated by the cluster working group as the lead or convening agency for water and sanitation in emergencies. Water and sanitation activities in refugee settings will remain under the mandate of UNHCR. UNICEF was chosen as the lead agency for the IASC Cluster Working Group for Water and Sanitation on the basis of its global network of operations and partners, resources and recognised role in the field of emergency water and sanitation interventions.

The four areas of responsibility of the lead/convening agency will cover:

- *early warning systems and emergency preparedness;*
- *needs assessments and suitable strategies;*
- *effective response including adequate sector coordination for each major emergency*
- *monitoring including review and reporting.*

*The lead agency will chair a cluster working group on water and sanitation that will consist of IASC members that are active in emergency water, sanitation and hygiene interventions and other important organizations working in the sector*

The CWG will maintain a close working relationship with the NGO Interagency Working Group on water and sanitation presently chaired by Oxfam, of which all members will be invited to join the working group. This informal group has existed for the last ten years and meets roughly twice a year. The members are UNICEF, UNHCR, ICRC, IFRC, Oxfam, MSF H, MSF B, ACF (F, Sp, UK) and IRC. The group meets to discuss mainly technical issues such as new equipment and innovations in the sector and solutions to specific technical challenges in various countries. Other key agencies will be invited to join the CWG, based on their areas of expertise and contribution.

It was recommended that a *small technical secretariat or working team* be created within the lead agency to manage the responsibilities of the CWG. Secondments from other agencies should be considered as part of the working team.

Donor agencies with an interest in water and sanitation in emergencies will also be invited to join the CWG.

### ***10.3 Role and responsibilities of Water and Sanitation Lead (or Convening) Agency***

#### *10.3.1 Main functions of sector leadership*

- *Create consultative environment* with key partners for assessing sector capacities and delineating responsibilities
- *Promote mechanisms for strengthening surge capacity* and rapid deployment
- *Support standard setting* and performance indicators
- *Stimulate knowledge sharing* and network building
- *Enhance preparedness planning* through training and orientation
- The lead agency will also have a responsibility as a provider of last resort in emergency water and sanitation provision, subject to funding on the basis of additionality.

#### *10.3.2 Elements of sector coordination during humanitarian operations*

- Good communications between government and emergency partners

- High quality situation assessments. Information gaps are identified and filled through information gathering exercises
- Taking of decisions and actions. Priority interventions are identified, agreed and taken, assigned if necessary. Emergency partners are oriented on appropriate technical standards and working protocols.
- Compilation of accurate information on emergency partner capacities, areas of work and available supplies and equipment. Duplication of efforts are avoided, or at least minimized.
- Monitoring and reporting of progress. Effective data collection and tracking mechanisms allow the preparation of frequent updates.
- Guidance on rehabilitation and recovery strategies which contribute to government's long-term plans and needs.

#### **10.4 Summary of Immediate Recommendations for improving predictability, speed and effectiveness of water, sanitation and hygiene response**

- *Mapping key partner capacities* to identify strengths and gaps
- Developing mechanism for *improving surge capacity*, maintaining rosters of emergency expertise.
- Identification and *orientation of cadre of senior coordinators*
- *Exchanging information and experiences* on emergency programming and new approaches and policies
- *Reviewing standard items and equipment kits* for use in emergencies to promote compatibility and technology development. Sharing information on local and global suppliers, and reviewing emerging technologies, *e.g. chlorine production on site*, with potential for application in emergencies. A standard list of NFIs for emergency settings will be identified; collaboration on NFIs is necessary with the logistics and the camp co-ordination clusters.
- *Collaborating in implementing existing country and regional training* in emergency preparedness and response
- *Disseminating and using existing training modules* for prevention of all forms of diarrhoeal disease in emergency situations, including agreement on standardised hygiene promotion methodologies in emergency settings.
- *Advising on survey instruments* with consistent formats. Cooperation in field appraisals of emerging crisis situations and sectoral vulnerability analyses
- *Improving understanding of water quality* surveillance protocols for emergencies including the role of sanitary surveys, rapid field tests and more accurate water quality parameter tests.
- *Promoting water, sanitation and hygiene contributions to schools and health facilities*, and to mitigating the impact of HIV/AIDS in high prevalence areas

## ***10.5 Recommendations for Improved Sector Performance in Emergencies***

### *10.5.1 Assessing Sector Capacity*

#### *Key Issues and Constraints*

1. Gaps are present in emergency interventions, i.e. specific types of expertise are missing in different locations.
2. A full complement of the required skilled professionals is rarely, if ever, achieved in emergency interventions.
3. Local and international sources of technical expertise are often not well-known.

#### *Recommendations*

1. Map agency core strengths.
2. Design and implement system to map human resources capacity on a continual basis.
3. Survey institutional technical assistance capacity presently available on an annual basis.
4. Devise a system for assessing the technical capacities of countries. Identify agencies to carry out assessments for high risk countries. Global Information Systems (GIS) technology should have an increasing role in this area and a centralized database should be initiated. A collaboration with the United Nations Geographic Information Working Group ([www.ungiwg](http://www.ungiwg)) and UNOSAT is needed.
5. Solicit assessments of technical capacity for high risk countries.

### *10.5.2 Strengthening Surge Capacity*

#### *Key Issues*

There is a widespread recognition across the humanitarian water and sanitation sector that there is a great need for robust mechanisms that allow rapid access to skilled WATSAN personnel in emergency settings. The cluster group working documents have identified this gap and in surge capacity and called for ‘*greater preparedness for rapid deployment of technical expertise through establishment of emergency personnel rosters and familiarity with inter-agency stand-by arrangements*’.

- Standby agreements (generally 1 month to 1 year) can work well to address short term gaps in capacity in WATSAN provision. They can provide expert technical input where most needed on the ground within a clearly defined mandate, contributing to technical integrity of assistance programmes.
- Implementing and support frameworks required to best support this arrangements should not be underestimated and require considerable organisational inputs: human resources policy development, clearly defined Memorandum of Understanding (MOU) outlines and strong administrative procedures related to

expert deployment are all vital to the process. This high degree of backup is required to reduce lead-in times and ensure harmonious working relationships. Current deployment arrangements are understood as a support and not as a substitute to technical posts.

### *Recommendations*

- Agencies to map capacities & share lessons learnt from existing **stand-by** agreements with IASC members. This mapping should be careful not to double-count capacity, e.g. if different agencies having stand-by agreements with the same body.
- A common (UN/NGO/Private Sector) policy on deployments of technical experts could be drafted and agreed upon among all partners and should be the responsibility of the Secretariat of the Cluster.
- Agreement on a model MOU for the deployment of WATSAN specialists from governments, NGO and Private Sector to emergency operations.
- Additional staff dedicated to an **inter-agency WATSAN Rapid Response Team (WRRT)** should be considered. Members will have the prior agreement of their supervisor and will have been required to participate in joint training exercises with other team members
- A **centralized expert database/roster** is established; all actors involved in the WATSAN sector can browse through it. The roster can include private consultants who would be trained jointly with the UN, NGO and bilateral technical experts. These private consultants would be sent in case all of the cluster technical staff are unable to carry out the mission due to multiple crises or crises affecting many countries at once.
- MOU among UN agencies could be finalized by the Secretariat if agreed. These are then periodically reviewed; all Government, NGOs and private sector active in the WATSAN sector to have signed MOU and be fully involved in the provision of technical expertise.

### *10.5.3 Implementing the coordination function during humanitarian operations*

#### *Key Issues and Constraints*

- Participation in coordination mechanisms is not universal – commitment varies.
- Authority of coordination bodies varies and is often weak.
- Different agencies employ different implementation strategies in the field, using different standards.
- Capacity to manage and coordinate emergency responses is often inadequate.

### *Recommendations*

- The most important element for fulfilling the UN/NGO coordination function is to have in place a **senior coordinator with solid emergency experience** and strong skills for facilitating communication and cooperation among partners and government. At the outset of an emergency response, the Lead Agency shall be responsible for recruiting a senior coordinator. If the emergency response is a relatively small one, or if funds are not available for a dedicated coordinator, the Lead Agency shall identify a suitable coordinator from within its own staff or those of other agencies.
- The **coordinator position should be a dedicated one**, unencumbered by specific agency operational responsibilities. Support to information management function requires secretariat support to set up and maintain a database of files, reports, maps, documents and data. Information needs to be analyzed and synthesized, and its dissemination coordinated with the Humanitarian Information Centre (HIC).
- Coordination meetings should be for **action planning**, not just for information sharing. Early formation of sub-groups for specific topics or interventions can promote smaller sized meetings and more effective consultations.
- The coordination group formed in the field at the outset of an emergency response should be a **forum for technical guidance** and consistency in strategies and approaches, and when appropriate, for standardisation of supplies and equipment.
- The coordinator should be a **focal point for water and sanitation issues and developments**, ensuring that the evolving status of water and sanitation is accurately presented in sector updates, during briefings and to the government. Technical advisors and communications or support staff with specialized skills may be required through secondments or direct staffing.
- Where considered suitable, other agencies could supply a watsan "expert" to officially support the coordination person.
- Emergency partners agree to give **their full cooperation and contribution** to make the coordination function successful. This includes putting a high priority on attendance of coordination meetings, active participation, timely sharing of assessments and reports
- **Protocols** are needed to bind agencies together in coordinated implementation system.
- Common **strategies** are needed so that agencies use a standardized approach to particular technical problems. Responses to different types of emergencies need to be standardized as far as practicable.

#### *10.5.4 Development of Supply Assistance*

- Whilst several agencies have considerable stocks of emergency watsan equipment, lead times vary and an insufficient supply capacity has been observed

for recent emergencies. Capacity needs to be assessed on a geographical basis and processes streamlined to improve response times.

- The lead agency will assess stockpiles of equipment and standby agreements with suppliers across the agencies and across geographical regions, and will compile a summary in a suitable format to be distributed across the IASC agencies. Agencies with stockpiles of watsan equipment will provide inventories of modules of equipment and summaries of suppliers and standing agreements for this purpose.
- The lead agency will also play a major role in providing emergency supplies to implementing partners that do not have sufficient capacity of their own. UNICEF will review the standard list of items that it stocks and update that list to ensure the most relevant items are stocked. In addition, it will investigate ways to streamline the release of items from stock to partner agencies. Existing mechanisms for the transfer of equipment between agencies will be investigated and recommendations for improvement made.
- Compatibility of equipment used by different agencies is not considered to be a major issue at this time. The Interagency Water and Sanitation Working Group regularly include informal discussion of equipment issues and discussion should continue within the CWG. Information will continue to be exchanged on suppliers, but individual agencies will continue to act autonomously on supplier selection so that the market can continue to function efficiently and monopolies are avoided.
- Information sharing will continue on specific issues such as new technologies. The Convening Agency will make contact with the Humanitarian Logistics Council to tap into their advice and resources.
- IFRC have invested resources in establishing an ERU (Emergency Response System) which has proven to be quite effective over the past years. We have packages in several technical areas and also in WatSan. It is basically a standardised WatSan equipment package and trained personnel according to a common curricular. The water and sanitation ERU's are on stand-by in six of the partner national Red Cross Societies and can be deployed to emergency situations within very short notice

### **Identification of logistics gaps**

- The CWG for logistics has kept in close contact with the water and sanitation working group and gaps were identified in the arrangements for the supply/delivery of shelter materials, non-food items, and water/sanitation equipment and supplies. **UNICEF, as lead agency for water and sanitation, will identify gaps in the procurement of goods and services and will intervene either with implementing agencies or with its own procurement services, to ensure that these needs are met.**
- Several interagency mechanisms already assist in supporting logistics coordination and augmentation. These include the UNJLC and UNHAS.



Interagency collaboration exists for stockpiles of supplies and equipment, including UNICEF's logistics facility in Copenhagen (serving UNICEF, UNHCR), the UNHRD at Brindisi managed by WFP (serving WFP, OCHA, WHO and several NGOs). The Lead Agency will establish contact with these agencies in order to help identify and address logistics gaps and tap into their advise and resources.

- OCHA maintains a Central Register of Emergency Relief Stocks, but the Register needs updating and does not include quantities. The lead agency would require capacity-building to ensure that logistics staff presently familiar with the movement of food, are also familiar with the movement of non-food-items and shelter materials. This could be pursued through the ongoing development by several agencies with the Fritz Institute, on humanitarian logistics training and certification.

#### *10.5.5 Standard setting*

- All phases of a disaster management cycle require close coordination and collaboration between external and government agencies (public and private entities). It is clear that the approaches and needs change within each phase being it planning, prevention, preparedness, emergency response, recovery, rehabilitation or reconstruction. It is necessary that different sectors work together if effective and efficient interventions are to become the norm. However, the reality is that, quite often, different agencies use both different approaches and different standards in dealing with the various disaster management phases.
- Improving coordination through the use of common approaches and standards which are understood and agreed by all would bring about a greater impact of the collective action not only in terms of response but also in prevention and preparedness.

#### *Recommendation*

- Agreement on a set of standards dealing with different aspects of water and sanitation in emergencies. The Minimum Standards in Water Supply, Sanitation and Hygiene Promotion set through the Sphere project provides the basis to orient the planning, designing and installation of water and sanitation facilities in crisis. Operation and maintenance are issues frequently disregarded in tackling emergencies.
- WHO will lead a study to determine precisely what is being advocated by different organizations, identify gaps and new needs and look into the feasibility of preparing revised standards (if needed) to accommodate any differences or special needs.

#### *10.5.6 Training*

- Need to build capacity to manage and coordinate emergency sector responses. This will involve developing a cadre of professionals trained in coordination and

emergency management and development of technical skills at all levels. Networking with international organisations to take opportunity of existing trainings is also recommended. Organisations need to ensure that sector staff are well trained in emergency preparedness and response.

#### *Recommendations*

- Capacity building to include passing of knowledge and experience, e.g. the creation of a mentoring system so that senior engineers pass their experience onto more junior engineers.
- Support technical advice services like WELL, REDR, EngineerAid and research bodies such as the WHO collaborating centres to be explored.
- Ensure that the response programmes not only meet the immediate needs of affected children and their families (according to a minimum set of standards) but that they also be designed and implemented in such a way as to contribute to national sector capacity building efforts.

#### *10.5.7 Monitoring and Advocacy*

- Monitoring the vulnerability of areas prone to suffering from natural disasters is crucial to devise measures to reduce such vulnerability. A monitoring system is needed that measures the preparedness of countries to respond to water and sanitation emergencies. This monitoring system should be capable of assessing recurrently the vulnerability of the water and sanitation infrastructure of countries, especially those more exposed to the risk of disasters.

#### *Recommendations*

- The Lead Agency should define a set of and devise a data collection/analysis mechanism. The system should allow information to be exchanged between national agencies, countries, external support agencies and NGOs, and a single designated national organization should be in charge of collecting the information and making sure it comes from a reliable source.
- The Lead Agency will devise performance indicators to measure the impact of interventions by the different organizations involved in a response process. Such indicators will be formulated in a comprehensive manner as to collect information with the objective of measuring the effectiveness and impact of interventions. The basic question to be answered is: how can we know if we are doing well?
- These indicators and the monitoring system to be established will serve both as a fundamental tool for disaster management and as basis for a post-disaster analysis of lessons learnt which could be of paramount importance to improve the effectiveness of response in future similar events.

### *10.5.8 Resource Mobilization*

- The sector tends to be under-funded in emergencies due to a poor recognition of the role that it plays in preventing death and disease during an emergency.

### *Recommendations*

- The CWG should take the lead in advocating for and seeking more funding in a systematic way.
- At global and country level, the Convening Agency should represent all CWG agencies to donors. Funding for water and sanitation should be more systematically reviewed and included in each CAP proposals submitted in the future.

Annex 1: Terms of reference of the water and sanitation CWG

Annex 2: Implementation Plan for CWG with expected timeline.

## **Annex 1**

### **I Terms of Reference**

#### ***1.1 Purpose of the Cluster Working Group***

To improve the performance and predictability of humanitarian response in the area of water supply, sanitation and hygiene promotion by providing a longer term approach that systematically develops capacity and provides a stronger basis for more effective technical coordination, identification of the resources required, and clearly defined preparedness for action in response to specific crises.

#### ***1.2 Membership of the Cluster Working Group***

Membership is voluntary and all IASC member agencies are eligible.

#### ***1.3 Functions of the Cluster Working Group***

- **Assessing sector capacities:**  
Thorough identification of available and deployable resources across the whole of the IASC membership. A key part of this mapping process is identification of gaps and weaknesses.
- **Strengthening surge capacity:**  
Greater preparedness for rapid deployment of technical expertise through establishment of emergency personnel rosters and familiarity with inter-agency stand-by arrangements.
- **Strengthening coordination:**  
Agreement on coordination function requirements during crises and core competencies for coordinators. Delineation of agencies' responsibilities in support of a coordinated response.
- **Support to standard setting and performance indicators:**  
Improving service delivery through greater understanding and consistent application of technical performance standards.
- **Development of supply assistance:**  
Researching and sharing information on emergency supply specifications and performance. Reviewing standard items and equipment kits for compatibility and product development. Review emerging technologies with potential for application in emergencies.
- **Training and orientation:**  
Identification of greatest needs for skills upgrading at international, regional and national levels. Enhanced support for relevant training options to build sector preparedness and response capacity.
- **Making strategic use of experience and lessons:**

Contributing to membership knowledge and technical development through information sharing fora and network building. Exchanging information on emergency programming and new approaches and policies.

➤ Monitoring and advocacy:

Ensure appropriate monitoring mechanisms are in place to review impact and progress against implementation plans. Commission sector lessons learned exercises for informing future preparedness planning

## Timeline for WatSan Cluster Working Group Implementation Plan

Area	Planned Outcome	Tasks	Time (months) from commencement of Implementation Plan															
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Assessing Sector Capacities	National capacity of high risk countries mapped	1	Develop national capacity assessment format/checklist															
		2	Organize designation of in-country agency/ies to conduct survey in each high risk country and follow up															
		3	Collect surveys, collate into database and disseminate															
	National capacity of high risk countries updated and new countries mapped	4	Revise designation of agency/ies to conduct survey, follow up, collect and collate data															
		5	Design form to collect data on agencies' capacities and distribute form to each agency for completion															
	Key agencies' capacities mapped at global level	6	Collect forms and collate into a suitable database format.															
		7	Devise system to quantify/classify agency core strengths/capacity															
		8	Map agency key competencies at global level															
	Institutional capacity mapped	9	Elaborate simple questionnaire															
		10	Distribute questionnaires to participating agencies															
	Determine the potential role of GIS in mapping sector capacity	11	Collect questionnaires, collate information and distribute resulting database															
		12	Investigate the potential role/uses of GIS to assist and improve mapping of sector capacity in liason with unggwig, UNOSAT and UNOCHA and disseminate report on findings															
		13	Conduct workshop to develop a workplan for the development of GIS activities															

### Timeline for WatSan Cluster Working Group Implementation Plan

Area	Planned Outcome	Tasks	Time (months) from commencement of Implementation Plan															
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Strengthening Surge Capacity	Effective system in place to operate standby agreements and secondments	14	Conduct workshop to share lessons learnt from existing standby agreements.															
		15	Elaborate a generic set of policies, procedures and documentation to support the creation and implementation of standby agreements for the recruitment of emergency personnel at short notice.															
		16	Model MOU agreed by relevant agencies for the deployment of Watsan specialists from governments, NGO and private sector to emergency operations.															
	Watsan Rapid Response Team created and supplying key senior watsan staff at the outset of an emergency	17	Elaborate operating procedures and composition of an Watsan Rapid Response Team (WRRT), possibly in a workshop forum.															
		18	Solicit funding from suitable donors for an WRRT.															
		19	Recruit initial WRRT, bringing additional staff into the pool of available emergency watsan expertise.															
		20	Conduct initial joint training exercise for WRRT.															
	Effective rapid recruitment service supplying good quality watsan staff to agencies when	21	Conduct consultative exercise (e.g. workshop or questionnaire survey) to determine agencies needs vis-à-vis an external rapid recruitment service															
		22	Produce TOR's for a more effective rapid recruitment service															
		23	Identify and engage service provider(s) for rapid recruitment service.															
24		Monitor performance of service provision for first 12																
25		Solicit funding for additional training activities.																
26		Organize training for senior emergency coordinators																
Training and Orientation	Strengthened preparedness and response through skills training and orientation	27	Conduct study to determine agencies' training needs and identify potential training providers.															
		28	Produce training modules on key topics and begin delivery at HQ, regional and field locations.															
		29	Research and design a mentoring system for agency watsan staff, and present recommendations to all agencies.															
		30	Implement mentoring system															

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Area	Planned Outcome	Tasks	Time (months) from commencement of Implementation Plan														
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Strengthening Coordination	Interventions more rapid and effective	31 Elaborate protocols, in a consultative forum, to define the roles and responsibilities of the different actors (field and HQ) in an emergency.	1	2	3	4	5	6									
		32 Solicit agreement of final protocols in the form of an MOU signed by all participating agencies.							7	8							
		33 Research areas of intervention where generic strategies are needed or would be useful and recommend to CWG	1	2	3	4	5	6									
		34 CWG to agree on areas where generic strategies are to be developed.							7	8							
		35 Generic strategies developed.									9	10	11	12	13	14	15
		36 Recruit potential senior coordinators	1	2	3	4	5	6									
		37 Train senior coordinators							7	8	9	10	11	12			
Development of Supply Assistance	Improved supplies and equipment for emergencies	38 Map stockpiles (by modules/kits) and standby agreements, compile summary and distribute to IASC members.	1	2	3	4	5	6									
		39 Review stockpiles across agencies and across geographical regions and identify potential gaps.	1	2	3	4	5	6									
		40 Review UNICEF standard items for emergency stocks and revise as necessary.	1	2	3	4	5	6									
	Reduced lead times for delivery of emergency supplies /	41 Investigate ways to streamline release of stocks to partner agencies.	1	2	3	4	5	6									
		42 Establish contact with Humanitarian Logistics Council, UNJLC and UNHAS in order to help identify logistics gaps and to tap into their advice and resources.	1	2	3	4	5	6									
Standard Setting and Performance Indicators	Improved coordination and service delivery	43 Conduct study of standards presently in use and their impact on implementation.	1	2	3												
		44 Select standard(s) to be used in the field and decide whether to submit to a formal validation process.				4	5	6									
		45 Begin implementation of a common set of standards in the field for emergency WatSan interventions.									9	10	11	12	13	14	15
Monitoring and Advocacy	Improved reaction time for emergencies	46 Design system to measure the of vulnerability of countries and their preparedness to respond to water and sanitation emergencies.	1	2	3	4	5	6									
		47 Single national agency in each high-risk country selected to be responsible for data collection.						6	7	8							
		48 Commence collection, collation, analysis and dissemination of data on countries' vulnerabilities and preparedness.											11	12	13	14	15
	Improved, more consistent intervention quality in emergencies	49 Devise performance indicators (with benchmarks) to measure the effectiveness and impact of interventions.							7	8	9						
		50 Commence field monitoring based on standards, indicators and benchmarks selected.											11	12	13	14	15
Resource Mobilization	Increased funding for emergency watsan interventions	51 Recruit dedicated position for fundraising.	1	2	3												
		52 Include dedicated emergency watsan lines systematically in CAP proposals.									9	10	11	12	13	14	15
		53 Prepare budget for additional preparedness (training, stockpiles, budget) and submit to donors	1	2	3												