Cluster Working Group on
Early Recovery

IASC

in cooperation with the
UNDG-ECHA Working Group on Transition

Guidance note on

Early Recovery

April 2008

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United Nations Population Fund (UNFPA)

Office of the United Nations High Commissioner for Refugees (UNHCR)

United Nations Children's Fund (UNICEF)

World Food Programme (WFP)

World Health Organization (WHO)

International Labour Organization (ILO)

International Strategy for Disaster Reduction (ISDR)

United Nations Human Settlements Programme (UN-HABITAT)

United Nations Development Group Office (UNDGO)

United Nations Environment Programme (UNEP)

United Nations Institute for Training and Research (UNITAR)
Operational Satellite Applications Programme (UNOSAT)

United Nations Volunteers (UNV)

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List of abbreviations

AIDS	Acquired immune deficiency syndrome
BCPR	Bureau for Crisis Prevention and Recovery (UNDP)
CAP	Consolidated Appeal Process
CERF	Central Emergency Response Fund
CHAP	Common Humanitarian Action Plan
CSO	Civil society organizations
CWGER	Cluster Working Group on Early Recovery
ECHA	Executive Committee for Humanitarian Affairs
EIA	Environmental impact analysis
ER	Early recovery
ERN	Early Recovery Network
FAO	Food and Agriculture Organization of the UN
HC	Humanitarian Coordinator
HIA	Health impact assessment
HIV	Human immunodeficiency virus
IASC	Inter-Agency Standing Committee (UN)
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IDP	Internally displaced persons
IFI	International financial institutions
ILO	International Labour Organization
IOM	International Organization for Migration
ISDR	International Strategy for Disaster Reduction
M & E	Monitoring and evaluation
MDTF	Multi-donor trust fund
NAF	Needs analysis framework
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
PCNA	Post-conflict needs assessment
PDNA	Post-disaster needs assessment
RBRF	Results-based recovery framework
RC	Resident Coordinator
RTE	Real-time evaluation
SEA	Strategic environmental assessment
TRM	Transitional results matrix
UN-HABITAT	UN Human Settlements Programme
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNDGO	United Nations Development Group Office
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the UN High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOSAT	UN Institute for Training and Research (UNITAR) Operational Satellite Applications Programme
UNTFHS	United Nations Trust Fund for Human Security
UNV	United Nations Volunteers
WFP	World Food Programme
WHO	World Health Organization

Introduction

Early recovery is a multidimensional process of recovery that begins in a humanitarian setting. It is guided by development principles that seek to build on humanitarian programmes and catalyze sustainable development opportunities. It aims to generate self sustaining, nationally owned, resilient processes for post crisis recovery. It encompasses the restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of displaced populations.

During and immediately after a crisis, national actors and the international community focus primarily on meeting immediate life-saving needs. Human lives are at risk and quick action is required to minimize damage and restore order. From the very beginning, however, there is a need for more than life-saving measures. The foundations for sustainable recovery and a return to longer-term development should be planned from the outset of a humanitarian emergency. The focus should be on restoring national capacities to provide a secure environment, offer services, restore livelihoods, coordinate activities, prevent the recurrence of crisis, and create conditions for future development.

Early recovery has three broad aims:

1. Augment ongoing emergency assistance operations by building on humanitarian programmes.
2. Support spontaneous recovery initiatives by affected communities.
3. Establish the foundations for longer-term recovery.

When to use this guidance note

In response to calls for greater clarity and guidance on what early recovery means and on how to undertake early recovery activities effectively, the Cluster Working Group on Early Recovery (CWGER) has developed this guidance note with support from country-level colleagues.

This guidance note is designed primarily for UN colleagues and partners working at country level on early recovery in natural disasters and complex emergencies. There are many similarities in the way humanitarian and early recovery actors respond to these types of crises, but there are also distinct and pertinent differences. Each setting is unique, and the impact of a crisis on it, so it is not possible to recommend a uniform approach to early recovery. Moreover, all early recovery activities should conform to national priorities, with national authorities managing the recovery process as soon as they have the capacity to do so. This guidance is not therefore intended to be prescriptive. Nevertheless it is based as far as possible on interagency consensus, best practice and evidence, and its use is strongly recommended. Where no distinction is explicitly made, it may be assumed that the guidance offered here is equally relevant to recovery from conflict and from a natural disaster.

Specifically, the guidance aims to:

1. Help practitioners understand the particular complexities of early recovery environments, and appreciate the diverse range of actors involved in planning and implementing early recovery activities.
2. Establish some basic guiding principles and minimum standards of intervention for early recovery.
3. Provide tools and resources for practitioners working on early recovery across a range of functions.
4. Set the stage for an effective handover to longer-term recovery processes.

Background

A UN review of the global humanitarian system highlighted a number of gaps in humanitarian response (UN 2005). It recommended that the humanitarian coordinator system be strengthened; that a central emergency response fund be set up to provide timely, adequate and flexible funding; and that UN agencies and partners adopt a 'lead organization concept' to cover critical gaps in providing protection and assistance to those affected by conflict or natural disasters. In response to this last recommendation, the UN's Inter-Agency Standing Committee (IASC) established nine 'clusters' in 2005. This consisted of groupings of UN agencies, non-governmental organizations (NGOs) and other international organizations around a sector or service provided during a humanitarian crisis. Each of the nine clusters (Protection, Camp Coordination and Management, Water Sanitation and Hygiene, Health, Emergency Shelter, Nutrition, Emergency Telecommunications, Logistics, and Early Recovery) is led by a designated agency. Two additional clusters, Education and Agriculture, were later added. Other areas such as food and refugees, while considered equally important, did not display gaps in response and so it was not felt necessary to organize them differently. The IASC has produced operational guidance on designating cluster/sector leads in emergencies (Annexes 2 and 3).

The IASC Cluster Working Group on Early Recovery (CWGER) was formed at global level in 2005 and comprises 24 UN and non-UN active global partners from the humanitarian and development communities, with UNDP as the designated cluster lead (Box 1).

Box 1 Active global partners of the IASC Cluster Working Group on Early Recovery

FAO	Food and Agriculture Organization of the United Nations
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization

In addition, though not members of IASC, but acknowledging their role in early recovery, the following organizations were invited to participate in the CWGER:

ActionAid	ActionAid International
ILO	International Labour Organization
ISDR	International Strategy for Disaster Reduction
ProAct Network	Practical Regional Research and Innovation Policy in Action Network
UN-HABITAT	United Nations Human Settlements Programme
UNDGO	United Nations Development Group Office
UNEP	United Nations Environment Programme
UNOSAT	United Nations Institute for Training and Research (UNITAR) Operational Satellite Applications Programme
UNV	United Nations Volunteers
UNESCO	United Nations Education, Scientific and Cultural Organization
Mercy Corps	Mercy Corps
WSPA	World Society for the Protection of Animals

The following agencies are official 'observers' of the CWGER:

InterAction - American Council for Voluntary International Action

Caritas Internationalis

The CWGER and the UN Development Group / Executive Committee for Humanitarian Affairs (UNDG/ECHA) Working Group on Transitions are now working towards a unified approach to post-crisis transition. The approach includes tools for strategic planning, assessment and resource mobilization; and integrated capacity support and technical assistance to resident/humanitarian country coordinators. This guidance note is one element of the transition guidance being developed by the UNDG/ECHA Working Group on Transitions and the IASC Cluster Working Group on Early Recovery (CWGER). Other elements of this guidance are shown in Table 1 (see also UNDG 2004 and 2007, UNDG/World Bank 2005, UNDG/ECHA 2007).

Table 1 Available guidance on transition

Early recovery	Longer-term recovery
• Early Recovery Guidance Note • Framework for Durable Solutions for Internally Displaced Persons	• The UN Country Team Transition Strategy Guidance Note • The Operational Guidance Note on Integrated Recovery Planning using Post-Conflict Needs Assessment and Transitional Results Frameworks • The Inter-Agency Framework for Conflict Analysis • The Transitional Appeal Guidance Note • The Multi-Donor Trust Fund Guidance Note

Photo credit: UN Photo/Tim McKulka

1 Understanding Early Recovery

1.1 Definitions and Objectives

What is early recovery?

The overall focus of the recovery approach, as defined by UNDP, is to restore the capacity of national institutions and communities to recover from a conflict or a natural disaster, enter transition or 'build back better', and avoid relapses. Early recovery is a multidimensional process guided by development principles that begins in a humanitarian setting, and seeks to build on humanitarian programmes and catalyze sustainable development opportunities. It aims to generate and/or reinforce nationally owned processes for post-crisis recovery that are resilient and sustainable. It encompasses the restoration of basic services, livelihoods, transitional shelter, governance, security and rule of law, environment and other socio-economic dimensions, including the reintegration of displaced populations. It strengthens human security and aims to begin addressing the underlying causes of the crisis.

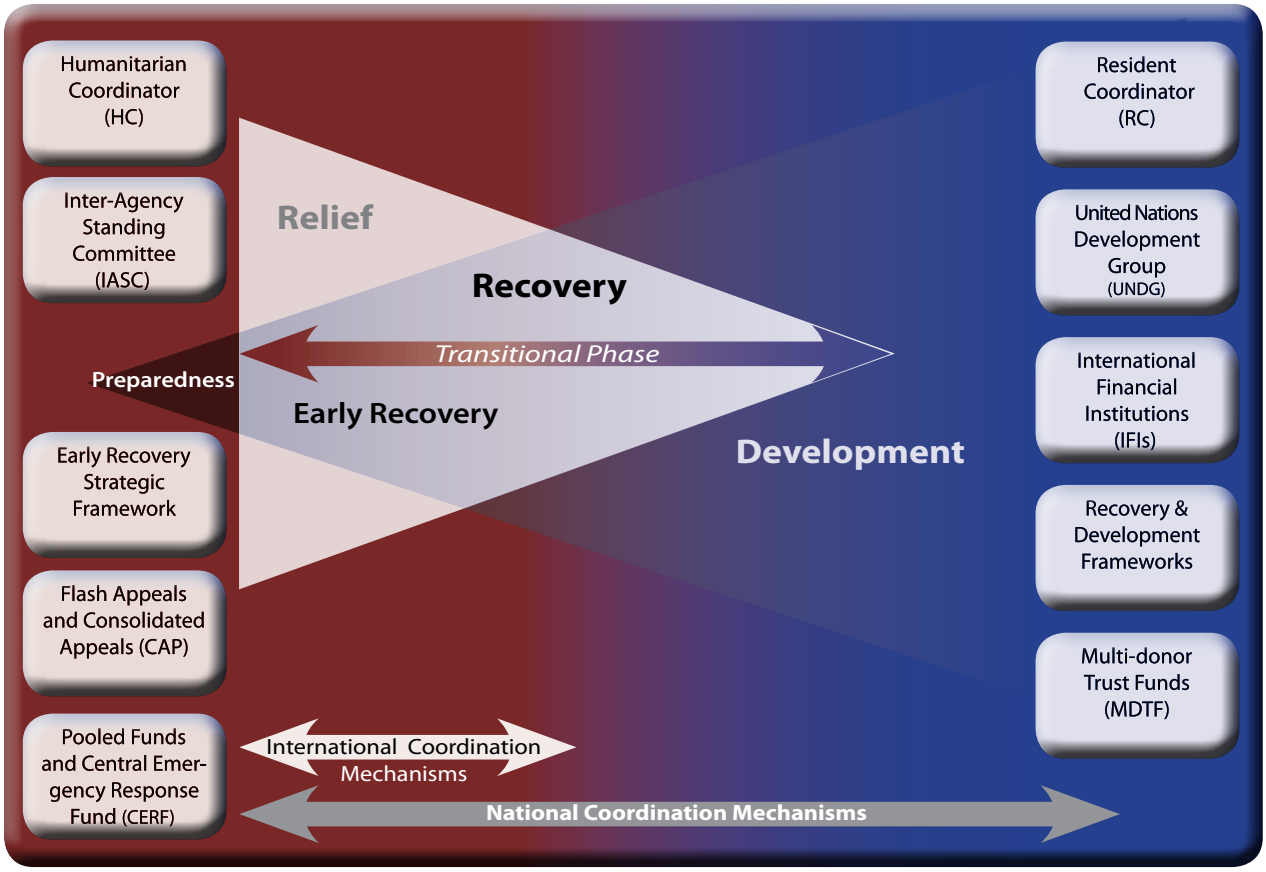
Early recovery and transition

Following a crisis, a country undergoes a process of transformation within the overall time-frame of transition. The term 'transition' as used in this document refers to the period immediately after a disaster or conflict when pre-existing plans and programmes no longer reflect the most pressing priorities. It is applied to many different, often overlapping processes of transformation. Early recovery is the response to this transformation process, starting immediately after the onset of a crisis. The priorities are to produce immediate results for vulnerable populations and to promote opportunities for recovery, a response that evolves over time into longer-term recovery. The aim of the UN system and its partners in transition is to help national authorities to initiate immediate, high-priority crisis resolution and recovery activities, and to then move from a short- or medium-term post-crisis recovery strategy to a longer-term national development framework.

People affected by crises often require life-saving support because their communities, institutions and livelihoods may be weakened or destroyed. Recovery programming throughout the transition works to restore basic social services, infrastructure, livelihood opportunities and governance capacity. To achieve this, the foundation of recovery must be initiated in the humanitarian or emergency phase. Most initial attention will be given to life-saving interventions, but the sooner work on recovery begins, the sooner the affected areas are stabilized, and the shorter and more effective the recovery process is likely to be. As effective early recovery allows regional institutions to progress with providing basic services and assume governance functions such as security, local administration and justice.

While early recovery is guided by development principles, it begins within the time-frame of emergency intervention and must be integrated within humanitarian mechanisms. In practice, this means that early recovery coordination within the UN system falls under the overall responsibility of the Humanitarian Coordinator (or the Resident Coordinator, depending on the context), and early recovery activities should be integrated into humanitarian resource mobilization tools, such as flash appeals and consolidated appeals (CAPs). At the same time, in order to facilitate a smooth transition into longer-term development, early recovery also needs to be situated in the context of development actors and processes. Figure 1 suggests how early recovery can be integrated into relief and development contexts.

Figure 1 Early recovery in the context of transition



The aims of early recovery

Early recovery and humanitarian efforts occur in parallel, but their objectives, mechanisms and expertise are different. Early recovery efforts have three broad aims:

(1) Augment ongoing emergency assistance operations by building on humanitarian programmes, to ensure that their inputs become assets for long-term development and thereby foster the self-reliance of affected populations and help rebuild livelihoods, through e.g.:

- re-establishing and facilitating access to essential services such as health, education, water and sanitation, finances, and primary infrastructure (road repair, transport, communication), and restoring environmental assets;
- ensuring appropriate transitional shelter;
- distributing seeds, tools and other goods and services that help to revive socioeconomic activities among women and men;
- providing temporary wage employment for both women and men (e.g. cash-for-work programmes);
- urgently restoring environments needed to allow for rebuilding of livelihoods;
- restoring basic levels of collective and human security;
- strengthening the rule of law and the capacity of the State to respect, protect and fulfill the rights of the people; and
- introducing risk reduction and conflict prevention to build back better and prevent the reconstruction of risk.

(2) Support spontaneous recovery initiatives by affected communities and change the risk and conflict dynamics, through e.g.:

- supporting national/government capacity to lead early recovery planning and programming, providing support based on local knowledge and practices;
- strengthening the self-help efforts and capacities of the affected population, especially displaced people, to contribute actively to rehabilitation and reconstruction;
- promoting community approaches to restore basic levels of security;
- identifying negative coping mechanisms to ensure that community recovery and rehabilitation activities do not generate discriminatory practices or secondary risks; and
- identifying critical ecosystems (goods and services) that require restoration to support the development of sustainable livelihoods.

(3) Establish the foundations of longer-term recovery, through e.g.:

- early needs assessment, planning and resource mobilization for recovery, taking into account the different needs, resources and vulnerabilities of women and men;
- planning that involves all relevant national and international stakeholders and enables women's organizations to participate fully in all phases of recovery;
- creating strategic alliances between communities and local authorities ensuring the participation and inclusion of vulnerable, marginalized and discriminated groups;
- raising human rights awareness and strengthening the capacities of local communities to claim their rights while building the capacities of the authorities to respond adequately to these claims;
- rebuilding/restoring/reinforcing national and local systems, including identifying personnel and training or retraining them to restore state capacities to direct and manage the development phase;
- reviewing and/or developing essential policy to guide recovery efforts that aims to improve and not replace pre-crisis conditions and vulnerabilities (e.g. through building back better, conflict prevention and risk reduction initiatives, promoting gender equity); and
- identifying and fostering an enabling institutional system with clear roles and responsibilities that facilitates the integration of recovery in the development process.

1.2 Guiding Principles for Early Recovery

Experience of recovery operations suggests that the process should be guided by principles that have been identified as conducive to sustainability and a successful transition. These guiding principles should be adopted throughout the needs assessment, planning, programming, and monitoring and evaluation stages of the early recovery implementation process:

- Ensure **national ownership** of the early recovery process through the fullest possible engagement of national and local authorities in the planning, execution, and monitoring of recovery actions.
- **Promote local and national capacities** by ensuring that external technical assistance complements rather than replaces existing capacities, and is seen by national actors as supportive rather than directive.
- **Use and promote participatory practices** to identify needs, build capacities for empowering communities and create the foundations of a sustained, free, active and meaningful participation throughout all phases of the early recovery process. This lays important groundwork, helps ensure that local initiatives, resources and capacities are fully understood and utilized, and builds capacity for comprehensive post-crisis needs assessment led by national partners in the recovery period.
- **Develop capacities for building constructive and inclusive working relationships** between civil society organizations and government institutions.

- Influence how humanitarian and early recovery assistance is provided to ensure that interventions *Primum non nocere* – **'first, do no harm'** , as well as take account of longer-term development considerations. External assistance is not neutral, but becomes part of the context in which it is delivered, and can unintentionally reinforce actual or latent conflict dynamics. Thinking not only about what interventions plan to achieve, but also on how to achieve such objectives – including the choice of modalities for implementation, the selection of partners and staff, the time line for implementation – can help to ensure that early recovery efforts 'do no harm'. Carrying out an environmental impact assessment (EIA) or health impact assessment (HIA), and understanding the root causes of the crisis, will assist decision makers to ensure that policies, projects and programmes in all areas lead to improved livelihoods and have no detrimental effects on the rights of the population.

- Maximize synergies among different actors through **efficient coordination** of stakeholders in the early recovery process. This can be achieved by sharing information and promoting integration to avoid duplication and gaps, optimizing the resources available for sustainable recovery.

- **Include risk reduction and conflict prevention measures** in the early recovery process by ensuring that key decisions are based on risk assessment. Assessments of hazard, vulnerability, and capacity will inform efforts to reduce risk.

- **Build capacity to strengthen accountability systems** so that the population can hold governments and local authorities to account in the implementation of early recovery plans and programmes as well as find reddress if they have a griveance or a legitimate claim unfulfilled.

- Ground early recovery interventions on a **thorough understanding of the context** in which they take place, including in terms of conflict dynamics that may be unintentionally reinforced by such interventions (see box 6 on using conflict analysis on page 21 of this guidance note).

- Ensure **integration of other cross-cutting issues** such as gender, environment, security, human rights, and HIV/AIDS in assessment, planning, implementation, and monitoring and evaluation through the use of appropriate expertise and tools.

- **Promote equality and develop local capacities to prevent discrimination of any kind** such us race, colour, sex, ethnicity, age, language, religion, political or other opinion, national or social origin, disability, property, birth or other status. Early recovery programmes should identify and address the main patterns of discrimination, inequality and exclusion resulting from or being at the origin of the violent conflict. in identifying these patterns and potential negative impacts, programme decisions should be based to the extent possible on disaggregated data and information.

- **Promote gender equality** by assessing particular needs and vulnerabilities in gender analysis. Women's roles in transition and development are profoundly affected by how far early recovery efforts include them and their needs in assessment, planning and programming.

- Conduct effective **assessments of need and capacity** to determine objectives and priorities for early recovery.

- **Monitor, evaluate and learn** through appropriate participatory techniques and mechanisms that allow timely identification of corrective measures, and capture the experiences and voices of the target population.

- **Build on and/or reorient ongoing development initiatives** to ensure they contribute to building resilience and capacity in affected communities. As a minimum, review ongoing initiatives to ensure they do not contribute to the further accumulation of vulnerability.

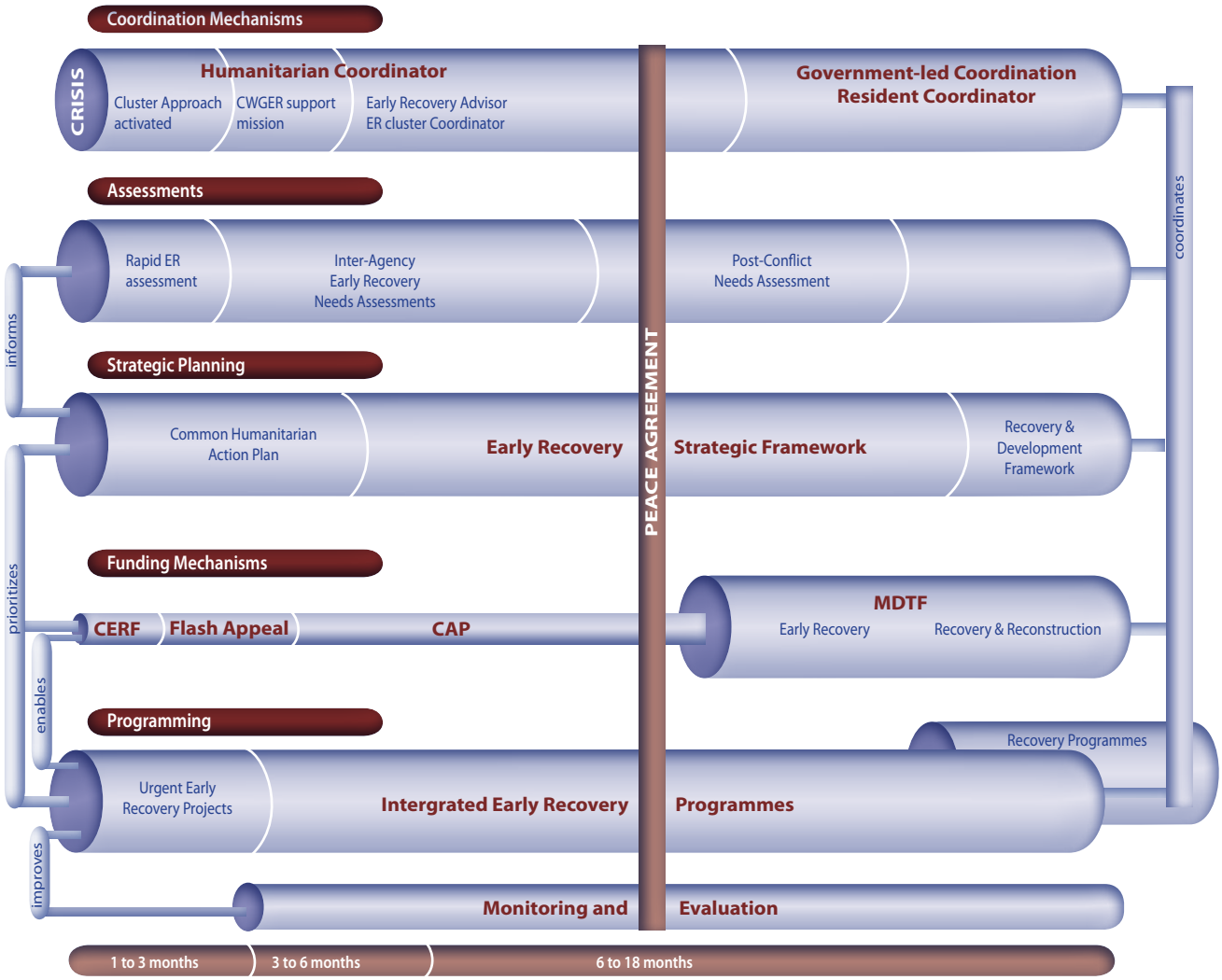
2 Implementing Early Recovery

The challenges of implementing early recovery are numerous. Most stakeholders pay little attention to early recovery in the first stages of an emergency. No procedures exist for immediate planning of early recovery, and agencies may tend to develop ad-hoc, quick impact, highly visible activities. There is little time for updating or conducting comprehensive needs assessments at national and local level, nor for engaging with all relevant stakeholders. Various approaches are used to ensure that data collected on damage and losses informs early recovery planning and the economic impact assessments necessary to secure reconstruction financing, but there is no unifying framework. There are limited or no human or other resources available for early recovery, despite the consensus on its importance. Finally, security restrictions on UN personnel, particularly in conflict situations, often give priority to humanitarian rather than developmental deployments.

Despite these challenges, the guiding principles of early recovery as outlined in part 1.2 should be used to underpin the process of early recovery, from planning through to implementation and follow-up.

This section of the guidance note provides detailed step-by-step guidance on how to approach early recovery through needs assessment; creation of a strategic framework; design and implementation of specific early recovery programmes; monitoring and evaluation; and resource mobilization. Figure 2 below provides a graphic illustration of the early recovery planning and implementation process. The diagram illustrates the planning and implementation process in a post-conflict setting over an eighteen month period. In reality, however, it is much harder to set a firm time line for early recovery, and the period from launch to closure of early recovery processes will always be heavily context specific.

Figure 2 The early recovery planning and implementation process



2.1 Coordinating Early Recovery

Support for early recovery from governments, international agencies, NGOs and others is often a combination of isolated and uncoordinated interventions, leading to a duplication of effort in some areas, a waste of resources in others, a failure to consider risk reduction and conflict prevention, and a failure to put in place the conditions for sustainable longer-term recovery. The challenge is to bring together a broad range of organizations to support national actors in a coordinated and cohesive way. This section sets out key principles to follow when setting up coordination mechanisms for early recovery, and recommends a process for establishing an appropriate early recovery coordination mechanism in the field.

The UN system often has a strong coordination role in the humanitarian assistance phase. In early recovery, however, its role is to support and build government capacity to lead and coordinate, rather than to substitute for that capacity. This is likely to be possible much earlier in the case of a natural disaster than in a conflict. While there are a number of mechanisms to support humanitarian coordination, recovery coordination is strengthened only on a case by case basis through support from UNDGO and UNDP's Bureau for Crisis Prevention and Recovery (BCPR), and occasionally from specialized sectoral agencies. Resident Coordinator offices receive ad hoc donor-supported initiatives but no systematic capacity support during transition. Furthermore, a number of member agencies in the early recovery cluster have no country-level presence, making it difficult for them to engage effectively in cluster activities from the outset.

Support for national coordination

Government structures should lead coordination for early recovery. However the casualties sustained by civil servants and damage to public buildings and infrastructure during crises can reduce the capacity of national and local authorities to assess, plan, and implement early recovery processes. National counterparts should lead coordination for early recovery. Recognizing that crises can substantially weaken and/or overtax individual and institutional capacities to coordinate and engage, every effort should be made to support increasingly strong national engagement in the early recovery process through capacity development at all stages of the planning, implementation, and monitoring processes. This will help to forge and maintain an early link between recovery and later longer-term reconstruction and development, and avoid a duplication of effort.

Experience has shown that where new entities to coordinate relief and recovery were formed, these institutions took time to establish themselves. The creation of new and distinct coordination mechanisms within governments can isolate the task of early recovery from the work of existing government departments, and create unnecessary confusion about responsibility and accountability for early recovery. It is therefore preferable whenever possible to work within existing structures.

Support for local coordination mechanisms

Where transitional institutions exist but state administration does not function locally, recovery programmes can work with local leaders and institutions through an agreed mechanism (e.g. district development committees) to define priorities. The direct result of the programme may be the rehabilitation of a specific infrastructure, and the possible creation of short-term employment to build it. Yet, crucially, the process also provides the space for local administration to build its own capacity in recovery planning and coordination. This local engagement is often critical to post-conflict peace consolidation.

Box 2 Objectives and activities of an early recovery coordination mechanism

The key objective is to ensure coordination and focus on areas where early recovery interventions can help build the basis for longer-term recovery. It is intended to serve the following **purposes**:

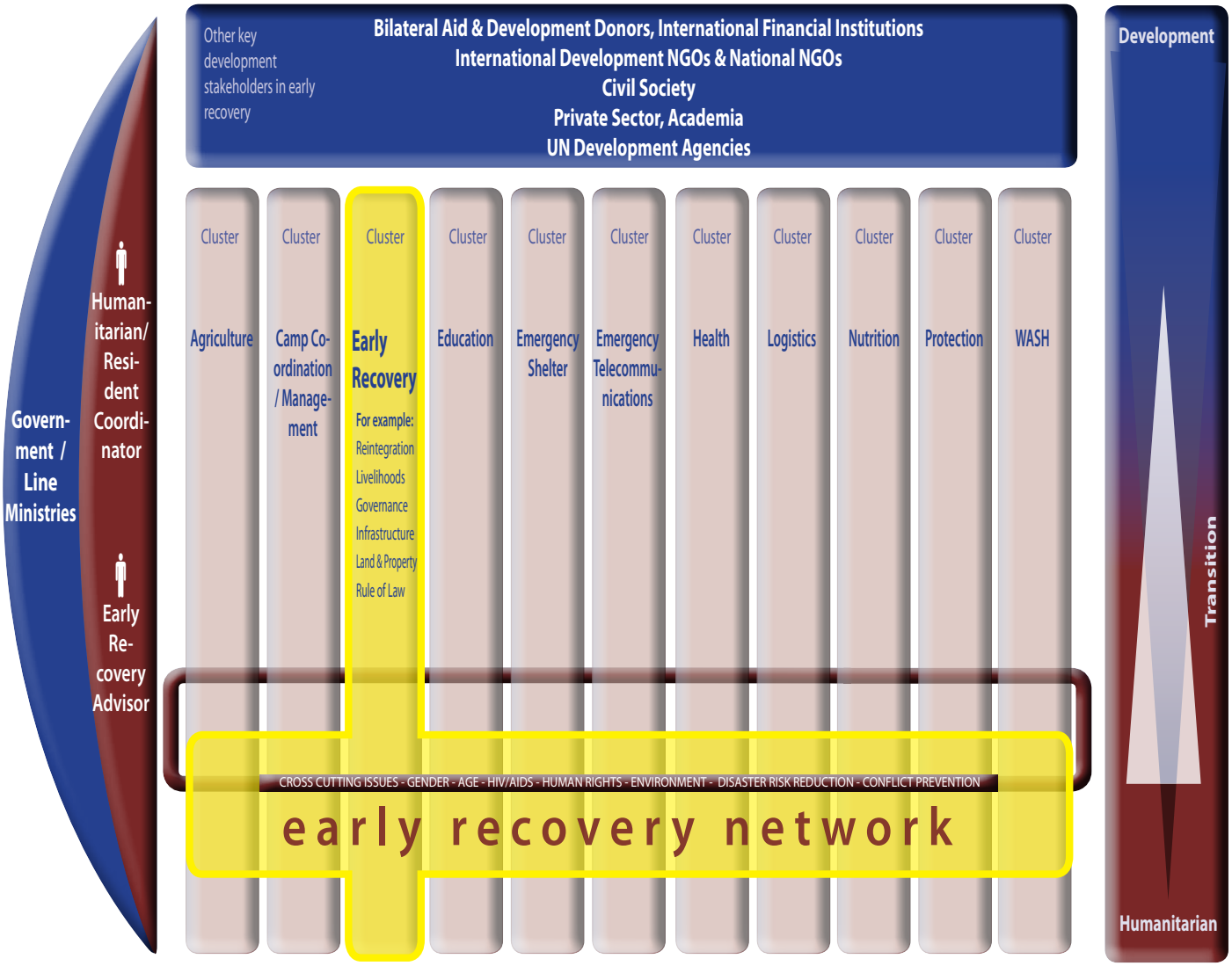
- Strengthen the involvement of national and local institutions;
- Ensure accountability, leadership and clearly defined roles and responsibilities;
- Lead effective early recovery planning on behalf of the IASC Country Team, in close consultation with national counterparts;
- Strengthen the coordination framework and response capacity by mobilizing response in specific areas of activity;
- Fill identified recovery gaps in the humanitarian phase (possibly through the establishment of a designated cluster or network for early recovery); and
- Ensure that humanitarian responses consider recovery issues and do no harm to longer-term recovery opportunities.

To fulfill these aims, the following **practical tasks** should be carried out:

- Assess and analyze sectoral needs, using appropriate methodology;
- Assess local capacities and capacity-building priorities for recovery;
- Design a strategic framework for early recovery, contextualizing the early recovery needs and setting out the key priority focus areas for a comprehensive approach to early recovery;
- Develop an early recovery action plan, detailing the implementation of early recovery interventions;
- Identify capacities of cluster participants and other relevant actors and strengthen them where necessary;
- Ensure appropriate delegation and follow-up on commitments from cluster participants;
- Interact with other cluster leaders to ensure integration of cross-cutting issues;
- Work with the national authorities, the IASC Country Team and donors to mobilize the necessary resources for an adequate and appropriate response to early recovery needs;
- Sustain mechanisms for assessment of cluster performance;
- Derive lessons learned from review of activities, and revise strategies and action plans accordingly; and
- Ensure that hand-over/exit strategies are developed and implemented.

Photo credit: Brennon Jones/IRIN

Figure 3 Early recovery coordination mechanism



International support for early recovery coordination

Early recovery provides a unique opportunity for humanitarian and development actors to work together as early as possible in support of nationally-led recovery efforts. Early recovery coordination can be seen as an interface between the two communities, bridging the gap between humanitarian intervention and longer-term recovery. **Box 2** sets out the objectives and activities of an early recovery coordination mechanism. **Figure 2** provides a diagram of an early recovery coordination mechanism, representing the roles and responsibilities of the main actors involved:

1. First and foremost, early recovery should be owned and led by national actors. As far as possible, depending on the context, **government structures/line ministries** should lead coordination for early recovery.

2. Within the UN system, the **Humanitarian Coordinator/Resident Coordinator (HC/RC)** has the lead responsibility for coordinating the early recovery efforts of international organizations in cooperation with national actors. This responsibility translates into ensuring effective coordination and information-sharing on early recovery amongst the different sectoral groups; avoiding unnecessary duplication and overlap in early recovery; coherent strategic planning for early recovery across all sectors; and

integrating cross-cutting issues such as age, environment, gender, HIV/AIDS and human rights , disaster risk reduction and conflict prevention in early recovery processes. An **Early Recovery Advisor** can be deployed from the CWGER in support of this inter-cluster early recovery function.

3. UNDP, in its role as the lead of the IASC CWGER, may set up and run a **cluster to cover the areas of early recovery not covered by the other clusters**. These early recovery areas will vary from context to context and may include for example, livelihoods, reintegration, land and property, infrastructure, governance, and the rule of law. To avoid confusion over the role of the Early Recovery Network, for mainstreaming of early recovery across all sectors, and the role of the cluster for coordination of the early recovery areas not covered by the other clusters, it is advisable to name the cluster according to the thematic areas that it covers. For example, the cluster in Uganda is named the GIL Cluster, covering the areas of governance, infrastructure and livelihoods.

4. However, early recovery is a multi-dimensional process (as opposed to a sector) and needs to be organized differently from other sector-based groupings. As a common concern it cannot be limited to the work of one cluster. Each of the other IASC Clusters on the ground – such as Health, Protection, Education, etc – needs to systematically plan and implement early recovery interventions within the context of their own specific areas of work. It is recommended, therefore, to establish a **network of early recovery focal points** in each of the other clusters, to work together on the integration, mainstreaming and coordination of early recovery issues.

5. A number of other players, in both the humanitarian and development spheres, also have a key role to play in the collective response and recovery effort. It is the responsibility of the network of early recovery focal points to reach out to these **key development stakeholders in early recovery**, such as the International Financial Institutions, Civil Society Organizations, international and national NGOs, the private sector, the media, etc. – and include them in the planning and implementation of early recovery interventions.

6. This same network of early recovery focal points shares responsibility with the HC/RC ensure that **cross-cutting issues**, such as gender, age, human rights, environment and HIV/AIDS, disaster risk reduction and conflict prevention are taken into account and tackled in a coherent and integrated way throughout the early recovery process.

- An **Early Recovery Advisor** works in support of the HC/RC to provide assistance with early recovery strategic planning and forging inter-cluster linkages on early recovery-related issues.
- Depending on the scale and complexity of the early recovery situation, an **Early Recovery Cluster Coordinator** can also be deployed to support the facilitation of a cluster covering the areas of early recovery not covered by the other clusters.

While the above model of early recovery coordination is recommended, other models are emerging from actual experiences on the ground. **Box 3** provides a list of countries in which early recovery coordination mechanisms have been implemented to date. The CWGER is looking at these examples, to compare

Box 3 Early recovery coordination in action

To date, early recovery coordination mechanisms have been set up in response to the following crises:

	Major new emergencies	Ongoing emergencies (conflicts)
2005:	• Pakistan (earthquake)	• Central African Republic
2006:	• Indonesia (earthquake)	• Chad
	• Lebanon (conflict)	• Colombia
	• Philippines (typhoon)	• Côte d'Ivoire
2007:	• Madagascar (floods)	• Democratic Republic of Congo
	• Mozambique (floods)	• Liberia
	• Pakistan (floods)	• Somalia
	• Bangladesh (cyclone)	• Uganda
2008:	• Kenya (political conflict)	
	• Tajikistan (harsh weather conditions)	

experiences and draw out concrete recommendations that can be applied elsewhere. For assistance in setting up an early recovery coordination mechanism, contact the Coordinator of the CWGER (contact details on page 2) for the latest advice and reference materials.

Transition to recovery, reconstruction and development

It is important to plan early ***when*** and ***how*** early recovery will be shifted from the emergency phase to longer-term recovery, reconstruction and development. The coordination mechanism should define criteria for when and under what circumstances it will close down and hand over to another entity. This should be done as part of the strategic planning when the mechanism is set up, and the group should monitor throughout whether the criteria are being met. The CWGER liaises with UNDGO and OCHA on the policy dimensions of this handover, and they work together to oversee the planning process and handover. The following questions can help inform the criteria for handover:

- Has the coordination mechanism achieved its objectives according to its terms of reference?
- When the coordination mechanism disbands, are there significant issues or activities that still require attention?
- Is there sufficient capacity in the RC's office to ensure a coordinated approach to recovery when the early recovery coordination mechanism disbands? Is there a continued need for early recovery coordination through the cluster approach?
- Is there an appropriate national authority to which the coordination role can be transferred? What is its capacity to undertake this, and what support do national authorities need in the handover phase, e.g. on cross-cutting issues?

Box 4 Experience from the field: phasing out of relief coordination in Pakistan

Following the immediate relief effort after the earthquake in Pakistan in 2005, the Pakistan government set a date of 31 March 2006 as 'the end of relief' and the beginning of a shift into recovery and development. This was later seen as a useful way of helping to switch mind sets from short-term to longer-term thinking. In terms of coordination, whilst there was continued coordination of residual relief to displaced populations, the focus for overall coordination of planning and implementation was shifted to a 'Transition Relief Cell', with a focus on coordinating early recovery, longer-term recovery and development.

2.2 Needs Assessment

During and after a crisis, strategic and operational decision-makers need reliable information to help them set priorities, identify gaps, and plan early recovery responses, as well as to analyze impact, mobilize resources and engage in advocacy. The requirement of different actors for information often results in the development of sectoral approaches to needs assessment and information management. While this is necessary for planning in each sector, compatible and comprehensive sets of data are also essential for system-wide planning.

There are major challenges associated with carrying out early recovery needs assessments. During or following conflicts and disasters, information may be neither available nor accessible. National databases may have never existed or ceased to function; census data may be outdated or lost; and the capacity of relevant state institutions may be weakened. Existing data may be unreliable and politically sensitive. Lack of security and problems with transport and communications may also constrain access to primary data. Needs assessments usually require time as well as additional human and financial resources, but in emergencies, measures to ensure the compatibility and comprehensiveness of information across sectors can be overlooked, and the quality of sectoral information may also suffer.

Various existing tools can be used or adapted for early recovery needs assessment:

- Needs Analysis Framework (IASC 2005)
- The Post-Conflict Needs Assessment (PCNA)(UNDG/World Bank 2004; 2007)

- Local level needs assessments (see annex 6 for a summary of existing guidance and tools provided by the CWGER on local level needs assessment methodologies that are considered suitable for use in early recovery contexts)
- The Protection Cluster, in collaboration with the CWGER, has developed a framework for assessing existing protection capacities and identifying protection gaps, 'Protection of Conflict-Induced IDPs: Assessment for Action'
- The inter-agency Action 2 programme has developed a Common Learning Package on a Human Rights-Based Approach to UN Common Programming, which includes a conceptual and methodological framework for a rights-based analysis of national development challenges
- UNEP's 'Environmental Needs Assessment in Post-Crisis Situations – a Practical Guide for Implementation.

Forthcoming needs assessment tools that are currently being designed or adapted for use in early recovery settings include:

- A framework for post-disaster needs assessment (PDNA) (see box 5)
- A post-conflict early recovery rapid needs assessment, which builds on PCNA principles but is shorter, more action-oriented, and focuses on the local level, thereby making it more readily applicable in post-conflict early recovery settings
- In addition, a stand-alone tool for gender mainstreaming within the post-crisis needs assessment process has been drafted and is in the process of being finalized
- A Livelihoods Assessment Toolkit by ILO and FAO, which includes a Livelihoods Baseline, Initial Livelihoods Impact Appraisal and a Livelihoods Assessment.

There is currently no predictable surge capacity to support country teams to assess needs (tools, or human and financial resources). The CWGER and the UNDG/ECHA Working Group on Transitions, which are working to develop surge capacity to meet demand from country teams for timely technical support, aim to address this challenge.

Box 5 Post-Disaster Needs Assessment (PDNA)

The PDNA project aims to increase national capacity to lead efforts to determine recovery requirements and priorities from early to full recovery and to link these to longer term disaster risk reduction and development objectives. It furthermore aims to improve coordination and capacity amongst the United Nations, the World Bank, the European Commission and other interested recovery stakeholders to support country-level recovery needs assessment, planning and implementation.

While a first phase of the project focused on assessment methodology, the lens has shifted to a focus on assessment outputs and the need to align these outputs with a nationally-owned recovery plan. The PDNA addresses the process of coordinating and aligning recovery-oriented needs assessments with a recovery results framework and the 'how-to' of connecting the framework with the actual implementation or recovery in affected communities.

The anticipated outputs of the project include: agreement on protocols of cooperation between the United Nations, the World Bank and the European Commission in support of nationally owned processes to determine recovery requirements and applying the recovery results framework in post-disaster settings, as well as developing a foundation for the framework in pre-disaster settings; a practical guide to multi-stakeholder needs assessment and the recovery results framework with information management tools to support its application; and, application and field-testing of the guide in selected high-risk countries by key national and international recovery stakeholders in preparedness for and in response to disasters.

In addition, a needs assessment for recovery and gender equality guide is currently being developed. It is intended to help practitioners promote gender equality in countries recovering from crisis through facilitation of a post-crisis, gender-aware and context specific roadmap for operational planning across sectors.

Guidance

The minimum standard of an early recovery assessment is to provide information to help develop both a strategic plan and policies for early recovery, as well as a portfolio of integrated projects to be implemented in this period.

The specific objectives of an early recovery assessment are to identify:

- available baseline information from before the crisis that can be used to identify early recovery information gaps, and can inform judgements about pre-existing standards in the crisis setting;
- the impact of a crisis on the affected population, the most urgent needs, and entry points to address the needs;
- existing local capacities and capacity-building priorities[1];
- who is doing what where i.e. a mapping of activities by different agencies;
- ongoing development initiatives that can be built on or reoriented to contribute to early recovery;
- underlying causes that generated or exacerbated the crisis (by including assessments of risk and/or conflict analysis – see box 6 on using conflict analysis);
- the human rights claims related to the main humanitarian needs and development challenges as well as the corresponding obligations of duty-bearers – State and non-State actors- and their capacity gaps;
- negative coping mechanisms resulting from a crisis that may perpetuate its detrimental effects or create new risks, and spontaneous initiatives that may be strengthened to rebuild livelihoods and improve security;
- an understanding of specific vulnerabilities related to gender, and the capacities of women and girls to engage in recovery;
- reliable baseline data disaggregated by sex, age, ethnicity, rural and urban, disability, etc. to feed into a comprehensive monitoring and evaluation system;
- potential secondary threats; and
- initial indications of what fundamental early recovery activities need to be undertaken now in different sectoral areas so that recovery planning and implementation can begin.

Important guidance and tools for recovery and early recovery assessment are listed in Annex 1. The following steps are recommended, based on the principles of early recovery and lessons learned from previous assessments:

Step 1: Mobilizing support and resources

Support for the needs assessment process should be generated at the highest level by the RC/HC. There is initially strong pressure for rapid, essential life-saving interventions. Country decision-makers should also be committed to early recovery needs assessment, and support the exercise with the time, resources (human and financial), and access needed.

Step 2: Coordination and oversight mechanism

A coordinated approach minimizes overlaps with and between ongoing or planned sectoral needs assessments, and maximizes opportunities for sharing information and streamlining fieldwork, research, and reporting. As cluster lead for early recovery, UNDP is typically responsible for overall coordination and oversight of an early recovery assessment. This involves assuring national ownership of the exercise, ensuring that the process and content adhere to the early recovery principles, clarifying the methodology to be used, overseeing links and overlaps with other ongoing assessments, providing technical contributions as a participating agency, and providing support and resources in-country and from the CWGER as necessary.

The assessment process should be a consultative process. The RC/HC (supported as necessary by an Early Recovery Advisor or equivalent) has an important role to play in assuring buy-in and ownership among a range of actors. Most crucially, this includes participation of national counterparts and other key decision-makers, including IASC cluster leads and key technical advisors, the NGO and CSO community, and donor representatives. Some assessments may also involve the participation of other partners, such as the World Bank and the EC.

1 UNDP defines capacity as 'the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner.' A capacity assessment is an analysis of current capacities against desired future capacities, which generates an understanding of capacity assets and needs (UNDP 2006).

Box 6 Using conflict analysis for early recovery planning

Conflict analysis is the systematic study of the causes, actors, and dynamics of conflict. It helps development and humanitarian actors gain a better understanding of the context in which they operate and their role in that context, so that their interventions do not unintentionally reinforce conflict dynamics and, to the extent possible, address causes of conflict and reinforce capacities for peace.

Multiple tools and approaches for conflict analysis have been developed by international agencies. While these tools may differ in terms of focus, target audience, or process, most of them are built around similar elements. Tools can also be adapted, and possibly combined, to respond to specific needs and enhance effectiveness. Conflict analysis is integrated in a number of needs assessment tools that are used by the UN and other actors in post-crisis environments. For instance, the Post-Conflict Needs Assessment (PCNA) framework includes conflict analysis as an integral part of needs assessment.

The **Inter-agency Framework for Conflict Analysis in Transition Situations** was developed in 2004 by the UNDG/ECHA Working Group on Transition. It provides a common analytical framework for understanding the underlying causes and consequences of violent conflict, as well as the dynamics supporting or undermining peace efforts in a transition situation.

Like many conflict analyses, the Inter-Agency Framework is articulated in three key stages:

1. **Analysis of the conflict.** This stage seeks to arrive at *a common understanding of the causes and consequences of violent conflict*. It looks at conflict factors (both proximate and structural); conflict actors; and capacities for peace. It also assesses the relative importance of the various issues, and the way in which they interact with each other, to identify a set of dynamics that are core to the conflict.
2. **Analysis of ongoing responses.** This stage focuses on the assessment of ongoing responses from a wide range of actors, including the UN, in terms of their impact on the conflict dynamics identified in the previous stage.
3. **Strategic and programmatic conclusions for transition planning.** On the basis of the conflict analysis and the assessment of ongoing responses, the objective of this stage is to draw shared strategic and programmatic recommendations for the development of UN transition strategy and programming.

The Inter-Agency Framework, like all conflict analysis tools, can provide overall guidance, but is not a 'one-size-fits-all' approach. Rather, it should be flexibly tailored to the specificities of each different context.

In early recovery contexts, there is often a perception that 'there is no time' to do a conflict analysis. However, interventions that are not informed by an understanding of the context may end up harming the very people that these activities are trying to help. For this reason, it is important that agencies incorporate conflict analysis as an integral part of their regular programming, and, that, as a minimum, in an early recovery context, that a 'quick' conflict analysis is undertaken to inform its interventions.

The aim of the first consultation is to:

1. define the scope, level and expected outputs of the assessment;
2. identify country capacity for participating in the assessment, and identify gaps and requirements for support;
3. secure agreement on roles, responsibilities and the implementation mechanism for assessment, including obtaining additional resources such as global-level CWGER support or consultancies.

Step 3: Choosing the method

The appointed assessment lead or coordinator is responsible for defining the inter-agency terms of reference for the assessment, covering both the objectives ('what') and methodology ('how') of the assessment. This should be done through a technical consultation involving relevant sector/cluster members and technical focal points and advisors in national institutions. A template for the gathering and presentation of assessment results across all sectors will help to ensure early agreement and consistency across sectors.

When setting the objectives, it is important to ask what depth of information is needed from the assessment; what indicators describe the baseline situation; and what national standards exist for relevant sectors such as social services, protection, and production standards.

Key considerations for choosing the assessment method include:

1. the quality and type of information already available (existing secondary sources), and what fresh primary data remains to be collected;
2. the context (access conditions, seasonal timing, security);
3. the capacity (existence of databases, size and technical profile of the assessment team, ability to analyse quantitative and qualitative data).

These factors will influence not only the quality, but also how data will be reported; whether in numbers, percentages, qualitative reports and so on.

Step 4: Participation

Composition of the assessment team will generally be determined by the early recovery information needs across sectors as well as the context and capacity of the various agencies and partners to participate. It is important to remember that team composition, in different contexts, may have an impact on the methodology of the needs assessment and thereafter on the quality and comprehensiveness of the information gathered. For example, it is important to ensure substantive involvement of affected women, men, boys and girls in the articulation of early recovery needs and priorities. In certain settings, it may be difficult for an all-male assessment team to meet with women and girls during a participatory consultation process; and vice-versa for all-female team to consult affected men and boys in face-to-face meetings. A mixed-gender assessment team can address this limitation.

Local actors should, to the greatest extent possible, lead the needs assessment process. The local community is an asset and should be part of the solution. Communities should be involved through, for example, focus group discussions, community meetings, guided walkabout observations, and in-depth interviews at the household and individual level. A combination of these methodologies is recommended to allow for cross-checking and validation of assessment findings. Local authorities and institutions, and civil society organizations including women's organizations and marginalized minority groups such as people with sensory or physical disability, should be invited to contribute and share their information. Community participation strategies are required where the community can set the agenda and raise issues that are of concern to them. This will also help in obtaining support for the project as well as retaining the communities interest in them.

Step 5: Carrying out the needs assessment

The following factors, overseen by an effective needs assessment coordinator/lead, will help contribute to a successful needs assessment:

a) maintaining harmony amongst actors – facilitating inter-agency coordination within the assessment team, in-country, and in the context of the CWGER, liaising with the authorities, and troubleshooting;

b) safeguarding the integrity of the assessment framework, by observing agreed protocols and using clear and direct methodology; and

c) pre-allocating resources for document and information management capacities.

Step 6: Making sense of the findings

Once the information from the needs assessment has been gathered, the data must be carefully synthesized and analysed. A process of cross-checking and validation should take place. Presenting the findings to an assessment oversight committee, ideally made up of national and local level actors, multi-sectoral stakeholders, and providing an opportunity for feedback, will help to validate conclusions. These can be further cross-checked and validated against parallel cluster/sector-specific assessments, ideally through an early recovery network.

Step 7: Translating findings into action

Gaps in early recovery (between baselines/benchmarks and the realities on the ground), that have been identified through the needs assessment process, should now be translated into recommendations and targets within an early recovery strategic framework. See Part 2.3 for guidance on developing early recovery strategic frameworks and action plans.

Box 7 Experience from the field: needs assessment in Bangladesh

On 15 November 2007, super cyclone Sidr struck coastal and central areas of Bangladesh. Approximately 3,400 people died as a result of the cyclone, more than 50,000 people were injured, and around nine million people were affected. A total of approximately 1.5 million homes were destroyed or badly damaged by the cyclone.

In the immediate aftermath of the cyclone, the Early Recovery Cluster Coordination Group, under the joint leadership of the Government and UNDP, conducted an early recovery needs assessment. The needs assessment focused on the key areas of early recovery not covered by other clusters i.e. governance, community/micro infrastructure, risk reduction aspects of recovery, livelihood, and cross-cutting issues. More than 120 experts from Government, UN and NGOs gathered data in six most affected districts at local governments, community, and household level. As a starting point, baseline data from pre-cyclone Sidr was extrapolated from the Bangladesh Bureau of Statistics. Additional qualitative data was then gathered through a combination of:

- Focused group discussions and interviews;
- Local government meetings and interviews;
- Community group meetings;
- Guided walkabout observations based on a pre-prepared checklist; and
- Household survey interviews and face-to-face administration of pre-prepared survey forms.

The data was then analysed and translated into clear recommendations for early recovery interventions. Shortly afterwards, the findings of the assessment were presented at a national workshop on early recovery. Workshop participants cross-checked the findings with the results of other cluster/agency thematic assessments - including environment, food security, agriculture, livelihood and transitional shelter. The Early Recovery Cluster Coordination Group, together with the other clusters, then worked with the Government of Bangladesh to put together a comprehensive National Early Recovery Implementation Plan, translating the needs assessment recommendations into a set of clear project proposals to be delivered within a 12 month period.

2.3 Strategic Planning

Having determined the early recovery needs and priorities through a comprehensive needs assessment process, a strategic framework for early recovery can then be formulated. This framework should be adapted to the scope and particularities of the country's needs and requirements, and will map out gaps, objectives, response strategies, activities, and actors.

In very simple terms, the strategic framework represents ***what*** to do and ***how*** to do it. A sound strategic framework should:

- set out a straightforward and actionable early recovery response to a crisis;
- explain to others who will do what and how actors will work together to achieve an overall early recovery objective;
- serve as a vehicle for advocacy, decision-making, and for securing support from donors and national authorities;
- assist with benchmarking and performance monitoring of early recovery interventions; and
- stimulate change and policy development to build back better.

Major crises can have a negative effect on the capacity of national and local authorities. The loss of civil servants' lives, and damage to and inaccessibility of public buildings and infrastructure, reduces a government's ability to assess, plan, and implement early recovery interventions in a proactive and timely manner. This may delay the start of the recovery process. Nevertheless, early recovery planning should be driven by or at the very least engage national and local partners as well as institutions representing all segments of the population.

The IASC Country Team should agree on the principles and operational framework of an integrated approach to early recovery. These must be established as early as possible to facilitate coherent action in political and operational spheres. Failure to do so makes the task of achieving future coherence more difficult, and requires subsequent modification of any parallel, rather than joint, processes and practices established by individual partners.

Guidance

The early recovery strategic framework is formulated following a participatory assessment, involving all relevant stakeholders. Early recovery involves a broad mix of actors and partnerships including government and national authorities (who may need to be strengthened to take the lead at the earliest stages); humanitarian actors and NGOs; development agencies; international financial institutions; donors; and mandated UN peacekeeping operations. Planning must also anticipate a progressively larger role for government, in a post-conflict situation in particular, international financial institutions, and a correspondingly diminished role for the UN and NGOs. Nonetheless, the continuous presence of some of the UN operational agencies and NGOs with combined humanitarian and development strengths and mandates is critical before, during and after the crisis.

If not already involved as part of a joint needs assessment exercise, the World Bank should be engaged immediately as a strategic partner in joint discussions on the way forward. The international financial institutions play a major role in recovery and are a vital partner for the UN in promoting successful transition. Common understanding of the relative and mutually reinforcing strengths of UN-IFI collaboration is growing. They should be kept informed of the UN's early recovery activities, especially where they have had a prior local presence.

The planning process

Planning must give early priority, where needed, to increasing government capacity for aid coordination, policy-making and programme delivery. This may involve deployment of experts to work in government ministries, and identifying which coordination functions performed by the UN can be transferred to government/national authorities as part of the national ownership and capacity-building process. These functions may continue to be financed, staffed and advised by the UN for an interim period.

The strategic planning exercise should address the 'tyranny of rush', whereby societies affected by a major crisis tend to seek rapid and visible solutions to restore normality, often at the cost of more sustainable and durable solutions that address the causes of the crisis. This rush can work against opportunities for change, risk reduction/conflict prevention, and sustainable development. Effective sequencing of activities is an important success factor in countries where institutional capacities are low and priorities are numerous and competing.

Planning must be strategic, field-driven and guided by a common understanding and analysis of the underlying causes of the crisis. It should build on the accumulated experiences of humanitarian actors, identify the results expected under different contingencies, establish mechanisms to determine progress, and be flexible enough to enable a quick response to changing situations. Cross-cutting issues such as gender, human rights, environment, HIV/AIDS, disaster risk reduction and conflict prevention should be part of early recovery assessment and planning and allocated sufficient resources and capacities during the implementation phase.

Planning the UN's response in recovery contexts should ideally be linked to national development plans and budgets or to their preparation. Planning must give priority to supporting the development of government capacity for aid coordination, policy-making and programme delivery. Early recovery activities and strategies do not have formal status and need to be agreed only by the participating UN and NGO partners, but a high degree of government ownership is necessary to ensure legitimacy and political commitment. The Early Recovery Advisor (or equivalent) should maintain regular dialogue with the relevant ministries throughout the planning phase and, if possible, conduct joint assessments or planning workshops.

Developing an early recovery framework

A framework should not be confused with a programme plan. The former is a short summary document, whereas the latter is a more substantive and detailed piece of work. The strategic framework provides the foundation and framework for the IASC Country Team programme response. Hence, the strategic framework should focus on setting out the following:

- an analytical summary of findings from the needs assessment process that is as fully participatory as can be arranged within time constraints;
- the context (background, socio-economic setting, political systems, geographical implications) that may influence or impact upon the early recovery response, both positively and negatively;

- overall response to date (not programme detail) informed by comparative advantages of actors (skills, mandates and resources);
- identification of the early recovery gaps (funding, access/outreach, human resources and logistical support);
- an outline of the sequencing of priorities and demarcation of responsibilities linked to those priorities – this should include the integration and interdependency of responses by different actors (what can be done at the same time and what needs to wait until certain conditions are in place);
- coordination mechanisms for early recovery, and how they will help to facilitate the planning and implementation of early recovery initiatives;
- general (overarching for the UN system as a whole) and particular (related to sector and agency mandates) results within the framework (the goals and objectives);
- links with development goals and processes. Anchoring an early recovery strategy to UN objectives, such as the Millennium Development Goals (MDGs) and human rights norms, or to longer-term national recovery and development plans, helps to focus on the causes of a crisis rather than the symptoms, and sets common and recognizable benchmarks for the programme design phase;
- a description of how the early recovery strategy adheres to the guiding principles for early recovery as set out in section 1.2 of this document;
- links with international human rights mechanisms. The UNCT should systematically refer to country specific observations and recommendations of UN Treaty bodies and UN Special Procedures. In cases of serious human rights violations, the Human Rights Council can appoint Special Rapporteurs with a specific country mandate; and
- finally, in the case where the Security Council has deployed a UN mission to the post-crisis country, the UNCT is bound directly within its strategic planning focus to the UN Security Council Resolution underpinning the particular UN mission mandate – and therefore needs to be referred to in the strategic framework.

Box 8 Experience from the field: developing an early recovery strategic framework for Uganda

An inter-agency CWGER team visited Uganda to work with the IASC Country Team to help develop a Strategic Framework for Early Recovery in conflict affected areas of the country. The Strategic Framework draws together all ongoing and planned early recovery activities from September 2007 to December 2008. As such, it overlaps considerably with the CAP for Uganda, and relates closely to the government-led Peace, Recovery and Development Plan (PRDP).

In the context of Uganda, the strategic framework for early recovery addresses a change of focus from saving lives to restoring livelihoods, thereby effectively preventing the recurrence of conflict and harnessing conditions for human development. Under an overall objective to *'restore and strengthen the capacities of communities and authorities for sustained reintegration, development and peace'*, the strategic framework outlines a straightforward approach to early recovery divided into seven programmatic categories:

1. promoting access to education;
2. promoting access to health, nutrition and HIV/AIDS services;
3. rehabilitating infrastructure and housing;
4. promoting access to safe drinking water and sanitation;
5. improving protection, human rights and rule of law;
6. revitalizing and diversifying livelihoods; and
7. rnabling good governance.

Each category within the framework includes a description of emerging early recovery needs in that area, a specific thematic objective, a list of priority activities, and a full list of contributing partners. Finally, the strategic framework outlines the early recovery coordination mechanism that will facilitate the planning and implementation of early recovery initiatives.

The IASC Country Team should present the initial strategic plan/framework to key partners (government and donors – noting that broader national participation took place in the assessment process – e.g. direct access to the populations affected) to discuss the proposed IASC Country Team response. This initial discussion with partners on the early recovery strategic framework, linked to the government's overall priority plan, is important to a) manage expectations; and b) ensure accountability for agreed objectives shared by all stakeholders (State and non-State actors).

The timing of the move from the early recovery strategy to a transition recovery strategy is determined by country specific circumstances. Suggestions of when, how, and under what conditions to move to longer-term recovery, may be included in the early recovery strategy. Detailed guidance on transition strategies has recently been produced (UNDG/ECHA 2007).

Developing an early recovery action plan

While an Early Recovery Strategic Framework sets out the overall approach to early recovery, explaining the context, needs and general priorities, an Early Recovery Action Plan maps out the implementation of early recovery proposing a series of inter-linked early recovery programmes. An Early Recovery Action Plan should be formulated in collaboration with the government to implement the early recovery strategy. Overall coherence is the aim, as the plan may subsume sectoral plans that have emerged from different needs assessments. It should enable the IASC Country Team to work as one, focusing on a few things that must be done rather than on agency mandates. It should present the early recovery objectives and strategic results clearly and systematically. These should be costed, phased and prioritized, identifying the agency or unit responsible for implementation, and providing targets or monitoring indicators for follow-up.

Box 9 Experience from the field: rural reconstruction in the Philippines

After a series of devastating typhoons in late 2006, the government of the Philippines requested FAO support to assess needs and prepare a rehabilitation plan, using a livelihoods approach. A multidisciplinary team of 15 professionals was assembled, comprising national specialists and government staff and led by an FAO specialist. The team used rapid livelihoods assessment guidelines for sudden-onset crises (FAO and ILO 2007) to develop municipal and community livelihood impact profiles and related rehabilitation plans.

By using a livelihoods approach the team was able to go beyond looking at damage and losses to develop a comprehensive picture of the typhoons' impact on how people made a living – their assets, coping strategies and activities, and the influence of institutions and prospects for meaningful recovery. The method provided a firm basis for a comprehensive rehabilitation plan, comprising a description of main proposed interventions, the identification of priorities for implementation at municipal level, a forecast of expected beneficiaries (types and numbers), and estimated costs.

2.4 Programming

Programming covers a wide range of sectors and potential interventions. This section highlights some key principles and provides generic guidance.

Early recovery programmes require a sustained staff presence in the geographic area of implementation to design, run and monitor programmes, and are best not implemented from a distance. However, security constraints, limited access (for security or logistical reasons) and the absence of state authority in some situations may hinder access and prevent staff from working alongside stakeholders and programme beneficiaries. Programming procedures, particularly those of agencies more used to operating in development circumstances, may be slow and cumbersome in early recovery situations. This can affect the timely sourcing and hiring of appropriate expertise, procurement, and disbursement of programme funds.

Tight time scales and the pressure to spend money quickly on highly visible initiatives may inhibit efforts to plan, design and implement programmes in a participatory way. Resolving difficult issues and negotiating with communities and authorities so that programmes may facilitate social development and community empowerment requires time, effort, and specific skills.

Guidance

Typically, early recovery programmes start in the emergency phase, are the key element in the stabilization/consolidation phase (in post-conflict settings), and wind down as national institutions direct and guide recovery and development programming.

Programme characteristics

An early recovery programme should display some or all of the following features:

- It builds on emergency assistance programmes to ensure that their inputs become assets for longer-term recovery and development.
- It addresses the underlying causes of the crisis.
- It builds the necessary foundation required for managing the recovery effort, for example, by rapid restoration of lost capacity at the local government level in the crisis affected area.
- It strengthens existing capacities of local authorities to manage/coordinate crises, for example, through training programmes on local governance responsibilities.
- It strengthens state capacities to respect, protect and fulfil the rights of the people and promotes legal, institutional, and policy changes that can have a quick impact on the performance of local authorities and communities – by filling resource, authority and responsibility gaps, for example.
- It strengthens the immediate or basic capacities of communities to cope with the crisis, for example, through training of affected populations on construction techniques that would allow them to reduce the risk of further loss from disasters.
- It focuses on activities that prepare for the return of displaced communities, for example, repair of minor infrastructure such as small feeder roads and bridges to permit access to markets and access to abandoned housing or farming plots abandoned as a result of the crisis.
- It focuses on providing services for returning communities, such as water and sanitation, education, health, etc.
- It supports local initiatives to revive livelihoods, through for example agricultural restoration.
- It provides security, for example through mine action interventions, and confidence building for communities, such as policy dialogue with police, civil authorities, etc.
- It pays attention to sustainability and equality, and includes communities in shaping and implementing activities.
- It mainstreams peace-building and reconciliation activities, through for example, facilitation of dialogue among communities and reintegrating populations.
- It links into local-level early recovery coordination mechanisms, which are supported by a strong inter-agency coordination mechanism for agencies supporting service provision at the local level, with a clear allocation of roles and responsibilities.
- It utilizes inter-cluster coordination and interdependence of elements according to the partners' mandates.

Box 10 Experience from the field: early recovery programming in Sudan

During the crisis in Darfur, Sudan, UNDP established an early recovery programme in the rule of law sector, based on development principles such as empowerment, capacity-building, inclusion and participation, combined with a strong protection element. The programme was initiated with extensive awareness-raising and confidence-building among communities and local authorities, and gradually moved towards capacity-building. To this end, it empowered IDPs in paralegal schemes; supported local lawyers to build up legal aid services; and trained the judiciary to recognize and address sexual/gender-based violence while also offering legal information services. The approach began to yield results late in the second year of conflict, when victims were increasingly being acquitted from 'adultery' charges and perpetrators were faced with convictions. Although the needs far exceed the capacities, and the depth of the conflict goes beyond UN programming, the programme raised awareness and addressed individual cases through the existing judiciary system. In doing so, small but significant steps were made to respond to immediate needs while also laying the foundation for full-fledged recovery – when peace comes.

Cross-cutting issues

These are areas of concern that for institutional or societal reasons need to be tackled across sectors in a coherent and integrated way. Key cross-cutting issues to be considered during the design and implementation of programmes include gender equality, HIV/AIDS, environment, camp management and coordination, human rights, disaster risk reduction, conflict sensitivity, and the rule of law and security. There are a number of reasons why it is important to consider cross-cutting issues in this way:

1. Early recovery situations are often multidimensional, complex, and involve a range of specialized actors. Effectively addressing cross-cutting issues helps to forge links with other programmes and with the work of other agencies.
2. Early recovery should focus on promoting and strengthening equity and equality for all, and should avoid (further) marginalization of certain groups or creation of new sources of risk. Identifying and incorporating cross-cutting issues right from the start helps to ensure they are given the required consideration during the planning and execution of recovery activities.
3. Early recovery provides a unique opportunity to shape the agenda of the subsequent development phase. Effectively addressing cross-cutting issues from the start, such as integrating gender equality concerns in all early recovery programmes and activities, will result in beneficial interventions.
4. Early recovery provides the opportunity to redress inequalities in opportunities and provision of services that may have existed before the crisis.

Much useful material exists on how to tackle these cross-cutting issues. Some key sources are listed in annex 1; and annex 5 provides a list of key issues related to an analysis of environmental and natural resource issues.

Box 11 Human rights as an early recovery cross-cutting issue

Human Rights lay at the heat of the UN Charter as one of the main purposes and principles of the organization. The UN reform process has made it clear that human rights cut across all sectors and areas of work that the UN does. Even in the context of humanitarian crises and fragile states, the set of universal values, principles and legally binding standards enshrined in international human rights treaties and norms, apply to every person, everywhere and in any situation.[1] Despite the legitimate claims of rights-holders, quite often in an early recovery context government structures and national and local institutions, as main duty-bearers, are often affected by the conflict and their capacities can be limited. A human rights-based approach to early recovery programming should restore the capacity of national institutions and communities so that the people can progressively enjoy all of their rights.

Pending a deeper discussion on how to operationalize human rights in humanitarian action and early recovery programmes, ***The UN Statement of Common Understanding*** on Human Rights based Approach to Development Programming adopted by UNDG in May 2003 can provide guidance in that regard. The statement is a three-page document summarized in three key guiding reference points:

- all programmes of development co-operation, policies and technical assistance should **further the realization of human rights** as laid down in the *Universal Declaration of Human Rights* and other international human rights instruments;
- human rights **standards** and **principles** guide all development cooperation and programming in all **sectors** and **phases** of the programming process; and
- development cooperation contributes to the development of the capacities of 'duty-bearers' to meet their obligations and/or of '**rights-holders**' to claim their rights.

1 States can provisionally derogate certain civil and political rights under exceptional circumstances in time of public emergency (art. 4 Covenant on civil and political rights)

Local approaches

Most early recovery needs are met at local rather than national level. Local approaches have been developed in post-conflict contexts to help countries address the needs of affected populations, primarily returning refugees, displaced people and demobilized combatants, by enabling or reinforcing communities' capacities. The local approach reconciles long- and short-term objectives: responding to immediate needs, alleviating crisis-induced economic devastation, and promoting social reconciliation at local level in a context of respect for human rights. Area-based approaches target well-defined geographical areas to serve their entire population in need, engage local institutions and actors, and are managed through systems of decentralized responsibility and accountability.

The CWGER is developing an integrated local level programming framework for early recovery. It is also reviewing experiences of local-level approaches to build on lessons learned. This encompasses productive livelihoods, rule of law, security and effective governance, and access to basic services and infrastructure. It will draw on the sustainable livelihoods framework originally developed by the UK Department for International Development as a guide to local early recovery (DFID, online version 2008). It places assets and vulnerability at the centre of its analysis, and promotes integrated and comprehensive approaches in support of local capacities. A sustainable local governance approach to early recovery simultaneously revitalizes the local economy and reconstructs local governance, by putting emerging local authorities at the centre of the early recovery effort (including reintegration of IDP and refugees), thus enhancing their responsibility, responsiveness and local accountability.

Sequencing and transition to longer-term recovery and development programmes

Putting early recovery programmes in the context of wider recovery and development frameworks, such as UNDAF common country assessments (UN 2007), should highlight opportunities for transition. Effective sequencing of early recovery activities is important if they are to show results. Early protection, stabilization and rehabilitation measures that will generate quick successes, while building confidence for more politically or technically difficult programmes and reforms later, are typically the focus of an early recovery strategy. Possible criteria for sequencing actions include:

- early actions that generate rapid, visible results for crisis-affected populations or that are necessary enablers of planned follow-on activities;
- early interventions to stabilize critical public administration functions;
- pre-positioning of UN assets to ensure geographical reach outside the capital; reintegration and re-establishment of basic social services.

All of these criteria should address perceptions of favouritism or inequities that may exacerbate social conflict. It is also essential to define clear criteria at the beginning for exit strategies for each early recovery programme and collectively for portfolios of programmes.

Entry points

Early recovery priorities vary in different contexts, as do the entry points for programming support. Table 2 provides a menu of indicative early recovery programming after crises. Broadly, the list includes:

- early recovery activities within each cluster's response plans;
- build-up of country capacities for disaster management and/or conflict prevention, transition and recovery;
- sustainable resettlement;
- area-based and community-driven social and economic recovery;
- small-scale recovery of infrastructure; and
- early recovery coordination.

Table 2 Menu of indicative early recovery activities

Area of activity	Early recovery activities
Livelihoods and income recovery	• Undertake rapid impact, needs and capacity assessments focused on local economic resources and livelihood opportunities including labour market surveys and analysis • Carry out pre-disaster agriculture and environment situation mapping and provide pre-disaster maps on urban economic activity • Provide geospatial support for updating household surveys: change detection, qualification and quantification • Identify detrimental coping mechanisms such as child labour or survival sex, and develop appropriate preventive and responsive measures in collaboration with communities, authorities and other relevant actors; and provide cash grants and emergency social protection schemes for these groups and those who cannot work • Establish and conduct capacity building of Emergency Employment Service Centres • Promote transfer of skills, using returnee skills learned during and before displacement • Design and implementation of emergency employment schemes (e.g. rubble clearance, rehabilitation of community infrastructure) • Promote micro and small enterprise recovery through short-cycle business-management training, cash grants, access to microfinance schemes and coaching • Restore and reinstate remittance facilities • Provide and repair fishing boats and fishing equipment • Restore damaged crops and distribute seeds, seed vouchers, fertilizers, hand tools, provide credit to traders, and promote improved land management techniques, to prevent soil erosion and exhaustion as well as promoting diversification of food crops to improve nutrition, and cash crops to increase bio diversity and incomes • Repair flood control and irrigation schemes • Protect and rehabilitate productive assets (fodder production, animal health, management of natural resources) • Provide support to horticulture, home or school gardens, or re-establishment of orchards • Assess the use of natural resources as coping mechanisms in post-crisis situations to supplement normal forms of income, and recommend measures for sustainable management of resources, for reduced reliance on natural resources for income and for rehabilitating impacted areas
Social Services	• Assess availability and sustainability of access to services • Ensure basic rehabilitation of primary social services, such as health care facilities, schools, community centres, water and sanitation networks, considering both hard and software so as to promote the sustainability of the services • Build the capacity of people and communities to access services such as health care and education, and to contribute to maintaining these services. This includes reducing cost of service and increasing availability • Introduce social and community-based safety nets for vulnerable people and those with special needs including psychosocial and post-trauma counselling • Promote basic education as a means to contribute to psycho-social responses and peace-building • Ensure mechanisms for community based schools to be registered into the national system and promote teacher training • Ensure recognition of certificates received during displacement, and reintegration into national systems upon return or local integration • Provide emergency access to potable water while promoting sustainable and community-based water systems and maintenance • Conduct food and nutrition surveys, and stabilize nutrition ensuring food security and promote food safety at household and community levels • Provide access to comprehensive, integrated reproductive health services, including contraceptives, for all persons of reproductive age • Raise awareness and build capacities of communities and authorities in the prevention of gender-based violence, particularly sexual violence, and the provision of appropriate support to victims

Area of activity	Early recovery activities
Displacement, return and reintegration	• Support the planning of government authorities for the return and reintegration of displaced populations, and ensure adequate priority is given to areas of return by humanitarian and development actors, prior to the return phase • Support for IDP profiling/population-based surveys (and census) of population (or sections of population) • Enable displaced communities to assess conditions in their home areas and to plan their return together with receiving communities and support the return and reintegration process, promote livelihood, capacity building and community-based responses • Promote the return and reintegration or local integration of ex-combatants, IDPs and returning refugees within local communities and ensure their integration into local/area recovery and development plans and interventions • Assess the environmental dimensions of displacement and return/reintegration operations and identify preventive actions and responses by communities and authorities • Ensure displaced and returnee populations and women in particular are not victims of discrimination in relation to their rights e.g. access to land and property
Shelter	• Assess shelter damage, capacity and needs • Identify alternative and affordable building technologies for repair and reconstruction that will improve building and planning standards and provide access to affordable and environmentally sustainable building materials • Identify networks of implementing partners; and assess capacities of local building material producers and markets • Identify national building regulations in recovery shelter, and review building codes and enforcement • Support the development of housing policy that integrates risk reduction and takes into account gender, vulnerability and non discrimination issues • Undertake demonstrative projects that show risk resilient construction types • Train local artisans in hurricane, earthquake and flood resistant building techniques • Promote and build capacity of communities for building shelter and provide community-based shelter support to people with special needs.
Land and Property	• Undertake land and property situation analysis • Safeguard land and property registers in emergency situations • Record IDP and returnee property claims • Identify key laws and regulations on land and property, including discriminatory housing and property laws and acts in relation to displacement, age and gender in particular • Define referral options from customary law to formal statutory courts • Build capacity for restitution mechanisms • Provide legal assistance to IDPs and returnees and documentation of rights • Identify the need for property dispute resolution mechanisms and support appropriate responses at community, local authority and national level
Coordination	• Assess the capacity of national and local authorities to lead and coordinate early recovery efforts • Strengthen local governance capacity to plan and manage the recovery effort, including facilitation of early recovery prioritization workshops at national and local levels • Support local authority coordination and advocacy for early recovery, with an emphasis on basic service delivery • Establish effective and participative early recovery coordination mechanism to support national efforts • Support coordinated early recovery needs assessment, and advocate for early recovery issues to be taken into account in other needs assessments by national and international humanitarian and development actors • Support the development of nationally-led early recovery strategic frameworks and action plans, linked to the conceptualization and drafting of longer-term strategic development frameworks that are risk sensitive • Support the establishment of monitoring and evaluation systems for early recovery activities • Support early recovery resource mobilization efforts and the tracking of donor assistance

Area of activity	Early recovery activities
Cross-cutting issues	• Mainstream cross-cutting issues (e.g. gender, HIV/AIDS, environment, age, human rights, disaster risk reduction, conflict prevention) in all aspects and stages of early recovery programming, particularly in assessments, programme planning, implementation, and evaluation of early recovery programmes • Support active participation of women and women's organizations in all aspects of early recovery planning and implementation • Build the capacity of women and women's organizations to ensure their active and equal participation in all aspects and sectors of early recovery and longer-term recovery and development • Promote HIV prevention activities in the light of increased vulnerabilities and risk factors to HIV/AIDS transmission during reproductive age • Undertake environmental clean-up and rehabilitation, and build the capacity of communities, local and national environmental authorities to undertake environmental recovery
Infrastructure	• Support environmental clean-up, debris removal and rehabilitation • Promote access to and rehabilitation of small infrastructure to enable a sustained circulation of people and goods, access to means of production and strengthening of reintegration, e.g. road repairs and mine/UXO clearance for access to markets, repair of bridges, embankments, market places, etc. • Identify and develop necessary planning and technical skills for communities to fully contribute and participate in the rehabilitation and development of infrastructure • Restore critical minor infrastructure at the community level that is essential for initiating local recovery processes through labour intensive technologies and micro enterprises that generate employment • Build local capacity on hazard resistant construction methods for minor infrastructure through training • Rehabilitate water and sanitation infrastructure • Undertake environmental impact assessments of major infrastructure projects
Security	• Provide satellite imagery based security situation maps (security hot spots and safe havens) • Conduct safety surveys based on representative samples of the population • Reduce insecurity through early mine action interventions • In the context of Disarmament, Demobilization and Reintegration (DDR) programmes, conduct beneficiary profiling surveys, and mapping of reintegration opportunities • Support efforts to address sexual and gender-based violence (SGBV), including legal recourse, social reintegration, and economic empowerment of SGBV victims • Develop community-based monitoring mechanisms as well as safety nets and responses
Governance	• Assess the capacity of national and local authorities to lead and coordinate early recovery efforts • Rehabilitate essential government facilities and provide material and equipment support (e.g. office equipment) • Strengthen local governance capacity to resume the delivery of basic public services • Strengthen natural disaster institutions • Support national/local authorities with policy formulation, planning, and coordination for early recovery • Support national/local authorities in transparency, accountability and good governance throughout the recovery process e.g. through training of civil servants on local governance responsibilities • Support national/local authorities in leading disaster risk assessments • Undertake feasibility planning for early economic recovery, and provide policy advice to national governments and local authorities on emergency employment plans and social finance • Support the development and delivery of a strategic communications and information campaign on early recovery • Support civil society to enable and facilitate their participation in decision-making processes • Train communities in preparedness and early warning • Support national information management systems, including geographic information systems • Provide geographic information management (exchange, storage, processing, hosting, back up) • Ensure data sharing among partners through secured web site, including web site and graphic user interface • Provide training and capacity building of local institutions in mapping and geospatial analysis • Promote internet access restoration

Area of activity	Early recovery activities
Rule of Law	• Provide legal aid / representation to sexual and gender-based violence victims, including capacity building of Lawyers' Networks, judges, prosecutors and police to identify and promptly address sexual and gender-based violence through the existing law-enforcement and court-system • Conduct confidence building measures, including awareness raising and policy dialogue with local government officials, including police, civil authorities, army, militia and rebel groups • Train international and regional peacekeepers/police to address the need for protection of civilians and build the capacity of their local/national counterparts in the security sector and of non-state armed actors • Carry out minor rehabilitation of infrastructure, such as traditional courts, police stations, police training centres, and correction facilities • Conduct awareness raising, informal training, and confidence-building workshops for rule of law professionals, traditional leaders, civil society, etc. • Undertake needs assessment and identification of priorities for support to access to justice (e.g. awareness raising and empowerment of communities, including displaced and returnee populations in protecting and responding to basic rights; capacity building support to lawyer's networks, Bar Associations, and social workers; capacity building and training of judges, prosecutors, police and corrections officials) • Establish legal information centres to provide access to legal information, and to provide a space for debate between rights-holders (displaced populations, communities) and local duty-bearers (government authorities)
Natural disaster response	• Conduct rapid mapping activities: hazard mapping, structural, environmental and agricultural damage assessment • Conduct community level risk assessment • Prepare and disseminate risk reduction guidelines for all reconstruction projects • Conduct multi-hazard risk assessments as an input to reconstruction planning • Strengthen local level emergency response mechanisms in the affected areas • Strengthen community-based early warning systems and increase community awareness of existing hazards

2.5 Monitoring and Evaluation

Monitoring and evaluation (M&E) are essential components of results-based programming in humanitarian and development contexts, and as such are critical to early recovery programming. This section outlines the what, when, how and who of monitoring and evaluation in early recovery settings.

There are several challenges. There is no standard monitoring and evaluation method tailored specifically to early recovery settings. Developing a monitoring and evaluation system and formulating indicators early on is rarely a priority after a crisis, and thus is often done too little or too late. Furthermore, current monitoring practices do not take cross-cutting issues into account, such as the environmental impacts of response by the UN and others.

Guidance

Monitoring activities are necessary to inform day-to-day management decisions, guide adaptation to changing circumstances, and facilitate more informed and purposeful communication with stakeholders. Since the post-crisis setting is usually dynamic, and the situation is constantly evolving, programmes need to be constantly monitored and adapted to the changing context. Acting on monitoring and evaluation results will increase the relevance, efficiency and effectiveness of ongoing and future programmes. The results of evaluations should inform strategy and planning decisions, provide tangible feedback to partners and stakeholders, and feed into donor reporting and resource mobilization initiatives.

Establishment of a monitoring and evaluation system

Whenever the IASC cluster approach is used and an early recovery response is being planned, the Early Recovery Advisor (or equivalent) is responsible for establishing a comprehensive monitoring and evaluation system to improve the quality and relevance and review the impact of early recovery activities. Establishing such a system involves defining ***what*** to monitor and evaluate (activities and outcomes), ***when*** to monitor and evaluate (timing and frequency), ***how*** to monitor and evaluate (tools and indicators), ***who*** will monitor and evaluate, and ***how*** to use the results. An effective early recovery monitoring and evaluation system should ensure that:

- activity and outcome targets and indicators are defined within the early recovery planning framework (e.g. the results-based recovery framework or transitional results matrix);
- key targets can be monitored easily;
- the response plan sets out the timing and frequency of monitoring and evaluation activities, and the human, operational and budgetary resources required;
- regular reviews and final evaluations of early recovery activities and mechanisms take place; and strategies and programmes are modified to reflect new realities on the basis of the monitoring and evaluation, to ensure that they remain relevant throughout their life-span.

Monitoring early recovery

Monitoring is a continuous activity that indicates whether activities are on track. Due to the nature of early recovery it is recommended to monitor both results as well as activities. Results monitoring refers to the monitoring of early recovery objectives and priorities, called results. Those results are ideally defined in the strategic planning phase of early recovery (please see chapter 2.3 on strategic planning) and be specified by SMART targets (**s**pecific, **m**easurable, **a**chievable, **r**elevant and **t**ime bound). Together, results and targets will help early recovery stakeholders monitor these objectives right from the start and take necessary action in case the objectives are not met or appear to be off-track. In an early recovery context, results monitoring should ideally be done on a quarterly basis and be conducted or guided by the lead agency for early recovery.

In emergencies where the Results Matrix is used as a planning tool,[2] it should also serve as a monitoring mechanism. Based on logical frameworks (LogFrames), results matrices usually highlight results, indicators

2 An operational note on transitional results matrices can be found siteresources.worldbank.org/INTLICUS/PoliciesandGuidance/20330632/Operational%20Note%20on%20TRMs.pdf.

and time-frames and thus serve as a suitable monitoring tool. They are often developed on the basis of needs assessments and are backed up with solid data. Indicators for results matrices should also be formulated in the ***SMART*** way (see above).

In an early recovery context, monitoring results will ideally go hand in hand with reporting and activity monitoring. This contributes to establishing a good database and indicates whether planned activities and programmes can be executed as planned. Monitoring activities is an important back bone for monitoring results and targets and can be done through formal reporting. It involves checking that resources (human, financial and material) and services are being used as planned, visiting sites and offices where programmes are being implemented and reporting on a frequent and informal basis (e.g. situation reports). Activity monitoring should preferably be done by all agencies for their respective areas of work and programmes and be consolidated by the lead agency for early recovery. At the start of early recovery implementation, it is advisable to monitor activities at least weekly. As such, the activity reporting becomes an important information sharing mechanism for key early recovery stakeholders. The high frequency of reporting can shift to bimonthly monitoring once the immediate emergency phase is over.

A critical component of monitoring and evaluation of early recovery responses will be to monitor the application of early recovery guiding principles. These principles, including 'do no harm' and 'build back better', should underpin the design of specific early recovery projects and programmes – as described in the previous section. Indicators to monitor these principles will need to be developed.

Good Practice in Monitoring[3]

- ***Make monitoring part of the routine.*** *Monitoring targets must form part of daily duties and be topics of regular discussions among managers, partners and other stakeholders*
- ***Develop SMART targets:*** *specific, measurable, achievable, relevant and time bound*
- ***Monitor results, targets and activities***
- ***Take monitoring results seriously*** *and act upon them to modify plans as appropriate.*

Evaluating early recovery

The IASC cluster approach is a global and country-level coordination mechanism designed to enhance the effectiveness and predictability of humanitarian responses. The systematic evaluation of results achieved through this approach is strongly recommended in order to develop lessons learned, gather good practice, and inform the roll-out of cluster approaches.

All clusters, including early recovery, should conduct retrospective reviews when coordination mechanisms wind down and handover begins. Lesson learning exercises and After-Action Reviews are tools that can provide useful guidance and results with little effort. They are useful tools for quickly changing environments and emergencies and can be built into either the programmatic or the early recovery coordination cycle and be conducted at all levels (community, district, national, network etc.). Documenting and discussing 'what went well' and 'what did not go well' will inform decision-makers and future early recovery operations.

Outcome evaluations are usually carried out mid-term or after a programme ends. Given the relatively short time-frame of early recovery programmes, rapid approaches to outcome evaluation are recommended, such as ex-post comparisons of target groups, after action reviews, lesson learned exercises, or real-time evaluations (RTEs).

A real-time evaluation feeds back its findings for immediate use while the programme or portfolio of programmes is still being implemented. It should be carried out in the early stages of a response, and ideally, though not necessarily, be repeated during the project cycle. The approach emphasizes participation by agency staff, and the reporting method makes accessibility of results across agencies a priority, particularly rapid discussion of results with the implementing staff. Hence findings and recommendations are delivered briefly in verbal and written form, typically before leaving the field, and final reports are kept short. See Box 12 for the experience of carrying out a real-time evaluation of the cluster approach in Pakistan.

3 Adapted from Japan International Cooperation Agency: Handbook for Transition Assistance. 2006 www.interworksmadison.com

Box 12 Experience from the field: real-time evaluation of the cluster approach in Pakistan

In November 2005, the IASC Working Group requested an interagency real-time evaluation focusing on the practical applications of the Cluster Approach in Pakistan. The main objective of the exercise was to provide feedback on the effectiveness of the cluster framework in this context, propose any reorientation of the current implementation in Pakistan, and derive actionable recommendations to improve the ongoing global development and refinement of the Cluster Approach. The evaluation was conducted through a Key Stakeholder Analysis that surveyed active participants in the cluster structure including members of the Country Team, Cluster Leads and members, Pakistan Government officials, agency headquarters staff, NGOs, and major institutional donors.

The evaluation team met individually and in small groups with over 80 key informants in a semi-structured interview format. The team also attended several coordination meetings to observe the clusters in action. A modified data collection tool guided these face-to-face meetings with open-ended questions intended to probe insights and candid impressions of the Cluster Approach *in situ*.

The report of the RTE was published and widely distributed. It was stressed that the validity of the findings may apply to countries with visible parallels to Pakistan i.e. strong pre-existing response mechanisms provided by national authorities, and may not necessarily be applicable more generally.

Source: reliefweb.int/rw/RWFiles2007.nsf/FilesByRWDocUnidFilename/KHII-78Q5FS-Full_Report.pdf/$File/Full_Report.pdf

Photo credit: Muzammil Pasha/UNICEF

2.6 Resource Mobilization

Transforming resource mobilization from an externally-driven humanitarian model to an internally-led early recovery model remains a challenge. This section outlines the main challenges, and highlights some of the main resource mobilization mechanisms that can be used for early recovery fund-raising.

Challenges

There are established funding mechanisms for humanitarian, reconstruction and development programmes, but no formal or predictable interagency mechanisms for mobilizing resources for early recovery programmes currently exist. Inclusion of early recovery activities in consolidated appeals coordinated by OCHA has had limited success. In any crisis or post-crisis situation, humanitarian and early recovery activities tap into limited resources and must compete for funds. In addition, many recovery actors are not present in-country in the immediate aftermath of a crisis. This prevents them from including their programmes in strategic and resource mobilization documents such as flash appeals.

Donors usually allocate funding for humanitarian relief and development assistance from different budgets. Early recovery does not sit comfortably within either category, making it more difficult to fund. Furthermore, humanitarian resource mobilization often happens too fast for early recovery purposes. Needs assessments, strategic planning and project development are complex processes; it is difficult to include comprehensive early recovery programmes and projects in appeals that must be written in a few days and implemented in three to six months. There is also a general tendency to recommend mainstreaming the funding of cross-cutting issues through other sectors. As a result of strong competition for resources, projects addressing cross-cutting issues rarely receive adequate funding.

Guidance

Outcomes of needs assessments and early recovery strategic frameworks are not intended to be used as fund-raising documents, but can be useful when approaching donors. These documents can provide donors with an overall picture of early recovery needs, stressing the inter-connectedness of early recovery programming and the importance of collaborative working. An early recovery coordination mechanism can take the responsibility for presenting a coherent and integrated picture of early recovery needs to donors. However, unless a common funding mechanism, such as a Pooled Fund or a Multi-donor Trust Fund, has been established, then agencies will likely receive funding directly from donors and contributions will not be channelled through the cluster lead agency.

In the absence of early recovery-specific resource mobilization mechanisms, use should be made of what already exists. Inclusion of early recovery strategies and activities in humanitarian resource mobilization mechanisms can be encouraged, despite the problems of timing, and application to (newly) established UN funds. It is also important to advocate early use of development funding mechanisms, as early recovery is the foundation of effective longer-term recovery and development. Some of these mechanisms and tools and their applicability to early recovery are outlined below.

Consolidated Interagency Appeals and Flash Appeals

The most important planning and fund-raising tools for humanitarian activities are the flash appeal and the (interagency) consolidated appeal (CAP) led by OCHA (see Annex 1). Donors underline the importance of reflecting early recovery requirements more systematically and consistently in these mechanisms. Responsibility for the preparation of these appeals at country level lies mainly with the Humanitarian Coordinator.

Sequencing

A situation report is issued at the beginning of an emergency. It may cover the period from day one to week two. Meanwhile a flash appeal can be prepared and launched, covering week two to month three (or six after revision). Issued within a week of an emergency, it provides a concise overview of urgent life-saving needs. It includes early recovery coordination and needs assessments, and possibly recovery projects to be implemented within the time-frame of the appeal. Revisions, which include early recovery projects based on needs assessments, take place after a month and sometimes after three months to extend the duration of the appeal. Funds are sought from bilateral donors and the Central Emergency Response Fund (see page 39).

Flash appeals

Early recovery needs should be reflected in flash appeals in a phased manner, taking advantage of the appeals' standard revision and updating process. The following approaches may be effective:

Box 13 Guidance on appealing for early recovery in Flash Appeals

- Inclusion of early recovery into a Flash Appeal should take place in a PHASED manner
- Early recovery needs/projects should be mainstreamed, to the extent possible, within the core technical sectors
- The early recovery areas that fall outside of the main clusters/sectors (e.g. governance; rule of law; livelihoods; land and property; reintegration; infrastructure) should be presented in a dedicated early recovery section, together with the 'start-up' costs for early recovery coordination, assessment and strategic planning.;
- The agreed approach for the inclusion of early recovery should be reflected in the Flash Appeal Guidelines.

Proposed phased approach:

PHASE 1 – Initial Flash Appeal (within five working days):

1. A brief reference to a preliminary set of early recovery emerging priority needs and actions
2. A set of standard 'start-up' funding requirements for early recovery
3. Moderate funding requirements for selected early recovery projects that:
    - address immediate and urgent needs;
    - are based on rapid needs assessments (the results of which will be further refined at the time of the Flash Appeal revision);
    - have a strong advantage in starting immediately;
    - have a rapid impact on affected populations and/or relief activities;
    - are foundational in nature ie. provide the necessary foundations for managing the recovery effort; and
    - can be completed within the Flash Appeal's standard time-frame (up to six months).

N.B. Funding requirements will have to rely heavily on pre-existing standard budgets/costs.

PHASE 2 – Flash Appeal Revision (within five weeks). This should include:

1. The key findings of the early recovery needs assessment
2. An outline of the core early recovery strategic framework (thus bringing all early recovery activities together)
3. An update on the status of implementation and impact of the early recovery 'quick impact' projects
4. A broader set of early recovery projects, which should:
    - Be implementable within the Flash Appeal time-frame (up to six months);
    - Presented within the relevant sectors, for those falling under 'classic' clusters; or under a separate early recovery section for those falling outside the scope of the main clusters/ sectors.

CAPs

The CAP is used by humanitarian organizations to plan, coordinate, fund, implement and monitor their activities in response to a crisis. It includes a strategic plan for humanitarian response in a given country or region called a Common Humanitarian Action Plan (CHAP). It provides a shared analysis of the context, a needs assessment, identification of roles and responsibilities, and a clear statement of longer-term objectives and goals. The CAP is a yearly process, usually prepared in September/October and launched globally in November. A mid-year review is presented to donors in July.

The CAP remains humanitarian in nature. Well accepted by the donor community and managed by OCHA, CAPs are widely distributed and can be used as advocacy and fund-raising tools. They guarantee a minimum of coordination among participating agencies. The one-page project sheet format is sometimes accepted by donors instead of a full proposal, thereby saving time. It is therefore critical to include an early

recovery strategy in the CHAP and early recovery projects in the CAP. Almost all organizations have HQ units experienced in CAP preparation who can be asked for support, especially if a CAP is being prepared in a given country for the first time.

Pooled funds

Common Humanitarian Fund

Pooled funding allows for greater flexibility and prioritization. A Common Humanitarian Fund (CHF) is easily and quickly established. Its objective is to support the timely allocation and disbursement of donor resources to meet the most critical needs, under the leadership of the Humanitarian Coordinator. A CHF is intended to improve humanitarian outcomes by providing committed funds earlier than under previous arrangements; strengthen the planning and coordination process; tie the funding allocation to the action plan; broaden participation in the action plan; channel funds to the most urgent needs; and ensure that funds are available for rapid responses to unforeseen circumstances. To achieve this, a CHF should be simple and may be rapidly established. It should use the country action plan as its primary allocation tool and funds should be allocated to the highest priorities, as determined by the Humanitarian Coordinator in consultation with the UN Country Team and other implementing partners. The CHF should maintain a reserve for rapid response to unforeseen circumstances. In the Democratic Republic of Congo, early recovery projects have been funded through a CHF.

Multi-donor trust funds

A number of multi-donor trust funds (MDTFs) have recently been established in post-conflict settings. Examples include Afghanistan, Democratic Republic of Congo, Indonesia (Aceh), Iraq, Lebanon, Nepal, Somalia, and Sudan. An MDTF is a country specific financing mechanism that receives contributions from more than one donor. The funds are then pooled and disbursed by an administrator to a number of recipients (UN and through a UN Organization to government or NGOs, depending on governance and purpose) based on decisions made by the appropriate decision making body/authority such as a country level Steering Committee, RC, HC, etc. These funds aim to support nationally defined priorities and to build national, including government capacity. They are designed to enable funding to flow coherently and predictably under a multilateral umbrella in order to meet the special needs of recovery situations. In addition they facilitate common planning, funding, and coordinated implementation and reporting by UN Organizations. Hybrid models have been developed where fast delivery is needed and/or there is a complex security situation, as in Iraq and presently under consideration in Sudan, with one window managed by the World Bank and the other by the UN.

Guidance is available to ensure that UN country team efforts are informed by prior experiences with these funds (UNDG/ECHA 2007). MDTFs of the UNDG Organizations channel resources directly to UN and other international organizations, and to government entities and NGOs through UN Organizations exercising oversight functions, due to accountability issues involved. Government entities and NGOs subsequently act as implementing partners for the UN Organizations concerned, in accordance with the regulations and rules of those organizations. In addition, UNDG funds can allow for entities such as NGOs to present their own projects, although approval and subsequent disbursement of funds require that a UN Organization act as the cooperating agency to provide the overall legal framework for that project. When a fund is managed through UNDG Joint Programme pass through fund management modality , a project is usually developed between UN Organizations , government entity and other partners, including implementing organizations. The approval process involves a technical review by an interagency working group, and formal approval by the government and an interagency steering committee. Further information is available from the UNDG website (see Annex 1). The UNDP MDTF Office, that manages most of the UN administered funds, maintains a MDTF website www.undp.org/mdtf with information on the nature, scope and operations of the various ongoing MDTFs and UN Joint Programmes.

Other funding mechanisms

Central Emergency Response Fund

The Central Emergency Response Fund (CERF) is a standby fund designed to enable more predictable, timely, and equitable responses to humanitarian emergencies (both natural disasters and armed conflicts). It was established in 2005 by the UN General Assembly, upgrading the existing Central Emergency Revolving Fund by adding a new grant component.

There are two main funding scenarios. The first, for projects to be implemented within three month, is sudden onset emergency or rapid deterioration within an existing crisis, where the aim is rapid response to core emergency humanitarian needs to reduce loss of life. The second is chronically under-funded emergencies, where the aim is to strengthen core elements of humanitarian response. The emergency relief coordinator approves fund allocations and disbursements based on the objectives defined and approved by the UN General Assembly:

- promote early action and response to reduce loss of life;
- enhance response to time-critical requirements; and/or
- strengthen core elements of humanitarian response in under funded crises.

Typically the CERF does not fund longer-term reconstruction and rehabilitation. However, packaging potential early recovery proposals in the contexts of 'time-critical' and/or 'protection' may help to improve their prospects of approval, as occurred with the Democratic Republic of Congo in 2006.

Loans can also be obtained to access funds rapidly when waiting for existing donor pledges to be transferred. The conditions to establish such loans are broader and more flexible than those stipulated for the grant component. The loans can be used to re-establish operations, implement preparedness measures, and implement humanitarian programmes that are key but not time-sensitive. Though originally outside the CERF scope, in 2001 Member States endorsed the expanded use of loans to cover urgent needs in natural disasters. Loans must be repaid within six months.

United Nations Trust Fund for Human Security

The UN Trust Fund for Human Security (UNTFHS) is managed by OCHA, with funds from the Japanese government. Only organizations within the UN system may request support. OCHA's Human Security Unit first decides whether a project is of interest. Early recovery activities are in principle suitable for funding, but the difficult application procedure may be a disincentive when urgent action is needed, given that the usual project size for this fund is US$ 1 million.

Peace-building Fund

This multi-year standing fund provides catalytic funding for immediate priorities in ongoing peace and reconciliation processes, and seeks to minimize the risk of a relapse into conflict by strengthening government capacity in implementing such processes. It seeks to address critical peace-building gaps and is designed to operate in the early stages of post-conflict recovery, but may also play a meaningful role later, especially when other funding mechanisms are not available. The PBF disburses funds through three distinct funding windows: Window I: which supports countries before the Peacebuilding Commission (currently Sierra Leone and Burundi): Window II, which permits the Secretary-General to declare other countries in similar circumstances eligible for support – at present Nepal, Liberia and Central African Republic; and Window III, limited to below US$ 1 million to be used within six months, which allows the ASG Peace Building Support Office to approve and respond expeditiously, through a simplified submission process, to urgent and unforeseen and imminent threat to a peace process. The fund comprises voluntary contributions and had an initial funding target of US$ 250 million. The Peace-building Fund does not have the mandate to respond to early recovery in the context of natural disasters.

The UN Peace-building Support Office is responsible for its operations, while the UNDP/MDTF Office is the fund manager. The allocation process is delegated to the country concerned and operates through a national steering committee jointly chaired by the government and the UN, which reviews and approves projects on the basis of a priority plan. UN Organizations that have signed a Memorandum of Understanding with UNDP/MDTF Office will receive funding, once the national Steering Committee has approved the submitted projects. The UN Organizations while assuming full programmatic and financial accountability for the funds disbursed to them, are required to partner with government entities (and where appropriate NGOs) as implementing partners. All project submissions are reviewed against the respective fund priority plan, and no proposals outside this framework will be considered. The fund can address early recovery activities in the eligible countries, provided they fall within the scope of the respective country level priority plan. Further information on the PBF is available from http://undp.www.org/mdtf or http://www.unpbf.org/

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Annexes

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Annex 2 IASC Operational Guidance on Designating Sector/Cluster Leads in Major New Emergencies

Detailed guidance on the cluster approach is provided in the IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response (November 2006).

Why is there a need to designate sector/cluster leads in major new emergencies?

- The aim of the cluster approach is to strengthen humanitarian response by ensuring high standards of predictability, accountability and partnership in all sectors or areas of activity.
- The IASC has agreed that the cluster approach should be used in all contingency planning for major new emergencies; in all responses to major new emergencies; and eventually in all countries with Humanitarian Coordinators (HCs).
- In a major new emergency, the cluster approach requires that sector/cluster leads be designated at the earliest possible opportunity in order to ensure an adequate response.

What constitutes a "major new emergency"?

- For IASC operational purposes, a "major new emergency" is defined as any situation where humanitarian needs are of a sufficiently large scale and complexity that significant external assistance and resources are required, and where a multi-sectoral response is needed with the engagement of a wide range of international humanitarian actors.

Can the cluster approach be used in countries where there is a UN Resident Coordinator but no Humanitarian Coordinator?

- Yes. In addition to countries where there is an HC, the cluster approach can be used in countries where there is no HC but where the UN Resident Coordinator (RC) is coordinating the international response to a major new emergency.

What is a "sector/cluster lead"?

- A "cluster lead" is an agency/organization that formally commits to take on a leadership role within the international humanitarian community in a particular sector/area of activity, to ensure adequate response and high standards of predictability, accountability & partnership. A "cluster lead" takes on the commitment to act as the "provider of last resort" in that particular sector/area of activity, where this is necessary.
- A "cluster" is essentially a "sectoral group" and there should be no differentiation between the two in terms of their objectives and activities; the aim of filling gaps and ensuring adequate preparedness and response should be the same.

What are the responsibilities of sector/cluster leads and who is accountable to the HC?

- The sector/cluster lead for any given sector is an agency, not a person. For that reason, at the country level it is the Country Director/Representative of the agency/organization designated as sector/cluster lead who is ultimately responsible for ensuring that relevant sector/cluster leadership activities are carried out effectively.
- The specific responsibilities of sector/cluster leads are described in detail in the *IASC Generic Terms of Reference for Sector/Cluster Leads (Annex 1 of the Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response)*. These lay out minimum standards for all sector/cluster leads, including the need to ensure that agreed priority cross-cutting issues such as age, diversity, environment, gender, HIV/AIDS and human rights are effectively addressed in all sectors. The IASC Generic Terms of Reference may be contextualized and added to, but may not be reduced.
- Sector/cluster leads are responsible for ensuring that within their sectors focal points are nominated for Early Recovery and for agreed priority cross-cutting issues, as appropriate, to ensure that these issues are included in sector work plans and appeals.
- Sector/cluster leads at the country level are responsible for ensuring adherence to norms, policies and standards agreed at the global level and should treat the global level clusters as a resource that can be called upon for advice on global standards, policies and 'best practice', as well as for operational support, general guidance and training programmes.

- Sector/cluster lead agencies at the country level are responsible for appointing appropriate individuals, with the necessary seniority, facilitation skills and expertise to be the sector/cluster coordinators. In some cases, there may be a need for sector/cluster lead agencies to appoint dedicated, full-time sector/cluster coordinators with no other programme responsibilities.
- Country Directors/Representatives of agencies designated as sector/cluster leads are responsible for ensuring that the HC, OCHA and the Humanitarian Country Team are informed of the names and contact details of the individuals designated as sector/cluster coordinators and that they are kept regularly informed of any changes.
- In cases where stakeholders consider that a sector/cluster lead agency at the country level is not adequately carrying out its responsibilities, it is the responsibility of the HC to consult the Country Director/Representative of the agency/organization concerned and where necessary, following consultations with the Humanitarian Country Team, to propose alternative arrangements.

What is expected of sector/cluster partners?

- Humanitarian actors who participate in the development of common humanitarian action plans are expected to be proactive partners in assessing needs, developing strategies and plans for the sector, and implementing agreed priority activities. Provisions should also be made in sectoral groups for those humanitarian actors who may wish to participate as observers, mainly for information-sharing purposes.

How are sector/cluster leads expected to relate to local government structures?

- *"Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory. Hence, the affected State has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory." (GA Resolution 46/182)*
- A key responsibility of sector/cluster leads at the country level is to ensure that humanitarian actors build on local capacities and maintain appropriate links with Government and local authorities, State institutions, civil society and other stakeholders. The nature of these links will depend on the situation in each country and the willingness and capacity of each of these actors to lead or participate in humanitarian activities.
- From the very outset of an emergency, it is the responsibility of sector/cluster leads to ensure close consultation with national authorities/counterparts on issues related to their respective sectors.
- By designating clear focal points within the international humanitarian community for all key sectors or areas of activity, the cluster approach should help governments and local authorities to know who to approach for support. This should help ensure more timely, predictable and adequate responses.

What sectors/clusters should be established and who should lead them?

- In terms of what sectors/clusters are established at the country level, this may differ from the set of sectors/clusters established at the global level. For example, there may be cases where particular sectors are merged (e.g. Health and Nutrition). There may also be cases where particular sectoral groups are not needed (e.g. Logistics or Emergency Telecommunications). Sector/cluster leads should only be designated for the sectors relevant to the emergency.
- In the case of Protection, at the global level there are focal point agencies for issues such as Gender Based Violence (UNFPA). Similar arrangements can be made at the country level, as appropriate.
- In terms of who should lead each of the sectors/clusters at the country level, to enhance predictability, where possible sector lead arrangements at the country level should be in line with the lead agency arrangements at the global level. This principle should, however, be applied flexibly, taking account of capacities and strengths of humanitarian organizations already in the country/region. This may mean that in some cases sector lead arrangements at the country level do not replicate those at the global level. In such cases, it is particularly important that sector/cluster leads at the country level consult and maintain good communications with the respective global cluster leads, to ensure that agreed global standards/procedures are applied and to help mobilize the necessary operational support from the global level.
- The designation of sector/cluster leads should be based on transparent consultations within the Humanitarian Country Team and should take account of existing operations and capacities.
- Any IASC member can be a sector/cluster lead; it does not have to be a UN agency.

- Early Recovery planning should be integrated into the work of all sectoral groups. For this reason, rather than establishing separate Early Recovery clusters/sectoral groups at the country level, it is recommended that each cluster nominate an Early Recovery focal point. The focal points should form a "network" to ensure joint planning and integrated response.
- To complement and support the clusters, thematic groups should also be established where needed to address priority cross-cutting issues.
- In some cases (e.g. where regional "hubs" have been established) NGOs or other humanitarian partners may act as sector focal points in parts of the country where they have a comparative advantage or where the cluster lead has no presence.
- In all instances clusters/sectoral groups at the country level should be inclusive of those organizations with real operational capacities in their respective sectors. They should be results-oriented, with a clear focus on ensuring adequate humanitarian response. This includes addressing any gaps that may exist in the overall response.

How long should sectors/clusters continue to function?

- The HC (or RC), in consultation with humanitarian partners, is responsible for adapting coordination structures over time, taking into consideration the capacities of the host Government, development partners, local organizations etc.
- Sector/cluster leads are responsible for ensuring the development of exit or transition strategies for their clusters. These strategies should be developed in close consultation with national authorities and development actors, in order to strengthen national coordination capacities. Some clusters may phase out or transition into other arrangements earlier than others.

STANDARD OPERATING PROCEDURES FOR DESIGNATING SECTOR/CLUSTER LEADS IN MAJOR NEW EMERGENCIES

At the onset of the emergency (if possible, within the first 24 hours):

Step 1. The HC (or RC, in countries where an HC has not been appointed) consults national authorities/counterparts and relevant IASC partners at the country level (NGOs, international organizations, the International Red Cross and Red Crescent Movement and UN agencies) to determine priority sectors or areas of activity for the emergency; which agencies are best placed to assume the role of sector/cluster lead for each one; what thematic groups are needed to address cross-cutting issues; and what support is needed from OCHA and other actors in terms of common tools and services.

Step 2. Based on these consultations, the HC (or RC) draws up a proposed list of sectors with designated sector/cluster leads for each. The HC (or RC) may also propose the establishment of thematic groups for particular priority cross-cutting issues. The HC (or RC) forwards this list to the Emergency Relief Coordinator (ERC), addressed to holmes@un.org, requesting endorsement within 24 hours from the full IASC at the global level.

Step 3. The ERC shares this proposal with the IASC, requesting endorsement or alternative proposals.

Within 24 hours of receiving the proposal from the HC (or RC)

Step 4. The ERC ensures agreement is reached within the IASC at the global level. Where agencies at the global level propose arrangements that differ from those initially proposed by the HC (or RC), the ERC consults the HC (or RC) and IASC further in order to reach agreement.

Step 5. The ERC communicates the decision reached to the HC (or RC) and all relevant partners at global level.

Step 6. The HC (or RC) informs the host government and all relevant country-level partners of agreed arrangements within the international humanitarian response. Common Humanitarian Action Plans and appeal documents should clearly state the agreed priority sectors and the designated leads for each.

Prepared by the IASC Task Team on the Cluster Approach
Geneva, 23 May 2007

Annex 3 IASC Operational Guidance on Designating Sector/ Cluster Leads in Ongoing Emergencies

Detailed guidance on the cluster approach is provided in the *IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response (November 2006)*.

Why is there a need to designate sector/cluster leads in ongoing emergencies?

- The aim of the cluster approach is to strengthen humanitarian response by ensuring high standards of predictability, accountability and partnership in all sectors or areas of activity.
- The IASC has agreed that the cluster approach should be used in all contingency planning for major new emergencies; in all responses to major new emergencies; and eventually in all countries with Humanitarian Coordinators.
- In ongoing emergencies, the IASC has agreed that introduction of the cluster approach should be a field-driven process, to ensure full ownership by humanitarian actors in the countries concerned.

What is a "sector/cluster lead"?

- A "cluster lead" is an agency/organization that formally commits to take on a leadership role within the international humanitarian community in a particular sector/area of activity, to ensure adequate response and high standards of predictability, accountability & partnership. A "cluster lead" takes on the commitment to act as the "provider of last resort" in that particular sector/area of activity, where this is necessary.
- A "cluster" is essentially a "sectoral group" and there should be no differentiation between the two in terms of their objectives and activities; the aim of filling gaps and ensuring adequate preparedness and response should be the same.

What are the responsibilities of sector/cluster leads and who is accountable to the HC?

- The sector/cluster lead for any given sector is an agency, not a person. For that reason, at the country level it is the Country Director/Representative of the agency/organization designated as sector/cluster lead who is ultimately accountable to the HC for ensuring that relevant sector/cluster leadership activities are carried out effectively.
- The specific responsibilities of sector/cluster leads are described in detail in the *IASC Generic Terms of Reference for Sector/Cluster Leads (Annex 1 of the Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response)*. These lay out minimum standards for all sector/cluster leads, including the need to ensure that agreed priority cross-cutting issues such as age, diversity, environment, gender, HIV/AIDS and human rights are effectively addressed in all sectors. The IASC Generic Terms of Reference may be contextualized and added to, but may not be reduced.
- Sector/cluster leads are responsible for ensuring that within their sectors focal points are nominated for Early Recovery and for agreed priority cross-cutting issues, as appropriate, to ensure that these issues are included in sector work plans and appeals.
- Sector/cluster leads at the country level are responsible for ensuring adherence to norms, policies and standards agreed at the global level and should treat the global level clusters as a resource that can be called upon for advice on global standards, policies and 'best practice', as well as for operational support, general guidance and training programmes.
- Sector/cluster lead agencies at the country level are responsible for appointing appropriate individuals, with the necessary seniority, facilitation skills and expertise to be the sector/cluster coordinators. In some cases, there may be a need for sector/cluster lead agencies to appoint dedicated, full-time sector/cluster coordinators with no other programme responsibilities.
- Country Directors/Representatives of agencies designated as sector/cluster leads are responsible for ensuring that the HC, OCHA and the Humanitarian Country Team are informed of the names and contact details of the individuals designated as sector/cluster coordinators and that they are kept regularly informed of any changes.
- In cases where stakeholders consider that a sector/cluster lead agency at the country level is not adequately carrying out its responsibilities, it is the responsibility of the HC to consult the Country Director/Representative

of the agency/organization concerned and where necessary, following consultations with the Humanitarian Country Team, to propose alternative arrangements.

What is expected of sector/cluster partners?

- Humanitarian actors who participate in the development of common humanitarian action plans are expected to be proactive partners in assessing needs, developing strategies and plans for the sector, and implementing agreed priority activities. Provisions should also be made in sectoral groups for those humanitarian actors who may wish to participate as observers, mainly for information-sharing purposes.

How are sector/cluster leads expected to relate to local government structures?

- "Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory. Hence, the affected State has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory." (GA Resolution 46/182)
- A key responsibility of sector/cluster leads at the country level is to ensure that humanitarian actors build on local capacities and maintain appropriate links with Government and local authorities, State institutions, civil society and other stakeholders. The nature of these links will depend on the situation in each country and the willingness and capacity of each of these actors to lead or participate in humanitarian activities.
- By designating clear focal points within the international humanitarian community for all key sectors or areas of activity, the cluster approach should help governments and local authorities to know who to approach for support. This should help ensure more timely, predictable and adequate responses.
- In ongoing emergencies, it is the responsibility of sector/cluster leads to ensure that national authorities/counterparts are fully briefed on the ongoing humanitarian reform process and that they are closely consulted on issues related to their respective sectors.

What sectors/clusters should be established and who should lead them?

- In terms of what sectors/clusters are established at the country level, this may differ from the set of sectors/clusters established at the global level. For example, there may be cases where particular sectors are merged (e.g. Health and Nutrition). There may also be cases where particular sectoral groups are not needed (e.g. Logistics or Emergency Telecommunications). Sector/cluster leads should only be designated for the sectors relevant to the emergency.
- In the case of Protection, at the global level there are focal point agencies for issues such as Gender Based Violence (UNFPA). Similar arrangements can be made at the country level, as appropriate.
- In terms of who should lead each of the sectors/clusters at the country level, to enhance predictability, where possible sector lead arrangements at the country level should be in line with the lead agency arrangements at the global level. This principle should, however, be applied flexibly, taking account of capacities and strengths of humanitarian organizations already in the country/region. This may mean that in some cases sector lead arrangements at the country level do not replicate those at the global level. In such cases, it is particularly important that sector/cluster leads at the country level consult and maintain good communications with the respective global cluster leads, to ensure that agreed global standards/procedures are applied and to help mobilize the necessary operational support from the global level.
- The designation of sector/cluster leads should be based on transparent consultations within the Humanitarian Country Team and should take account of existing operations and capacities.
- Any IASC member can be a sector/cluster lead; it does not have to be a UN agency.
- Early Recovery planning should be integrated into the work of all sectoral groups. For this reason, rather than establishing separate Early Recovery clusters/sectoral groups at the country level, it is recommended that each cluster nominate an Early Recovery focal point. The focal points should form a "network" to ensure joint planning and integrated response.
- To complement and support the clusters, thematic groups should also be established where needed to address priority cross-cutting issues.
- In some cases, sector/cluster leads may designate other partners to act as sector/cluster focal points in parts of the country where they have a comparative advantage or where the sector/cluster lead has no presence. These focal points remain under the overall leadership of the sector/cluster lead.

- In all instances clusters/sectoral groups at the country level should be inclusive of those organizations with real operational capacities in their respective sectors. They should be results-oriented, with a clear focus on ensuring adequate humanitarian response. This includes addressing any gaps that may exist in the overall response.

How long should sectors/clusters continue to function?

- The HC (or RC), in consultation with humanitarian partners, is responsible for adapting coordination structures over time, taking into consideration the capacities of the host Government, development partners, local organizations etc.
- Sector/cluster leads are responsible for developing exit, or transition strategies for their clusters. These strategies should be developed in close consultation with national authorities and development actors, in order to strengthen national coordination capacities. Some clusters may phase out or transition into other arrangements earlier than others.

STANDARD OPERATING PROCEDURES FOR INTRODUCING THE CLUSTER APPROACH IN ONGOING EMERGENCIES

Step 1. The HC ensures that the Humanitarian Country Team, government counterparts, national NGOs and other stakeholders are fully briefed on and familiar with the principles of the cluster approach. This includes ensuring that the IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response is widely disseminated. Where necessary, the HC should arrange for special meetings or workshops to discuss the cluster approach and other aspects of the humanitarian reform process.

Step 2. The HC facilitates discussions with national authorities/counterparts and a transparent consultative process amongst humanitarian partners to assess needs, operational gaps and response capacities (including those of the government, local authorities, and local civil society).

Step 3. Based on these consultations and this assessment of needs, operational gaps and response capacities, the Humanitarian Country Team, under the leadership of the HC, determines priority sectors or areas of activity for the emergency; which agencies are best placed to assume the role of sector/cluster lead within the international humanitarian community for each one; what thematic groups are needed to address cross-cutting issues; and what support is needed from OCHA and other actors in terms of common tools and services. In some cases, few or no changes to the existing structure may be needed. In other cases, changes may be needed to address "gap" areas and to enhance predictability and accountability. Before proposing new arrangements to the ERC, the HC should ensure that: (1) lead agencies at the country level consult their respective Headquarters; and (2) agencies with global sector/cluster lead responsibilities are consulted (at both the country level and Headquarters level) concerning their respective sectors. The HC may also propose the establishment or realignment of thematic groups for particular priority cross-cutting issues.

Step 4. The HC informs the ERC of any changes that are made at the country level in the process of introducing the cluster approach. This is to help agencies' Headquarters to plan their activities and undertake the necessary resource mobilization efforts, particularly where major gaps are identified and significant additional response capacity in needed. If in the process of introducing the cluster approach no new sector/cluster leads are designated, the HC should inform the ERC of this, while confirming that the cluster approach will be applied in order to ensure high standards of predictability, accountability and partnership in all sectors.

Step 5. The ERC shares the proposal with the IASC with a request for endorsement or alternative proposals within one week. The ERC ensures agreement is reached within the IASC at the global level. Where agencies at the global level propose arrangements that differ from those initially proposed, the ERC consults the HC and IASC further in order to reach agreement.

Step 6. The HC informs the host government and all relevant country-level partners of agreed arrangements within the international humanitarian response. Common Humanitarian Action Plans and appeal documents should clearly state the agreed priority sectors and the designated leads for each.

Prepared by the IASC Task Team on the Cluster Approach
Geneva, 23 May 2007

Annex 4: Standard Operating Procedures for Activation Of CWGER and Deployment of Early Recovery Support for Disasters

Trigger for SOP- Imminent crisis event in a country (a new crisis or dramatic deterioration of an existing situation)

STEP	ACTION	TIMELINE
PRE-CRISIS OR SUDDEN IMPACT CRISIS EVENT		
1	Contact RC/HC and request SITREP from country	Pre-Crisis OR Within 24 Hrs
2	Issue Stand By "Alert" Message"	Pre-Crisis OR Within 24 Hrs
3	Activate individual stand-by emergency procedures.	Pre-Crisis OR Within 24 Hrs
INITIAL ASSESSMENT		
4	IA Country Team meets to decide scale of emergency	Pre-Crisis OR Within 24 Hrs
4a	**LEVEL 1 RESPONSE** Monitor situation closely and remind RC of available support services	Pre-Crisis OR Within 48 Hrs
RAPID RESPONSE		
4b	**LEVEL 2 RESPONSE** Brief and deploy "ER Specialist" to country (with or without UNDAC Team)	Pre-Crisis / Within 48 Hrs
POST CRISIS		
4c	ERC[1] consults with IA HQ Agencies on cluster activation request	Within 5 days
5	Cluster approach is adopted for country X	Within 5 Days
6	**LEVEL 3 RESPONSE** **1st emergency meeting**	Within 5 Days
SURGE IMPLEMENTATION		
7	Brief and deploy "**ER Advisor"** to country	Within 7 Days
8	Link with existing coordination and information networks including other Global Clusters.	Within 7 Days
9	**2nd CWGER emergency meeting** and decide on Joint or IA assessment mission	Within 1-2 Weeks.

STEP	ACTION	TIMELINE
10	Fund and Deploy Joint ER Needs Assessment "IA SURGE team." • Conduct Joint Needs Assessment • Develop IA Strategic Framework	Within 2-3 Weeks for up to four (4) weeks.
11	Evaluate Needs Assessment and IA Strategic Framework	Within 4-5 Weeks.
12	Mobilize funds for implementation of IA Strategic Framework	Within 6-8 Weeks.
13	IA Strategic Framework implementation.	Within 10-12 weeks for up to 18 months.
14	Coordinate implementation of IA ER Strategic Framework	Up to 18 months
SURGE DEACTIVATION		
15	"ER-Coord/Advisor" converts to "Recovery Coordinator/Advisor" **OR** exits country.	Within 2-18 months
16	Hand over programmes and exit country	Within 2-18 months
17	**3rd CWGER (after action) meeting**) and lessons-learned exercise.	Within 1-2 years
18	Publication/dissemination of lessons learned.	Within 1-2 years

1 Emergency Relief Coordinator

Annex 5 Analysis of Environmental and Natural Resources Issues

An analysis of the issues related to environmental and natural resources should, as a minimum, explore the following:

Root causes of crisis:

Describe how scarcity of natural resources, environmental degradation, and physical environmental conditions affect the humanitarian situation:

- whether there is conflict over competing uses for scarce natural resources;
- whether this conflict could lead to national or local instability or increase vulnerability to natural disasters;
- any known hot spots that pose risks to populations, such as flash floods, landslides, erosion and waste.

Underlying factors and damage to the environment:

Describe how environmental degradation or physical environmental conditions have increased the vulnerability of the affected populations:

- damage to natural resources and the environment resulting from the disaster/conflict;
- impacts on the human environment including waste, water supply, and waste water and sanitation;
- impacts on economic activities and livelihoods related to natural resources;
- damage to capacity for environmental management.

Emerging pressures and vulnerabilities:

- what natural resources and environmental goods and services are being used to meet humanitarian needs;
- the availability of these resources;
- whether current extraction or use levels can be sustained without creating new sources of vulnerability in the short and medium term;
- the risk of human displacement, conflict or secondary environmental crises.

Technological hazards:

- any major industrial sites, facilities or installations that may be vulnerable to the effects of natural disasters or conflict, or pose ongoing threats to populations.

Early recovery:

- what natural resources will be in high demand to meet early recovery needs;
- the availability of these resources to meet future demands;
- what damaged natural resources and ecosystems should be priorities for restoration;
- whether future demands can be sustained without creating new sources of vulnerability in the short and medium term;
- the risk of human displacement or conflict;
- what natural resources management considerations should be taken into account during early recovery and development planning.

Annex 6 Local Level Needs Assessments

1. Introduction: [Guidance for] Assessing Early Recovery Needs at the Local Level

In a country emerging from crisis, the pace of recovery is usually not homogenous. Distinct geographical areas will have suffered to different degrees and will manifest different symptoms at the outset of the crisis. Accordingly, recovery needs tend to differ greatly between places, with some area facing high levels of returns from displaced populations, and others facing high risk of repeated conflicts or disasters, while others areas may have remained relatively unaffected.

Since the initial roll-out of the cluster approach, the global level CWGER has received a number of requests from country-based teams for guidance and support for assessing early recovery needs in distinct geographical areas. This was the case for instance in Northern Uganda where improvements in the security situation in 2006 gradually opened up access to Lira and surrounding districts, and in Somalia where floods displaced thousands of households and destroyed hectares of farmland and villages around river belts in the South/Central area. To respond to such requests, the IASC CWGER formed a sub-group on local-level needs assessments, that worked to identify **existing guidance and tools that may be used during the humanitarian phase and that yield information about both short-term emergency needs and longer-term recovery needs of affected populations.**

The following sections present i) definitions and key principles for initiating and managing needs assessments processes, in particular during immediate post-crisis / early recovery settings,[1] and ii) a matrix of existing assessment tools recommended by the CWGER.

2. Aim, criteria for initiation, and objectives

The **aim or purpose** of assessing recovery needs during the humanitarian phase following conflict and/or disaster is to produce an integrated multi-sectoral response plan to support the phasing-out of emergency life-saving interventions, and restore livelihoods, infrastructure, social services, and basic governance capacities. This plan will address cross-cutting issues (gender, environment) and seek to prevent the recurrence of future crises by addressing their underlying root causes at the earliest phase of the emergency response.

It is important to note in the immediate post-crisis phase, assessments are more likely to focus on identifying life-saving needs, and the same assessment effort will initially serve to capture information and inform both short-term emergency responses and a basic longer-term recovery plan. As the emergency phases out and recovery activities intensify, another round of assessments may serve to update and deepen the information relating to longer-term needs. Likewise continuing relief interventions may still be necessary for a longer duration for certain vulnerable groups, requiring regular assessments of remaining humanitarian needs throughout the recovery phase.

In a **post-conflict setting**, assessments will typically be initiated when:[2]

- Security and access to the area and to the population in the area have been negotiated with legitimate or de facto authorities.
- Sustained reduction of armed conflict has created initial conditions for peace building and for the emergence of nascent governance structures.
- Stabilisation measures are necessary to support affected populations through the recovery process, and to initiate planning for development.
- Local actors have been identified and are available to contribute to the assessment process.

In a **post-disaster setting**, assessments will typically be initiated when:

- Access to the affected area is restored.
- Secondary hazards and risks are at a level that does not threaten the lives of assessment teams.

1 While the aim is to provide guidance for assessing needs at the local level, it should be noted that the principles highlighted below are equally suited to national level assessments.

2 Adapted from the Somalia CAP 2007 Early Recovery Response Plan: Criteria for early recovery interventions. UNDP Somalia, September 2004.

- Local actors have been identified and are available to contribute to the assessment process.

Assessments focusing on longer-term recovery needs usually comprise two main steps: 1) an overall **situation analysis**, and 2) in-depth **sectoral assessments** to identify specific (longer-term recovery) needs and priorities interventions aiming to restore livelihoods, infrastructure, services, and the local governance capacity.

If baseline data is available (as may be the case in disaster affected areas), the situation analysis should seek to compare the current situation with the pre-crisis situation in order to determine the impact of a shock at different levels (individuals, households, community). In situations where access has been limited for a long period of time and/or where baseline data is insufficient or unreliable, a secondary objective of the situation analysis will be to identify key indicators of the baseline situation, which will be needed to measure future change, and to prioritize interventions.

The **situation analysis** will seek to identify:

- What critical changes in local conditions have occurred relative to a "normal year" or to a defined pre-crisis period?
- What are the remaining emergency needs and what can be done to reduce them beyond the delivery of life-saving interventions? ***Note: It is assumed that adequate measures are being taken to address life-saving needs.***
- What potential or existing capacities do communities have to cope with the effects of the crisis and how can they be strengthened?
- What potential or existing capacities do local authorities have to plan, manage, and coordinate the remaining emergency phase and the recovery process, and how can they be strengthened?
- What are the specific vulnerabilities related to gender and human rights, to security and peace, and/or disaster risk, and how can local communities and their local structures and systems be supported to address them?

Follow-up **sectoral assessments** will seek to identify programming options that:

- Deliver immediate impact (typically within a 3-18 month time-frame) on the communities and individuals, and/or on the local structures and systems that serve them.
- Support conditions and initiatives that will accelerate the phasing out of relief.
- Strengthen the basic capacities of local communities to cope with the crisis and its effects.
- Build on potential or existing capacities of local authorities to plan, manage, and coordinate the crisis recovery process.
- Address underlying causes of the crisis (natural or man-made disaster and/or conflict).
- Mainstream peace-building and reconciliation activities and/or (as applicable) natural disaster risk reduction activities.
- Mainstream gender and human rights based approaches and integrate protection activities.

The sectoral assessments should also seek **to identify relevant sector-specific baseline indicators, and the corresponding standard**. While there may not be existing national standards for early recovery per se, many governments have standards for reinsertion and resettlement, or for social services, infrastructure, or crop production standards. Where those are unavailable or non-existent, cluster/sector leads and the relevant national counterparts can be asked to formulate standards (drawing for example on the SPHERE standards). The difference or gap between a specific baseline indicator (present situation) and the related standard (or desired situation) will provide or inform the response target, i.e. the desired change that the response aims to achieve within the 3-18 months early recovery period.

Maps and GIS will facilitate planning, prioritisation and monitoring in key sectors, for example:

- Access conditions
- Distances between services and settlements or villages
- Land use and forest cover

- Location of water sources
- Mine and UXO presence

4. Matrix of existing assessment tools suitable for early recovery

The methodologies presented in the matrix typically contain one or all of three key elements:

- Tools to collect and report primary information (checklists and interview guidance sheets, reporting formats) – based on an understanding of what specific questions should be asked to capture reliable primary data.
- Detailed guidance for the assessment team to standardise the way in which information is collected and reported (interview tips, lists of reliable key informants, details about how to fill the reporting sheets, etc).
- Analytical framework(s) to pull the primary and secondary data together, develop scenarios, understand social dynamics, and depending on the context, identify the root causes of the conflict or disaster risk factors in the area.[3]

Key considerations for choosing the methodology of the assessment include:

(a) The quality and type of information that is already available (existing secondary sources), and what fresh primary data remains to be collected.

(b) The context (access conditions, seasonal timing, security).

(c) The local capacity (existence of database, size and technical profile of the assessment team and time and ability to analyse quantitative and qualitative data).

The guidance and tools that were reviewed as port of this exercise were:

Name of tool	Organization (publishing date)
UNHCR Tool for Participatory Assessment	UNHCR (2006)
Integrated Rapid Livelihood Assessment	FAO and ILO (2006)
Emergency Food Security Assessment Handbook	WFP June 2005
Reproductive Health Assessment	Reproductive Health for Refugees Consortium (1997) Inter-agency Working Group on Reproductive Health in Refugee Situations: An Inter-agency Field Manual (1999)
Community-Level Assessment Tool	UNDP / BCPR (2006)

The full table of findings can be found on the early recovery section of the humanitarian reform web site www.humanitarianreform.org.

3 The CWGER recommends the Sustainable Livelihoods Framework as an overarching framework for local-level needs assessments.

Guidance note on Early Recovery

In response to calls for greater clarity and guidance on what early recovery means and on how to undertake early recovery activities effectively, this guidance note has been developed by the Cluster Working Group on Early Recovery (CWGER) which includes the following:

Food and Agriculture Organization of the United Nations (FAO)
International Committee of the Red Cross (ICRC)
International Federation of Red Cross and Red Crescent Societies (IFRC)
International Organization for Migration (IOM)
Office for the Coordination of Humanitarian Affairs (OCHA)
Office of the High Commissioner for Human Rights (OHCHR)
United Nations Development Programme (UNDP), as lead agency
United Nations Population Fund (UNFPA)
Office of the United Nations High Commissioner for Refugees (UNHCR)
United Nations Children's Fund (UNICEF)
World Food Programme (WFP)
World Health Organization (WHO)
International Labour Organization (ILO)
International Strategy for Disaster Reduction (ISDR)
United Nations Human Settlements Programme (UN-HABITAT)
(Office of the) United Nations Development Group (UNDG(O))
United Nations Environment Programme (UNEP)
United Nations Institute for Training and Research (UNITAR)
Operational Satellite Applications Programme (UNOSAT)
United Nations Volunteers (UNV)
United Nations Education, Scientific and Cultural Organization (UNESCO)
Mercy Corps
World Society for the Protection of Animals (WSPA)

This guidance is designed primarily for UN colleagues and partners working at country level on early recovery in natural disasters and complex emergencies.

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