INTER-AGENCY STANDING COMMITTEE WORKING-GROUP
XXXX MEETING

Rome ~ 17-18 February 2000

DRAFT TERMS OF REFERENCE FOR FIELD MISSIONS OF
THE IASC REFERENCE GROUP ON POST-CONFLICT REINTEGRATION

Missions to Review Coordination and Funding in Selected Post-Conflict Countries:
Azerbaijan, Bosnia, Democratic Republic of Congo, Liberia and Somalia
13 December 1999

Mission Objective

To identify innovative, creative and practical solutions to key problems associated with post-conflict transitions, in particular relating to reintegration and rehabilitation. Key elements of this will involve:

- identification and analysis of key background and situational factors and constraints, building on country team responses to the IASC Reference Group questionnaire.

- assessment of the effectiveness and appropriateness of existing strategic and operational coordination arrangements at the country level.

- assessment of the adequacy of funding levels and the appropriateness and effectiveness of funding mechanisms for post-conflict transitional programmes.

Background

In its meeting of 19-20 November 1998, the IASC Working Group, acting on a decision by the ECPS/ECHA/UNDG Joint Executive Committees meeting of 3 November 1998, considered the "gap in international response to post-conflict rehabilitation" and agreed that: "UNDP will convene a reference group – including interested IASC members and the additional entities recommended by the Joint Executive Committees meeting – aiming at developing strategies and mechanisms to respond appropriately to the gap. This process should avoid preparing further conceptual documents but should rather *promote innovative and creative approaches to a practical solution of the problem"*.

The Reference Group is chaired by UNDP and its membership extends beyond the traditional IASC membership to include DPA, DPKO, the World Bank (now fully an IASC member), UNDGO, the SRSG for Children and Armed Conflict and other actors concerned with ensuring comprehensive approaches to crisis and post-crisis countries and, in particular, bridging the gap between relief and development.

The Reference Group's first action was to prepare a report on the issues at hand. The report was endorsed by the IASC Working Group and shared with the Brookings Roundtable group of UN actors and donors, the OECD/DAC Task Force, the Humanitarian Liaison Working Group, the ECOSOC Humanitarian Segment and the Conflict Prevention and Post-Conflict Reconstruction Network. The report identified 5 major gaps – namely institutional, political, authority, synchrony and sustainability –and made some concrete recommendations for addressing the issue. The report was circulated, along with a set of questions on the relevance of the issues it raised, to Resident/Humanitarian Coordinators in Afghanistan, Azerbaijan, Tajikistan, Haiti, Liberia, Burundi, Angola, Sudan, Democratic Republic of Congo, Rwanda, Sri Lanka and Colombia.

Two major issues emerged as key factors in determining the extent and effectiveness of international response in post-conflict situations, namely funding and coordination. With this in mind, and cognisant of the security situation in the countries under consideration, the Reference Group reviewed the responses received from the field offices. Following an exercise whereby all the countries under discussion were categorised according to the levels of funding and coordination (see attached matrix) it was decided to focus on five cases that together were deemed as a representative subset of the main challenges and mechanisms relevant to post-conflict reintegration. The cases chosen were: Azerbaijan, Bosnia, Democratic Republic of Congo, Liberia, and Somalia.

Composition of the Missions

Each mission will consist of a small number of IASC Reference Group members, along with partners from the OECD/DAC Task Force on Conflict, Peace and Development Cooperation, who will be invited to participate.

The missions will be kept small, comprising ca. 5-8 people, and will include representation from at least one humanitarian, at least one development, and if relevant one political entity, as well as donors. Each mission will be led by one entity, which will be represented at the Director level. Other participation in the mission will be at the working or senior working level.

Timeframe

Field visits of approximately ten to fifteen days will be made to each of the cases under review. These visits, and any additional travel to capitals or elsewhere, should be completed by mid-April 2000. A preliminary set of findings and recommendations should be drafted by the end of April 2000. This will be shared with the IASC WG, with a view to being finalised in time for endorsement by the IASC plenary in May 2000. *This timing is subject to revision, based on the meeting schedule of the IASC and the progress on the five missions.*

Preparation

Prior to departure, mission members will review relevant evaluations and studies on this subject, particularly those that cover the country in question during the emergency phase through the development of post-conflict programmes to note variations in rates of funding, disbursements, increased levels of international organisations following a peace accord or stabilisation and the impact of this on coordination mechanisms, political factors that may exist during the implementation of a peace agreement that may affect donor funding and operational/logistical/security constraints for UN/NGO activities in certain parts of the country, and other factors that have and continued to bear directly on the implementation of programmes that could "bridge the gap".

The Missions will focus on the following specific objectives during their visits:

Taking into account major constraints or opportunities for managing post-conflict transitions, including issues relating to:

- the extent to which outside influences, such as ongoing regional instability, ameliorate or exacerbate the gap in post-conflict transition/reintegration;

- the specific nature of the peace agreement, if relevant, including priorities set and provisions elaborated within the text of the agreement;

- the capacity of government institutions and the extent of their presence, involvement, and leadership in post-conflict rehabilitation/reintegration programming, including their involvement in developing longer term reintegration and reconstruction strategies, relations with donors and UN/other UN agencies, and their participation in the decision-making and implementation process;

The missions will:

1. Assess the state of strategic and operational coordination at the country level, including through a review of coordination tools and their effectiveness for that situation. This will include:

   - Review the relationship of the Resident/Humanitarian Coordinator with the World Bank, EU, USAID and other major bilateral donors in terms of post-conflict planning and implementation.

   - Assess the interaction between humanitarian and development agencies and the manner in which humanitarian and development planning is integrated.

   - Assess the extent to which humanitarian/development planning works in support of key peacebuilding/stabilisation objectives.

   - Review progress made in post-conflict reintegration programmes based on specific indicators that are relevant to the countries serving as case studies.

- Review outstanding issues, including gaps or shortfalls in the emergency to post-conflict reintegration programming and related issues of funding levels and coordination mechanisms that require urgent attention.

- Review the feasibility/desirability of and options for joint programming between emergency and post-conflict actors on an ad hoc basis or through formal MOUs, secondment of staff, joint training, or other initiatives.

2.	Review the level of funding for post-conflict reintegration activities and assess the effectiveness of the primary resource mobilisation mechanisms used. This will involve:

- In under-funded sectors, consult donors and UN personnel on possible reasons for the shortfall and means to redress it.

- Review of such issues as prioritisation, flexibility of disbursement and redirection, duplication, bilateralism, political support and other internal/external factors that may influence donor funding and strategies, including the presence of peacekeeping forces.

- Assess other factors that may affect donor strategies, including a permanent donor presence in the field and consistent involvement with programmes, regional strategies and priorities.

- [Additional suggestions may be proposed by OECD DAC Task Force]

To achieve these objectives, participants will:

- Interact with the Resident/Humanitarian Coordinator, SRSG, other officials, relevant UN agencies on the ground, the World Bank, donor representatives including the EU and USAID, relevant government bodies, NGOs and civil society organisations in order to understand their mandates, objectives, constraints and scope of activities throughout the country.

- Through the discussions with personnel from these organisations, determine the progression in terms of funding levels, transition in programming strategies and priorities, operational constraints/improvements, and alterations to coordination mechanisms during and through the transition between emergency activities to the post-conflict reintegration stage.

- Consult UN, World Bank, NGO, donor and government personnel for a comprehensive understanding of the efforts at coordination and the challenges faced in this regard.

- Jointly review programmes that have been implemented throughout the duration of the crisis to the present to best determine the various constraints, coordination successes and challenges, and trends in donor funding that may have influenced the gap in one way or the other.

- In this regard, travel to projects that are underway as part of the overall post-conflict reintegration strategy, particularly those that were born out of an immediate/emergency programme to examine: the way in which the programme has developed, various UN agencies, NGOs and donors have collaborated, to what extent there have been fluctuations in donor funding and disbursement rates during these phases, how these programmes have fallen under different coordination mechanisms during the transition period, and how they have supported peacebuilding and stabilisation objectives.

- In this process the teams should meet with local authorities, beneficiaries and others that have been witness to the full stages of the programme development, and interact with war-affected groups to gain insight on their conditions.

- Meet with all relevant personnel to discuss progress made in post-conflict reintegration across sectors, clarify roles and responsibilities, evaluate the extent to which humanitarian agencies have been integrated into the DDR process, and the level of preparedness for kick-starting the programme.

The output of the Mission will be:

- Practical recommendations targeted at field personnel and headquarters on how to address some of the issues raised.

- A report to the IASC Reference Group with a clear description of the situation with respect to coordination and funding in each of the countries concerned. Out of the findings and recommendations of the five missions a consolidated set of findings and recommendations will be created, feeding into a practical plan of action on post-conflict policy for consideration for the IASC.